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PARDEV
TECHNICAL COOPERATION
Project Document**

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Title: Promotion of Decent Work in the South African Transport Sector (phase I)

Country: South Africa

If sub-regional, countries covered: N/A

Lead Office: ILO Area Office for Botswana, Lesotho, Namibia, South Africa and Swaziland

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External Implementing Partners: Transnet Port Terminals and Transnet National Port Authority, South African Transport and Allied Workers Union (SATAWU), United Transport and Allied Trade Union (UTATU), and selected local and international Business Development Services providers, among them prominently the School of Port Operations operated by Transnet Port Terminals, the Shipping Training College (STC) in Rotterdam/netherlands, the APEC-Antwerp/Flanders Port Training Centre in Belgium, and the tripartite Ports Commission of the Flemish Social Economic Council (SERV)

Budget requested: 1,27 million US\$ donor funding plus 250,000 US\$ in kind from local partners

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Executive summary:

The ILO Decent Work Country Programme (DWCP) for South Africa identifies four priority areas for interventions in support of local constituents and other stakeholders, namely the strengthening of Labour Market Governance, the promotion of employment, the extension of social protection coverage and the strengthening of HIV/AIDS workplace responses. These priority areas have been further concretized in nine intermediate outcomes that serve as reference points for the formulation of specific initiatives. The intermediate outcomes are to be treated as interlinked, in line with the ILO 2008 Declaration on Social Justice for a Fair Globalization according to which the different dimensions of decent work are inseparable and mutually supportive.

The DWCP support initiative proposed in this SPROUT is designed as a pilot project to demonstrate this emerging systemic approach to the promotion of Decent Work. The project will focus on an employment-intensive service industry with a Decent Work deficit, here the South African transport industry. It aims at boosting industry competitiveness of a key industry player, Transnet, through a combination of interventions determined by way of social dialogue and ranging from workplace improvement measures to functional and technical/vocational skills training and further on to the facilitation of access to social protection. The proposed project has three phases and a duration of five years. The strategic emphasis of the first phase is on **piloting** the new approach in the Ports of Durban and Richards Bay during a 24 months period and with a budget of 1,27 million US Dollars.

The overall objective of the proposed project is the creation of decent employment for women and men. The overall outcome of phase I are more sustainable businesses, here in the Ports of Durban and Richards Bay, that create decent and productive jobs. The immediate project objectives for phase I are as follows:

1. To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay;
2. To create a more conducive policy and regulatory framework for 'doing business' in these two Ports, with emphasis on human resources development and management in line with the transformation agenda of the South African Government;
3. To strengthen the capacity of local Business Development Services (BDS) providers, among them prominently the School of Port Operations to in turn provide port stakeholder groups with a range of workforce centered training and advisory services
4. To enable port workers to fully unlock the benefits of the staff development effort.

The key deliverables of the project are as follows:

- A firmly institutionalized social dialogue mechanism linking internal port stakeholders that is reflective of international best practice
- A forum for social dialogue between internal and external port stakeholders (building on the existing Maritime Clusters)
- Increased knowledge among port stakeholders about international best practice in port-related HRD strategies and policies, building on the ILO-Port Worker Development Programme, the APEC development programmes and where applicable inputs from South African specialized service providers
- Refined HRD policies and regulations in the Ports of Durban and Richards Bay
- The HRD policy objectives are firmly anchored in higher level business strategy
- HRD related training and advisory service products tailored to the needs of the Ports
- Local BDS providers competent in the delivery of these services
- Port workers have understanding about the risks and benefits associated with the HRD effort and make informed career and livelihood choices.

The proposed initiative comes at a time when South African Ports are recovering from the impact of the global financial and economic crisis. In line with the Global Jobs Pact facilitated by ILO in response to the crisis, the programme will make a significant contribution to the protection of existing jobs and the accelerated economic recovery of the Port.

1. Background and Justification

1.1. Background

The ILO Decent Work Country Programme (DWCP) for South Africa identifies four priority areas for interventions in support of local constituents and other stakeholders, namely the strengthening of Labour Market Governance, the promotion of employment, the extension of social protection coverage and the strengthening of HIV/AIDS workplace responses. These priority areas have been further concretized in nine intermediate outcomes that serve as reference points for the formulation of specific initiatives. The intermediate outcomes are to be treated as interlinked, in acknowledgement of the fact that the different dimensions of decent work are inseparable and mutually supportive.

The DWCP support initiative proposed in this SPROUT is designed as a pilot project to demonstrate this emerging systemic approach to the promotion of Decent Work. The project will focus on an employment-intensive service industry with a Decent Work deficit, here the South African transport industry. It aims at boosting industry competitiveness of a key industry player, TRANSNET, through a combination of interventions determined by way of social dialogue and ranging from a review of the existing HR systems and approaches through to concrete workplace improvement measures and port worker skills development. The proposed project has three phases and a duration of five years. The strategic emphasis of the first phase is on piloting the new approach in the Port of Durban and the Port of Richards Bay during an 18 months period, while the second phase and third phases with a duration of 18 months and 24 months respectively would aim at rolling the refined approach out to other TRANSNET port facilities in South Africa (phase II) and in other Ports throughout the region (phase III). This SPROUT covers phase I only, with an envisaged budget of 1,25 million US Dollars.

Brief preview of phase II and III of the proposed project

Phase II will seek to replicate the intervention mix piloted during phase I in the Ports of Durban and Richards Bay in other ports in South Africa and described in detail in this proposal. In the process, the second phase will strongly rely on institutional capacity consolidated during phase I in the School of Port Operations in Durban, and where applicable also continue drawing on the trainer development support from the Port Training Center in Antwerp and the Shipping and Transport College in Rotterdam. The principal role of the ILO in phase II and III will be to act as impartial broker of social dialogue, to determine the precise training needs in close consultation with local stakeholders and to coordinate the sequence of capacity-building interventions, where applicable also to continue delivering selected training and advisory services through its Port Worker Development experts and Decent Work Support Team specialists. The selection of ports for the phase II rollout is to be determined in consultation with local stakeholders.

Phase III will aim at rolling out the by now mature and consolidated model throughout Ports in the African region. ILO will continue facilitating social dialogue as strategic means to rally Port stakeholders on the ground behind the idea of collective action, and consequently steer the capacity-building interventions physically delivered by the School of Port Operations in Durban.

Through the three project phases, ILO will systematically monitor and evaluate the capacity building effort, the delivery of tangibles as per workplan, and its contribution to the intended immediate and overall programme outcomes.

1.2. Specification of the development challenge

The development challenge to be addressed by the initiative is the Decent Work deficit in the South African transport industry, and more in particular the lack of job quality in the Ports of Durban and Richards Bay operated by Transnet (phase I).

Transnet is the largest and most important freight logistics provider in South Africa, integrating five operating divisions of freight rail, rail engineering, national ports authority, port terminals, and pipelines. The company is fully owned by the South African government.¹

Transnet Port Terminals and the National Port Authority were established as separate business units in 2000. The National Ports Authority manages the landlord business related to the eight major seaports of the country, namely Richards Bay, Durban, Saldanha, Cape Town, Port Elizabeth, East London, Mossel Bay and Ngqura (Coega) in the Eastern Cape, while Transnet Port Terminals handles the cargo landed in 15 terminals located in six of these facilities.² The Port of Durban is host to a Container Terminal (in fact two separate container terminal units), a Multi Purpose Terminal and a car terminal (plus a passenger terminal and other port facilities not further discussed here).³ The Port of Richards Bay hosts a (dry-) bulk terminal, a multi-purpose terminal and a privately operated coal terminal.⁴

Transnet Port Terminals is a major employer in South Africa. In 2008, Transnet Port Terminals employed 5395 people in its various facilities.⁵ Tens of thousands of more employment opportunities indirectly depend on the ports – for Durban alone the number is estimated at 30,000 jobs.

In the Transnet Port Terminals portfolio, the port of Durban handles by far the largest number of containers and the largest volume of break bulk cargo while the Port of Richards Bay handles the largest volume of bulk cargo. In February 2010 alone, the container terminal of the port of Durban handled the equivalent of 222, 412 6 meter container units – almost two thirds (64%) of all containers handled by South African Ports during this time period.⁶ Durban also handled the largest volume of break-bulk cargo in the country – 435, 677 metric tons in February 2010. In turn, the Port of Richards Bay handled the largest volume of bulk cargo, equivalent to 5, 278,202 metric tons in February 2010, followed by the Port of Saldanha with 4,213,571 metric tons and the Port of Durban with 3,597,240 metric tons.

Furthermore, the car terminal in the port of Durban is the main gateway for the import of vehicles and automotive parts to South Africa. In the fiscal year 2008/9, the Durban Car Terminal handled 372,557 motor units, of which 184,511 were imports, 182,091 exports and 5,955 were trans-shipments.⁷

The lack of competitiveness particularly of the port of Durban has been a source of concern for a number of years. The analysis of the causes underlying the weak competitiveness of the Port typically centers around infrastructure development bottlenecks and human resource constraints.⁸ As regards the latter, the main concern is low labour productivity resulting from lack of skills and confrontational workplace relations, of late compounded by mistrust between unions and management about the possible privatization of business units in the Port. In the Port of Richards Bay, the situation is somewhat different; here, the major concern evolves around the lack of social dialogue between Port management and external stakeholder groups, and again the lack of skilled people resources.

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¹ For more background information on the structure and operations of Transnet refer to the 2008 annual report of the unit

² www.transnet.co.za and Transnet Ports Terminal 2008 annual report

³ <http://ports.co.za/durban-harbour.php>

⁴ <http://ports.co.za/richards-bay.php>

⁵ Transnet Port Terminal 2008 annual report

⁶ Quoted from Transnet Port Terminal statistics reproduced in the Annex of this proposal

⁷ <http://ports.co.za/durban-harbour.php>

⁸ For a snapshot of the competitiveness challenges faced by the Port refer for example to the article 'Durban: Port in a storm', published by Maiden, Andrew, Publication: African Business, January 1 2003; also the article 'Expansion of Port of Durban to allow larger vessels, relieve congestion' published by Hisane Masaki on Mar 27, 2009 online in the Journal of Commerce; both articles are reproduced in the Annex of the proposal

Key risks at Port Terminals and Port Terminals planned response

Key risks at Port Terminals	Port Terminals planned response
Country-wide volatility in Eskom electricity supply resulting in reduced customer volumes and interruption to port operations.	<ul style="list-style-type: none"> Enhancing existing business continuity plans; Optimising energy usage and installation of generator sets as appropriate across the business; and Implementing various short- and long-term initiatives to ensure optimum energy utilisation.
Poor corridor performance, resulting in the failure to realise desired growth volumes and profitability targets.	<ul style="list-style-type: none"> Enhancing integration and joint planning between all relevant Transnet operational divisions at a strategic and operational level.
Capital expansion and refurbishment projects not completed in time to meet customer demand, due to inadequate engineering and project management skills and capacity, resulting in loss of market share and customer dissatisfaction.	<ul style="list-style-type: none"> Recruiting priority skills, such as engineering and project management resources; Intervention of Transnet Capital Projects, which provides additional project management capacity in managing expansion and refurbishment projects; and Establishing a dedicated capacity planning, sales and commercial unit, to better understand and manage customer demand expectations.
A changing regulatory and policy environment resulting in Port Terminals experiencing a constraint on growth plans, commercial activities and future business models.	<ul style="list-style-type: none"> Enhancing employees' understanding of and compliance with the National Ports Act, through various awareness campaigns, workshops and the development of Company-wide policies and procedures; and Retaining senior counsel and a competition law specialist to provide legal advice on the implications of the changes in the regulatory framework for Port Terminals. This will allow the division to make business decisions, which are within prescribed legislation.
Non-compliance with safety and environmental legislation, policies and procedures resulting in fatalities, disabling injuries, damage to the environment, adverse publicity and negative reputation.	<ul style="list-style-type: none"> Improving the division's safety and environmental standards and practices through various initiatives such as: <ul style="list-style-type: none"> Implementation of the 5-²⁵ safety programme across Port Terminals to monitor substance abuse, speeding in operational areas, signs of sleepiness by employees while on duty and adequacy of signage and supervision; Recruitment of skilled safety and environmental personnel; and Implementation of environmental management systems.
Lack of skilled people resources and the inability to retain skilled employees resulting in the inability to achieve overall business objectives.	<ul style="list-style-type: none"> Establishing a Port Terminals Learning Academy and a graduate development programme; Implementing talent retention and performance management systems linked to incentive schemes; and Offering ongoing supervisory and management training programmes.
Increased competition resulting in loss of market-share and growth.	<ul style="list-style-type: none"> Performing economic analyses to determine market dynamics and competitive trends; and Developing sector-specific customer strategies, inclusive of appropriate pricing models to meet customer expectations.

Source : Transnet Port Terminals annual report 2008

In response to this competitiveness challenge, Transnet has undertaken numerous efforts in recent years to boost the productivity of its port operations, ranging from infrastructure upgrading through to human resource development programmes.⁹ Notwithstanding these efforts, the situation is still perceived as highly problematic by national stakeholders. Case in point are the bitter complaints raised in October 2009 by the South African automotive industry that heavily depends on the Port for the import of vehicle parts and export of finished product.¹⁰

It is against the background of these continued competitiveness challenges that the Transnet Port Terminals stakeholders have approached ILO and the Flemish donor in 2009 with a request for financial and technical support to boost the institutional capacity of the Port Learning Academy in Durban and to further upgrade its human resources development approaches and tools.

The timing of this request is also to be seen in the context of the ongoing reform of the National Qualifications Framework (NQF) through the Departments of Education and the Department of Labour and linked to it the establishment of a quality council for trade and occupation (QCTO) in February 2010.¹¹ The QCTO will be responsible for standards generation and quality assurance for all work based competency standards up to NQF Level 10 – effectively assuming the accreditation function so far performed by the 23 Sector Education Training Authorities (SETAs). It is expected that the QCTO will establish technical committees in the course of 2010 to review the exiting occupational profiles also for the transport sector. This review opens up a unique opportunity to align the HRD initiative launched by the Transnet Port Terminals from the outset with the new qualifications framework.

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⁹ For example, in 2009 the Japan Bank for International Cooperation signed an untied loan agreement totalling up to \$357 million to finance the expansion of the Port of Durban. Also, the Port of Durban secured the services of the Antwerp /Flanders Port Training Center (APEC) to implement a series of seminars on Unions, safety, health & Improvement of working conditions in the Port and Terminal Management between 2003 and 2008. For more information on past HRD efforts launched by the Port of Durban refer to Annex II of this proposal

¹⁰ Pretoria News, 02-11-2009. Nissan has in the meantime moved its automotive parts imports from Durban to Maputo.

¹¹ For more information on the National Skills Development Strategy, the ongoing reform of the NQF and the role of the QCTO refer to documents attached to the Annex of this proposal

1.3. ILO capacity to address the development challenge

To deliver the intervention mix, the project will extensively draw on ILO in-house capacity embodied in the DWCP support team for Southern and Eastern Africa located in the ILO South Africa office. The project can furthermore bring in expertise accumulated by the ILO International Training Center in Turin during the implementation of projects in the Russian port and maritime sector (2005-07) and draw on materials and trainers from the global ILO Port Work Development programme, the global Factory Improvement Programme and the global Better Work Programme. The project will also draw on the new guidelines for Port workers currently developed by the ILO/MARIT unit in ILO Headquarters..

1.4. Target Groups and Development Partners

The initiative distinguishes two types of target groups, namely immediate and ultimate beneficiaries:

- Immediate beneficiaries are institutions capacitated by the project to in turn capacitate the ultimate beneficiaries; the main immediate beneficiary groups to be reached through the project are the unions representing port employees, the port management authorities and selected BDS providers providing any of the above stakeholders with workforce-centered training and advisory services, among them prominently the School of Port Operations run by Transnet Port Terminals;
- Ultimate beneficiaries, in turn, are the intended beneficiaries of the initiative, among them prominently workers and employers in the Port of Durban, but also external stakeholders with a vested interest in the Port, like members of the local community.

The project will primarily intervene through immediate beneficiaries in order to create local ownership from the outset and to pave the way for the future sustainable replication of the intervention mix. Accordingly, the main emphasis of the intervention mix is on the facilitation of social dialogue, trainer development, training product development, and information generation and dissemination *at the pre-service transaction level*. In line with the development mandate of the ILO, the project will mainstream the concerns for youth, women and people living with disabilities throughout the intervention mix. Furthermore, the project will set minimum outreach targets for each of these sub-groups.

As regards development partners, the project will forge strategic partnerships with (1) APEC and (2) STC. APEC and STC are both recognized international centers of excellence in the provision of port-specific training and advisory services.¹² The standard training courses offered by these centers cover the following subjects: Port Management, Breakbulk Cargo, Port Security, Ro-Ro Terminal Management, Nautical Accessibility & Maritime Traffic Management, IT & EDI in Port Business, Tasks & Responsibilities of Forwarders, Agencies & Shipping Lines, Container Terminal Management, Port Environmental Policy & Technology, Inland Waterways Transport, Dredging Technologies, Port Engineering and Port Logistics. APEC and STC furthermore offer tailored training interventions for Port stakeholders in the field on commercial & Marketing strategy of a Port, concessions, container Terminal Management, port operations, port security and port logistics. STC also runs an international Master study course in Shipping and Transport. Both centers have a global outreach (in the case of STC represented in the field through a network of local representations like their Southern Africa office in Johannesburg), and provide in-service training on request. Refer to the Annex of this document for an outline of service portfolio of both training centers.

APEC also has a history of collaborating with the Port of Durban and is thus strategically positioned as a collaboration partner. For example, on request by the South African Government, APEC implemented a Seminar on Unions (10-21/11/2003), a Seminar on Safety, health & Improvement of working conditions in the Port (8-19/10/2007), a seminar on Safety, health & Improvement of working conditions in the Port (29/9-10/10/2008 and a Seminar on Terminal Mgt. (6-10/10/2008).

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¹² www.portofantwerp.be/APEC and www.stc-group.nl

Through APEC and STC, the project will mainly facilitate trainer development courses targeting staff at the Port School in Durban (to strengthen the capacity of the latter to in turn train port workers in South Africa). APEC and STC will also support the project to facilitate study visits for Port stakeholders in South Africa to Belgium and Netherlands, and where applicable to organize worker exchange programmes. Through APEC, the project will also involve other centers of expertise in Belgium, like the the Flemish Social Economic Council (SERV) and the social partners of the Flemish Ports Committee, the bipartite Port Commission, the Portworkers Training Center (OCHA) in Antwerp and the Flemish Public Employment Service.

2. Strategy and Logical Framework

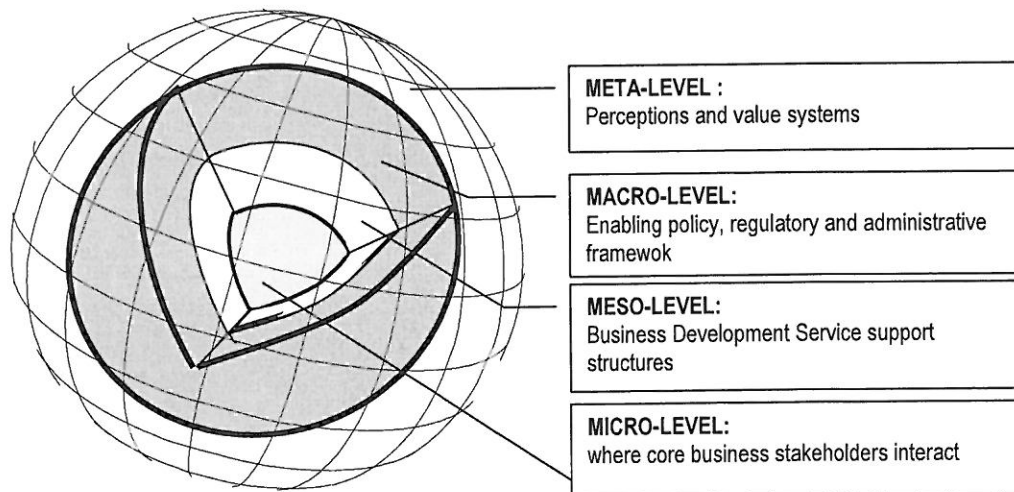
2.1 Description of the Project Strategy

The intervention strategy is inspired by the system enterprise development approach of the ILO. In a nutshell, four system levels of intervention are distinguished:

- Meta-level interventions that aim at changing mind-sets, value systems and perceptions held by stakeholder groups in the social system constituted by the enterprise
- Macro-level interventions that aim at facilitating a more conducive regulatory framework for doing business
- Meso-level interventions that aim at boosting the capacity of local BDS organizations to in turn boost the delivery capacity of business stakeholder groups
- Micro-level interventions that aim at stimulating demand among these business stakeholder groups for capacity building support from meso-level providers, and to maximize the benefits derived from these services.

The four system levels of intervention are illustrated below. The graph visualizes that the system levels – and the stakeholders on each system level for that matter - are interlinked through cause-and-effect relationships. These relationships have been taken into account in the design of the intervention mix to maximize impact and minimize unintended side-effects.

The analytical framework underpinning the programme design illustrated



The proposed intervention mix encompasses the four dimensions of decent work distinguished by ILO, namely the promotion of rights at work, the creation of new/protection of existing employment opportunities, the facilitation of access to social protection and an emphasis on social dialogue:

Creation/protection of gainful and productive jobs: This dimension of decent work is the priority area of the proposed initiative. The project intends to bring in a range of workforce centered staff development training and advisory tools developed by APEC, STC and ILO, and to train and advise local service providers on how to use these tools to in turn train the ultimate programme beneficiaries. The choice of tools is pending outcome of the needs assessment of each stakeholder group, but will likely include technical and vocational skills training, training of middle managers, training on workplace improvement measures, and training on occupational safety and health. Also refer below under 'rights at work for more information.

A special emphasis will be laid on mainstreaming the concern for environmental sustainability through these training interventions, as part of the triple bottom line approach (e.g. financial sustainability, environmental sustainability and social equity) underpinning the sustainable business concept of the ILO. As part of this mainstreaming effort, Port stakeholders will be sensitized for the environmental policies, laws and regulations in South Africa, and how they apply to Port operations. Furthermore, the project will facilitate specific trainer development in cleaner production tools and techniques through APEC and STC, in close coordination with the existing Safety, Health, Environment and Quality Programme run by TRANSNET. Accordingly, the focus will be on implementing selected aspects of the ongoing ISO 14001 certification initiative.¹³

Social dialogue is the strategic means to bring the stakeholder groups around one table and to jointly determine the exact contents of the intervention mix – and to demonstrate best practice in implementing ILO core conventions No 87 on Freedom of Association and the Protection of the Right to Organize and No 98 on the Right to Organize and Collective Bargaining. The project will build on existing social dialogue approaches in the Port, but seek to refine and further consolidate these processes so that they serve better in the for future mediation of work-related conflicts of interests.

Rights at work: The intervention mix emphasizes on boosting job quality as strategic means of action, here measured along a set of criteria like basic employment conditions, gender equality, employment equity, and stability and security of employment relations. The HRD system review, and the trainer development courses and by extension port worker development courses and – materials will reflect international best practice in the promotion of decent work in Ports with a rights-based approach (and based on the ILO Port Worker Guidelines), and they will promote awareness of, and compliance with the labour standards ratified by the South African Government. In this context, particular emphasis will be laid on training on how to practically implement ILO conventions related to Gender Equality, like No 100 on equal remuneration and No 111 on equal rights in the work place, but also ILO Conventions No 183 on Maternity Protection and No 156 on Workers with Family responsibilities

Social protection: A prominent aspect of the staff development effort is to boost occupational safety and health and to combat HIV and AIDS by way of further upgrading existing workplace policies. Like the promotion of gender equality, the combat against HIV and AIDS in the world of work is a cross-cutting concern of the ILO, and championed by the the global ILO Programme on HIV/AIDS and the world of work.

The objectives of the ILO programme on HIV/AIDS are to raise awareness of the social, economic and development impact of AIDS through its effects on labour and employment, to help governments, employers and workers support national efforts to control HIV/AIDS and to eliminate discrimination and stigma related to HIV status. It has three main areas of activity:

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¹³ For more information on the ongoing quality assurance programme in TRANSNET related to both environment and the occupational safety and health refer to www.onlinewebstudio.co.za/online_reports/transnet_ar10/sus_environment.html

Research and policy analysis on HIV/AIDS issues in the world of work, information, communications and advocacy through a range of channels including publications and technical meetings at global, regional and national levels, and technical cooperation projects in over 50 countries, among them in South Africa with focus on the transport sector.¹⁴ The project will draw on the tools and approaches developed by the global HIV/AIDS programme and adapt them for use in the Ports under its existing Lifestyle Management Programme. One of the tools to be used (subject to validation by local stakeholders) is the Behaviour Change Communication Toolkit for the workplace briefly described in the text box overleaf.

ILO AIDS training materials illustrated: The Behaviour Change Communication Toolkit for the Workplace

The ILO-FHI HIV/AIDS Behaviour Change Communication Toolkit for the Workplace provides a step-by-step approach, emphasizing prevention through education, gender awareness and practical support for behaviour change. Its intended users are government authorities, employers' and workers' and their organizations, businesses, ILO/AIDS National Project Coordinators, national BCC consultants and collaborating NGOs. It is designed for those with little or no experience in communications planning. It is divided into 7 pull-out booklets that can be used either separately to learn more about different elements of BCC, or jointly to design and implement a comprehensive BCC programme at the workplace. The communication toolkit is used in a wide range of ILO HIV/AIDS workplace education projects, both at regional level in Sub-Sahara Africa and at national level in South Africa.

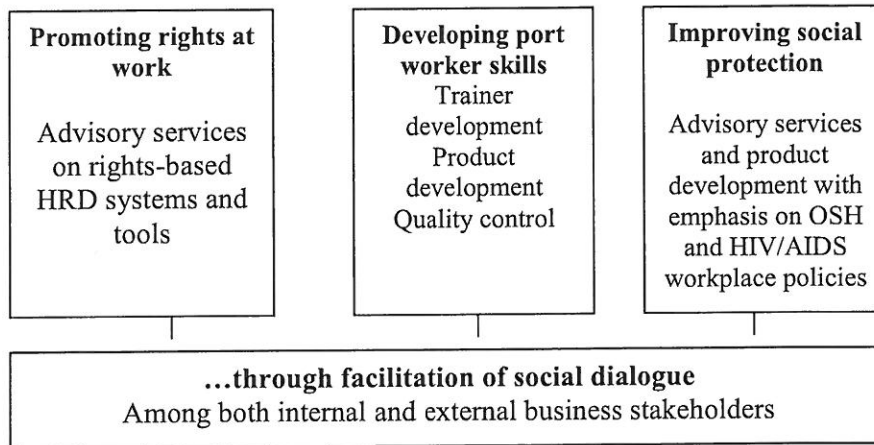
- Booklet 1: Overview of Behaviour Change Communication Programming for the Workplace - an overview of the contents of the toolkit, with an outline of the eight steps to follow in developing a BCC programme. It includes a case study from Kenya that illustrates the steps involved in the BCC process and shows how the toolkit can be applied in a specific workplace/ sector.
- Booklet 2: Gathering Data for the Development of a Behaviour Change Communication Programme for the Workplace - a step-by-step guide to collecting the information needed to design BCC programmes ('formative assessment'), tailored to the needs and interests of the target group, including a generic protocol for data collection.
- Booklet 3: Designing a Behaviour Change Communication Strategy - a detailed facilitators' guide to developing a strategy based on the formative assessment.
- Booklet 4: Developing Materials for a Behaviour Change Communication Programme for the Workplace - how to develop a range of materials to support the BCC programme.
- Booklet 5: Guide to Conducting Peer Education at the Workplace - a guide to training workers to carry out BCC and other prevention activities with co-workers. It includes tips for peer educators and sample training exercises.
- Booklet 6: Tools for Monitoring and Evaluation of the Behaviour Change Communication Programme for the Workplace - includes tools to monitor progress and evaluate the impact of BCC objectives.
- Booklet 7: Training in the Use of the Toolkit - provides facilitators with a guide to training BCC implementers on the use of the toolkit.

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¹⁴ For more information on the ILO HIV and AIDS programme refer to <http://www.ilo.org/public/english/protection/trav/aids/aboutiloaids.htm>

The proposed intervention mix is visualized below:

The intervention mix visualized



2.2 The Logical Framework

2.2.1 Development Objective/Expected Impact

The overall project objective is the creation of decent employment for women and men. The corresponding overall outcome of the initiative are sustainable port terminal operations that create decent and productive jobs, with particular emphasis on youth, women, and people living with disabilities.

Link to National Development Frameworks and Labour Legislation

The proposed project will make a direct contribution to the achievement of key development frameworks and programmes established by the Government of South Africa to address South Africa's key social and economic challenges:

- *Vision 2014*: presents a broad developmental framework for the South African transformation agenda. The vision is for South Africa to have a restructured and adaptive economy characterized by growth, employment and equity, built on the full potential of all persons, communities and geographic areas
- The five priorities of the new administration of President Zuma (Education, Health, Jobs, Rural Development, and Safety) and the ten priorities of the *2010-2012 Medium Term Strategy Framework*.
- *The National Industrial Policy Framework (NIPF)*: the National Industrial Policy Framework is a critical component of AsgiSA which was adopted by cabinet in 2007. The NIPF seeks to facilitate economic diversification beyond the current reliance on traditional commodities and non-tradable services towards a more labour absorbing industrialization path characterized by greater levels of participation by historically disadvantaged and marginalized regions in the mainstream of the economy.
- *The National Strategic Plan on HIV&AIDS and STI's (2007-2011)*: the National Strategic Plan (NSP) 2007-2011 sets out the roadmap for universal access to prevention, treatment, care and support. .

The project also makes a direct contribution to the enforcement of South African labour and employment legislation. South Africa's labour relations are governed and regulated by the Labour Relations Act (1995), the Employment Equity Act (No. 55)1998, the Basic Conditions of Employment Act (No.75) 1997, and the Industrial Amendment Act (No12) 2002 that was later ammended through the SACCOLA-NACTU- COSATU accord.

The Labour Relations Act provides a legal framework for the establishment of bargaining councils at the workplace and at sector level, and for the enforcement of collective agreements by bargaining councils. It also affords workers' and employers' organizations rights to freedom of association and the protection of the rights of employers' organizations and workers' organizations. The Commission for Conciliation, Mediation, and Arbitration which is a labour dispute resolution body was established under the Labour Relations Act. The employment Equity Act, the Basic Conditions of Employment Act (1997) and the Promotion of Equality and Prevention of Unfair Discrimination Act (2000) which are all consistent with the Discrimination (Employment and Occupation) Convention, 1958 (No.111), provide a legislative framework for employment equity and the redress of the apartheid legacy of unfair discriminatory laws and practices that caused disparities in employment, occupation and income within the national labour market. The provisions of these pieces of legislation seek the removal of policies that resulted in inequalities in the country during the apartheid era.

[Link to the Decent Work Approach at National Level](#)

The project will directly contribute to the achievement of country outcome ZAF 101, and closely linked to it outcome 2.2 (Sustainable enterprises create productive and decent jobs) of the South African Decent Work Country Programme.. Due to its cross-sectoral approach, the project will furthermore contribute to the follwing outcomes: 1.2. (Tri-partism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations), 3.2 (Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth), 2.3 (Workers and enterprises benefit from improved safety and healthy conditions at work) and 4.1(The World of Work responds effectively to the HIV&AIDS epidemic).

The project will also make a direct contribution to the achievement of the overarching ILO immediate outcomes listed in the Programme and Budget 2010-11, and the corresponding longer term outcomes described in the ILO Mid-Term Strategy Framework 2010-15. In line with the said above, the P&B anchor outcome is outcome 3 (Sustainable enterprises create productive and decent jobs), but the programme will also make a direct contribution to the achievement of the following complementary outcomes:

- Outcome 2 - Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth, outcome
- Outcome 6 - Workers and enterprises benefit from improved safety and health conditions at work
- Outcome 8 - The world of work responds effectively to the HIV/AIDS epidemic), outcome 10(Workers have strong, independent and representative organizations)
- Outcome 12 - Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations, and
- Outcome 12 - A sector-specific approach to decent work is applied.

Furthermore, the project makes a direct contribution to the implementation of the Global Jobs Pact facilitated by ILO in response to the global financial and economic crisis. The programme safeguards existing jobs threatened by the impact of the crisis on global trade and creates an enabling environment for the creation of new jobs in the near future.

The programme will also make a direct contribution to the implementation of the United Nations Development Assistance Framework (UNDAF) for South Africa. More in particular, the programme will contribute to one of the five priority areas of the UNDAF, namely to 'support Government and its social partners to accelerate economic growth and development for the benefit of all'. Finally, the programme will make a direct contribution to poverty reduction by way of narrowing down the decent work deficit in the transport sector of the South African economy and by way of safeguarding existing jobs threatened by international competition and the impact of the global crisis in particular.

2.2.2 Immediate Objectives/Project Outcomes

The immediate project objectives are as follows:

1. To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay;
2. To create a more conducive policy and regulatory framework for 'doing business' in these two Ports, with emphasis on human resources development and management in line with the transformation agenda of the South African Government;
3. To strengthen the capacity of local Business Development Services (BDS) providers, among them prominently the School of Port Operations to in turn provide port stakeholder groups with a range of workforce centered training and advisory services
4. To enable port workers to fully unlock the benefits of the staff development effort.

The corresponding immediate project outcomes are as follows: The stakeholder groups making up the social system of the Port of Durban and the Port of Richards Bay emphasize on social dialogue rather than industrial action or other forms of disruptive protests (in the case of external stakeholders) to mediate their vested interests. The human resource development policies of both Ports emphasize a rights-based approach that seeks to empower rather than merely manage staff, in line with international best practice in the transport sector. Local BDS organizations – among them prominently the Port of Durban Training Academy - have sustainable in-house capacity to develop the human resources of the Ports through a range of training and advisory services. Finally, port workers have long-term and intimate employment relationships with Portsnet.

2.3 Outputs and Activities

The key deliverables of the project are as follows:

Output 0: Establishment of the Programme Management Unit and the Programme Steering Committee, validation of the programme workplan, completion of the output and outcome indicator catalogue, drawing up a programme inception report

Regards immediate objective #1: To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay

Output 1.1. A firmly institutionalized social dialogue mechanism linking internal port stakeholders that is reflective of international best practice

- Activity 1.1.1. Study tours for stakeholder representatives to assess international best practice of social dialogue and HRD strategies in ports and other transport facilities
- Activity 1.1.2. A review of the existing mechanisms for both internal and external social dialogue in the Port of Durban and the Port of Richards Bay
- Activity 1.1.3. Where applicable, advisory services to refine the existing mechanisms
- Activity 1.1.4. Capacity building support for each stakeholder group to mediate their respective interests through the refined system
- Activity 1.1.5. Facilitation of social dialogue around the planned HRD initiative
- Activity 1.1.6. Monitoring and evaluation of outcomes and impact of the interventions above.

Output 1.2. A forum for social dialogue between internal and external port stakeholders building on the existing Container Terminal Operator Forum and the Maritime Cluster

- Activity 1.2.1. Review of the existing mechanisms of communication with external stakeholders
- Activity 1.2.2. Advisory services to re-engineer these mechanisms, where applicable
- Activity 1.2.3. Facilitation of social dialogue around the planned HRD initiative
- Activity 1.2.4. Monitoring and evaluation of outcomes and impact of the interventions above.

Regards immediate objective #2: To create a more conducive policy and regulatory framework for 'doing business' in the Ports, with emphasis on HRD

Output 2.1. Increased knowledge among port stakeholders about international best practice in HRD strategies and policies

- Activity 2.1.1. Training of senior management representatives in how to better balance financial and non-financial objectives in the long-term business strategy of the Ports
- Activity 2.1.2. Follow-up advisory services to refine the existing strategic plans of the Ports
- Activity 2.1.3. Monitoring and evaluation of outcomes and impact of the interventions above.

Output 2.2. Refined HRD policies and regulations in the Port of Durban and the Port of Richards Bay

- Activity 2.2.1. Training of HRD line managers and HRD operational level staff in latest thinking on port-centered HRD policies and regulations, including OSH and HIV and AIDS workplace policies
- Activity 2.2.2. Follow-up advisory services for HRD line managers and their operational level staff to fine-tune existing HRD policies and regulations in the Ports
- Activity 2.2.3. Follow-up support for HRD line managers and their operational level staff to communicate the refined HRD policies and regulations among Port workers
- Activity 2.2.4. Monitoring and evaluation of outcomes and impact of the interventions above.

Regards immediate objective #3: To strengthen the capacity of local Business Development Services (BDS) providers, among them prominently the School of Port Operations in Durban to in turn provide port stakeholder groups with a range of workforce-centered training and advisory services

Output 3.1. Training and advisory service products tailored to the needs of port workers

- Activity 3.1.1. Review of existing staff development training packages in the local and international market place (including the materials already used by the Ports School and by APEC, and explicitly including a review of existing OSH and HIV/AIDS training packages) – also in light of the ongoing review of the NQF
- Activity 3.1.2. Adaptation of training products/services used by the Ports School in line with international best practice and aligned to the new occupational profiles drafted by OCTO
- Activity 3.1.3. Monitoring and evaluation of outcomes and impact of the interventions above.

Output 3.2. Local BDS providers competent in the delivery of these services

- Activity 3.2.1. Training of trainer from the Port School in the use of the amended training services/products (refer to output 3..1)
- Activity 3.2.2. Coaching support for newly trained trainers to in turn train port workers
- Activity 3.2.3. Monitoring and evaluation of the interventions above.

Regards immediate objective #4; To boost the capacity of all port stakeholders to fully unlock the benefits of the HRD effort.

Output 4.1. Port stakeholders have understanding about the risks and benefits associated with the HRD effort and make informed career and livelihood choices

- Activity 4.1.1. A port worker information campaign to raise customer awareness about the new service offerings
- Activity 4.1.2. Follow-up counselling support for port workers to enable them making informed career and livelihood choices and to draw up individual staff development plans
- Activity 4.1.3. Monitoring and evaluation of the outcome and impact of the campaign

- Output 4.2. Port stakeholders see these career and livelihood choices successfully through
- Activity 4.2.1. Facilitation of access for port workers to skills training as per their staff development plans, and through local trainer consultants from the Ports School and where applicable other service providers (see above outputs 3.1. and 3.2.)
 - Activity 4.2.2. Monitoring and evaluation of the outcome and impact of these interventions.

2.4 Indicators

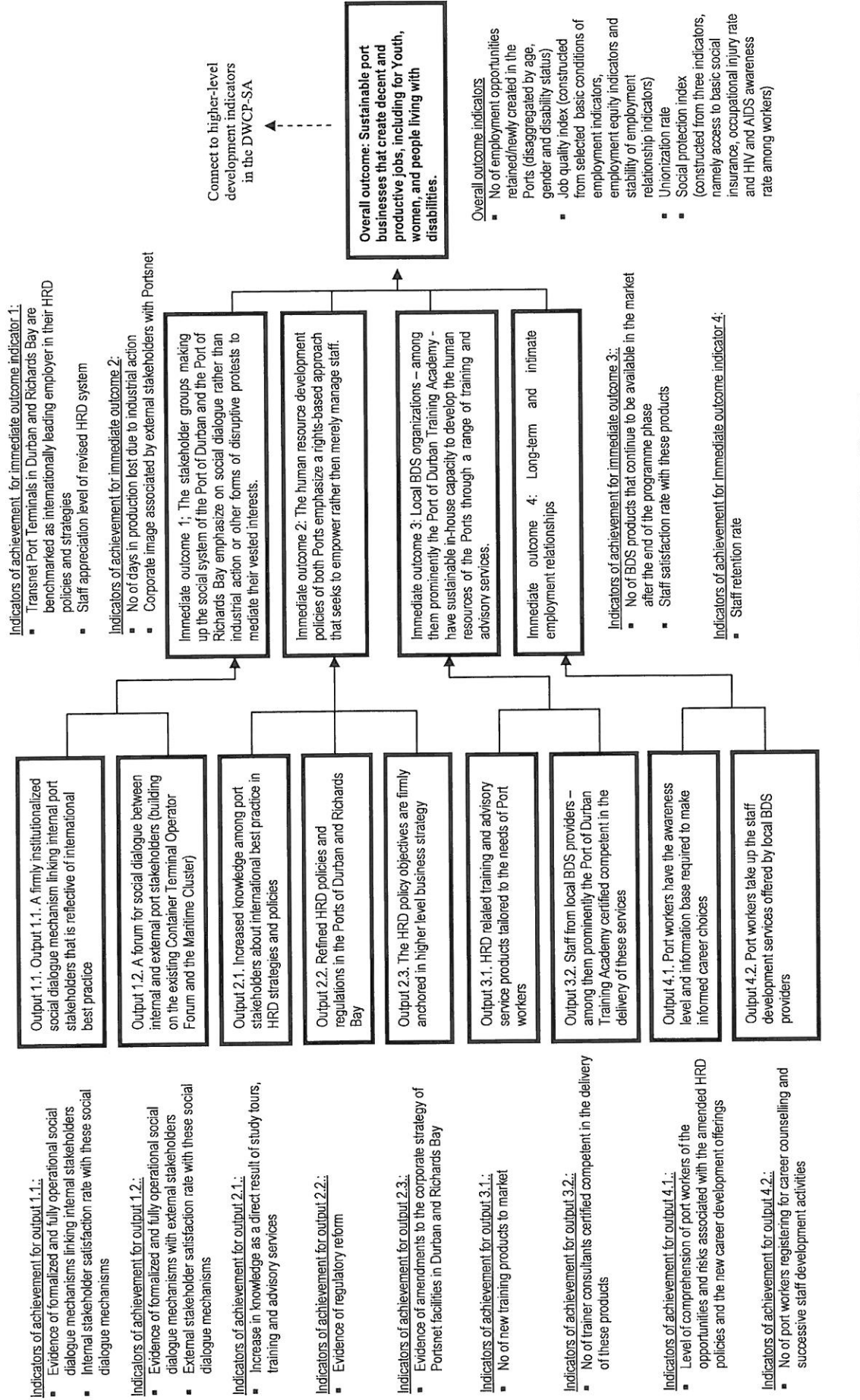
The proposed overall outcome indicators are meant to track firstly the contribution of the project to the creation of decent employment, and secondly its contribution to the promotion of social dialogue, rights at work access to social protection. The anchor metric for project impact is the number of employment opportunities newly created and/or retained as a result of programme interventions; supportive impact indicators are a job quality index, a social dialogue index and a social protection index each constructed of selected decent work indicators. Where applicable, the data will be gender-disaggregated, e.g. the number of jobs newly created and/or retained as a result of the project interventions will be tracked for women and men separately. Furthermore, it will be proposed to local stakeholders that one of the indicators in the job quality index should explicitly relate to gender-equality, for example by way of tracking the ratio of women holding middle management and senior management positions in the Port.

The proposed immediate outcome indicators to track the results will include a mix of quantitative and qualitative measures, with focus on both lead and lag; the key emphasis will be on tracking improved performance of the Port in general, and stakeholder groups in particular, *as a direct result* of the various staff development interventions. The performance measurement framework will build and expand on the indicators related to the ISO 9001 and ISO 14001 and ISO 18001 quality management systems already used by Transnet, to facilitate the establishment of the baseline and minimize the additional costs of monitoring and evaluation

The proposed output indicators will track the timely delivery of tangibles through the programme, both along quantitative measures like no new training products to market, and more qualitative metrics like increase in knowledge as a result of support interventions.

Refer overleaf for a draft catalogue of project indicators plotted along the chain of cause and effect of project interventions. The final indicator catalogue with performance benchmarks for each indicator will be determined in consultation with local stakeholders during the three month inception phase of the project.

Draft indicators of achievement of the project along the chain of cause- and effect of programme interventions



2.5 Assumptions

The project design builds on a number of assumptions:

- The Government of South Africa and its social partners continue to assign highest level political priority to the promotion of decent work in South Africa (refer back to chapter 1 for more information on the policy priorities of national stakeholders); a policy shift away from the promotion could seriously affect the commitment to collaboration among Port stakeholders, and between Port stakeholders and ILO. The associated risk is classified as very low, since both Government and its social partners have on repeated occasions reaffirmed the relevance of the theme
- The current volatility of global economic and financial markets will not affect Port Operations beyond current impact levels; for example, the slump in world trade 2009 badly affected volume of transaction in the Port of Durban (-30% in container trading year on year) but so far is not threatening the viability of the Port operations; therefore, the main emphasis of the initiative is on competitiveness improvement in expectation of an economic recovery in world trade. If the crisis should be sustained or further deepen, the intervention mix of the initiative might need to be readjusted towards socially responsible enterprise restructuring. The associated risk is classified as low-medium, since latest trade statistics signal that the South African economy has resumed its growth path
- Social partners in the Port of Durban and the Port of Richards Bay pro-actively support a dialogue-driven competitiveness improvement initiative. Failure to do so would seriously compromise the prospects for sustained impact. The associated risk is considered low since the initiative has originated from internal discussions between Port stakeholders and is thus strongly demand driven.
- The ILO is in a position to facilitate access to knowledge on international best practice in the delivery of workforce centered productivity improvement programmes. Lack of delivery capacity would undermine the entire capacity building approach. The associated risk is classified as low since ILO has a track record of capacity building support for Ports facilities also in South Africa and can readily draw on in-house tools and approaches. Refer to the section on the ILO capacity for more information
- The School of Port Operations and where applicable other local BDS providers have the capacity to absorb the knowledge on international best practice in the delivery of workforce centered productivity improvement programmes. Lack of base capacity would seriously inhibit the sustainability strategy of the initiative. The associated risk is yet to be determined
- APEC and STC are willing to enter into a strategic partnership with the Ports of Durban. As indicated in the intervention mix, APEC and STC will play an important role as facilitators/providers of access to port-operations specific knowledge of international best practice, and lack of interest/willingness in collaboration would require a fresh search for an international partner and could therefore delay the implementation sequence. The associated risk is classified as low since both institutions have submitted written expressions of interest in a collaboration.

2.6 Prior Obligations

Not applicable

3. Tentative Implementation Plan

As indicated above, the project will be implemented in three phases:

- Phase I (24 months): Piloting of the proposed intervention mix in the Ports of Durban and Richards Bay
- Phase II (18 months): Replication of the refined mix in other Port Facilities in South Africa
- Phase III (24 months): Roll-out of the model in other Port Facilities in Southern Africa

Illustrated overleaf is the 24 months project workplan for phase I only. The workplan will be fine-tuned and validated during the three month project inception period at the outset of phase I.

Draft project implementation workplan (phase I only)

Activities/Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
Immediate objective #1: To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay																									
Output 1.1: A firmly institutionalized social dialogue mechanism linking internal port stakeholders that is reflective of international best practice																									
A.1.1.1																									
A.1.1.2																									
A.1.1.3																									
A.1.1.4																									
A.1.1.5																									
A.1.1.6																									
Output 1.2: A forum for social dialogue between internal and external port stakeholders (building on the existing Container Terminal Operator Forum and the Maritime Cluster)																									
A.1.2.1																									
A.1.2.2																									
A.1.2.3																									
A.1.2.4																									
Immediate objective #2: To create a more conducive policy and regulatory framework for 'doing business' in the Ports, with emphasis on HRD																									
Output 2.1: Increased knowledge among port stakeholders about international best practice in HRD strategies and policies																									
A.2.1.1																									
A.2.1.2																									
A.2.1.3																									
Output 2.2.: Refined HRD policies and regulations in the Port of Durban and the Port of Richards Bay																									
A.2.1.1																									
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A.2.1.4																									

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Activities/Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
Immediate objective #3: To strengthen the capacity of local Business Development Services (BDS) providers, among them prominently the School of Port Operations to in turn provide port stakeholder groups with a range of workforce centered training and advisory services																									
Output 3.1.: Training and advisory service products tailored to the needs of Port workers																									
A.3.1.1.																									
A.3.1.2.																									
A.3.1.3.																									
Output 3.2. BDS providers competent in the delivery of these services																									
A. 3.2.1.																									
A.3.2.2.																									
A.3.2.3.																									
Immediate objective #4: To boost the capacity of all port stakeholders to fully unlock the benefits of the HRD effort.																									
Output 4.1.: Port workers have the awareness level and information base required to make informed career and livelihood choices																									
A.4.1.1.																									
A.4.1.2.																									
A.4.1.3.																									
Output 4.2: Port workers take up the staff development services offered by BDS providers																									
A.4.2.1.																									
A.4.2.2.																									

4. Institutional Framework and Management Arrangements

The proposed implementation framework is as follows: A project management unit (PMU) run by an ILO International Chief Technical Advisor (CTA) and supported by a secretary is to be established in the ILO South Africa office in Pretoria, under the overall supervision of the office director. The CTA will be technically backstopped directly by the enterprise specialist in the Decent Work Support Team.

The CTA will be guided by a programme steering committee comprising the director of the ILO Area Office for South Africa, the enterprise specialist in the Decent Work Support Team, the Flemish and Dutch donors and national level representatives from core stakeholder groups at Ports level, namely workers and employers representatives and Government. The Steering Committee will meet every six months.

5. Sustainability

The project places key emphasis on facilitating a sustainable market exchange for industry-specific BDS geared towards corporate business in the transport sector, here the Port of Durban. To this end, the programme

- builds on existing local institutional BDS support structures and seeks to consolidate and further expand the service delivery capacity of these organizations up to a point where they can effectively and independently continue to facilitate and provide targeted business support services once project support has phased out
- uses the multiplier (training of trainers) approach to vastly increase programme outreach and to diversify risk
- focuses on technical support to coordinators, facilitators and providers at the pre-service transaction level, i.e. on information dissemination and awareness raising, New Product Development, trainer and training manager development, to minimize market distortions at the service transaction level
- reduces the element of service subsidies at the transaction level: BDS providers and facilitators will be expected to meet part of the costs for human resource development and related capacity building support
- matches supply side intervention with demand side interventions, to not only improve the breadth and depth of existing services but also to stimulate service uptake and repeat usage
- seeks to develop a replicable approach that can be applied with modifications to other industries, and inclusive of a clear donor exit strategy.

6. Monitoring, Reporting, and Evaluation

Monitoring and evaluation is considered a critically important task in the project, to generate the management information required to steer the project implementation process, inform the review of project outcomes and pave the way for the replication of the new approach.

6.1 Monitoring

To monitor project implementation progress, the project management unit will use a strategy map. The purpose of the strategy map is to

- communicate implementation strategy for the benefit of internal and external programme/project stakeholders
 - further to the above, visualize lateral linkages between outputs in a given initiative, and to explore linkages between these outputs and outputs of other youth employment promotion initiatives of the ILO/other development partners in South Africa
 - track implementation progress of the initiative against set milestones and targets
-

- further to the above, create accountability, by assigning individual stakeholders the responsibility for a given output and by measuring progress along key performance indicators.

Illustrated overleaf is the draft strategy map of the proposed project. Project outputs have been plotted across the four levels of the systemic enterprise development approach and the key cause-effect linkages have been visualized by way of arrows.

Each output has been assigned one or several robots that illustrate the current implementation status measured along the output indicators described in chapter 2.4 and using the workplan to determine the colour of the traffic light: Once switched on, red traffic lights will indicate effective implementation delays or implementation failure; green traffic light will indicate delivery as per workplan and amber traffic light will indicate likely delays.

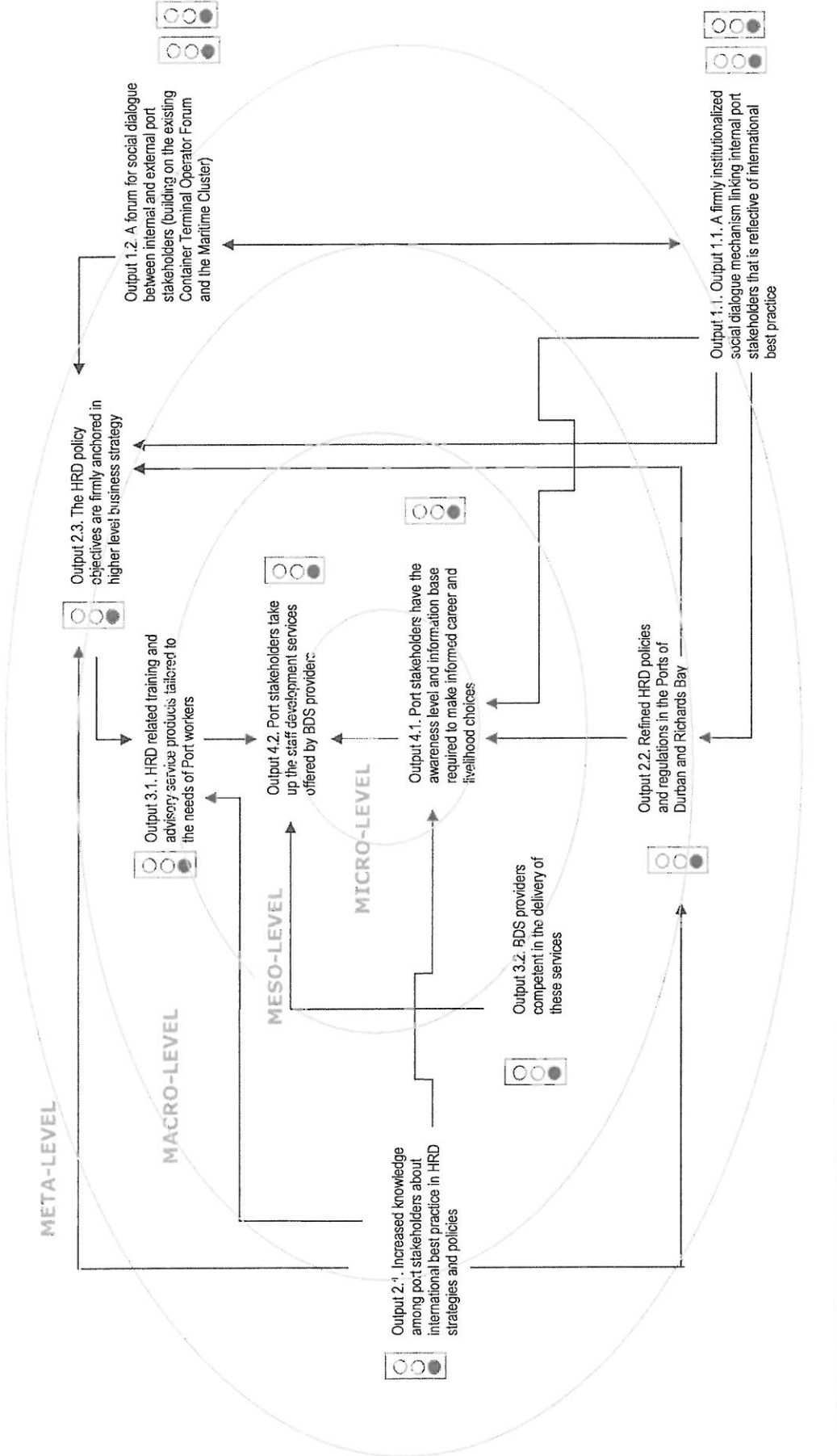
The traffic lights will be switched on by the end of the inception phase, once the indicator catalogue has been validated by the programme steering committee and after the programme management unit has collected the baseline data for each measure. The traffic lights will be updated monthly by the programme management unit and enable steering committee members to track implementation process quasi real-time.

6.2. Evaluation

The management information generated through the monitoring system above will be stored in a database and inform the mid-term review and the end-of-phase I programme evaluation. For both the mid-term review and the end-of-programme evaluation, the data generated by the management information system will be complemented with information collected the evaluation team through sample surveys, case studies focus group discussions and one-on-one interviews with key informants.

The mid-term review is internal and will be carried out by the project management unit towards the 12th month of the programme cycle, while the end of phase I programme evaluation is external and will take place towards the 21st month of the project cycle. The external evaluation will be carried out jointly by a team of consultants nominated by the steering committee. The findings of both the internal review and the end-of-project evaluation will be documented in evaluation reports that will be submitted to the project steering committee and inform a decision about the need and feasibility of a second and third project phase.

The strategy map of the programme



7. Knowledge Management and Sharing

The project management unit will systematically document the information generated during the project implementation process, and widely disseminate it among local stakeholders and with APEC and STC. The project management unit will furthermore share this information with other ILO initiatives in South Africa, and ILO field offices in the region, and ILO Headquarters. The programme manager will furthermore participate in knowledge sharing events organized by ILO, local stakeholders and other development partners.

8. Inputs

The inputs required to implement the initiative described in this programme document amount to 1,49 million US Dollars for phase I only, out of which 1,27 million US Dollars would need to be contributed jointly from the Flemish and Dutch donors and 250,000 US equivalent would be contributed in cash or kind through Transnet mostly to cost-share training activities. For more information on the actual use of the funds refer to chapter 9 below.

9. Project Budget

Overleaf is an overview of the allocation of the budget for contributions made by the Flemish and Dutch donors only. The budget is presented in US Dollars, as per ILO financial regulations, and assuming an exchange rate of 1,27 US Dollars per Euro. Each budget line is further explained in the explanatory remarks. For a budget breakdown by activity and outputs (as per request by the Dutch donor) refer to the Annex of this proposal.
