



▶ **Decent Work
Country Programme
for The Bahamas:
2021-2026**



**International
Labour
Organization**

**Biennial Review of the
Decent Work Country
Programme (DWCP)
for The Bahamas
(2021-2023)**

Final DRAFT report

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Acronyms

BCCI	Bahamas Chamber of Commerce and Industry
BFWU	Bahamas Federation of Workers Union
CCA	UN Common Country Analysis
CMCA	UN Common Multi Country Analysis
CO	Country Office
DWCP	Bahamas Decent Work Country Programme
DWCPI	First Generation Decent Work Country Programme
DWCPII	Second Generation Decent Work Country Programme
GDP	Gross Domestic Product
ILO	International Labour Organization
ILS	International Labour Standards
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MSDCF	Multi Country Sustainable Development Cooperation Framework
NTC	National Tripartite Council
OSH	Occupational Safety and Health
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
SMEs	Small and Medium-Sized Enterprises
TOC	Theory of Change
TOR	Terms of Reference

Executive Summary

The Bahamas is a small island developing archipelagic nation of over 700 islands and cays of which about 29 are populated. The country has a population of approximately 390,000 clustered mainly on two islands – New Providence Island (the location of the capital – Nassau) with just over 70% of the population, and Grand Bahama Island with just under 15% of the population. Island ¹. The other outlying, less densely populated islands are known as the Family Islands.

Although The Bahamas is classified as a high-income economy, with an open, externally oriented, and service-based economy and ranks among the largest economies in the Caribbean in terms of GDP and GDP per capita, it also has a high vulnerability to external shocks. Categorized as a Small Island Developing State (SIDS), these vulnerabilities originate from a wide range of structural factors, including a limited resource base; lack of economic diversification; high dependence on export earnings; a small domestic market; high susceptibility to climate change; and exposure to natural and environmental disasters ².

Driven by the twin pillars of tourism and financial services, the economy of the Bahamas has been generally strong but also lacking diversification in national sustainable income streams. According to the 2020 UN Common Country Analysis (CCA), the focus on these two main sectors overshadowed opportunities in the blue, green and orange economies, and created limited job opportunities for the still large youth population. As much as 70 per cent of total employment was estimated as being reliant, directly or indirectly, on tourism. The labor market has also experienced pressure on jobs and other challenges related to high rates of youth unemployment, skills mismatches and lack of centralized and updated decent work data: Labour Market Information and Analysis System.

The current Decent Work Country Program (2021-2026) is the second for The Bahamas and was designed during COVID-19 following the completion of the first DWCP in 2021. This 2nd generation program for 2021-2026 was fully approved and signed off in December 2021 and outlines the goals and objectives of the Bahamian Social Partners in ensuring that Decent Work remains aligned with national development in The Bahamas and seeks to leverage sustainable partnerships to achieve real and meaningful change within the country.

The Bahamas Decent Work Country Programme identifies three areas of priority:

- (1) Enhancing Jobs and Skills Development
- (2) Strengthen Social Dialogue
- (3) Strengthen Governance

Each priority area has several outcomes and outputs defined for realizing change within the country and it is noteworthy that this 2nd generation DWCP has been mostly

¹ Voluntary National Review Document – July 2018

² Country context – DWCP document 2021-2026

formulated and finalized via online stakeholder sessions, during the COVID-19 pandemic.

This Biennial review has been conducted by DOOR Advisory an independent research and advisory firm located in Suriname and represented by Mrs. Charlene Soerodimedjo and Mr. Henri Behr as evaluators in this project. The Review was coordinated by RO-Lima and POS-CO. Focal points from the Tripartite constituents were identified to facilitate the Biennial Country Programme Review (BCPR) process.

A set of activities were carried out to conduct this BCPR, while one of the first actions to take place was the review of relevant DWCP document and the planning and execution of a qualitative Stakeholder's workshop. The country was visited during four days for meetings and interviews with the National Tripartite Council (NTC) and different stakeholders.

DOOR Advisory selected practical and qualitative evaluation methods and techniques aimed to ensure relevant data collection and provide the evidence needed to generate useful findings, address the evaluation criteria, and answer the key evaluation questions. The review used a mix of data sources addressed through multiple methods and techniques. This use of mixed methods and data from mixed sources or "triangulation", helps overcome the bias that comes from using single information sources, single methods, or single observations. All tripartite partners were included in conducting the review. Methods included a comprehensive document review of all programme documents, workplans and reports supplemented by Key Informant Interviews with ILO staff members associated with the programme, all implementing partners and tri-partite constituents. In-depth and follow up interviews were conducted for additional information or clarifications, when needed.

During this review limitations that occurred centred mainly around information gathering and receiving updated documentation of Decent Work initiatives. It appears that the fragmentation of information was in some part due to changes in government structures and key-functions as well as monitoring structures not yet being in place with sufficient access to staff and resources. During the participatory stakeholder's workshop these issues were well addressed and because of this review actions have been taken by the appointed government institutions to advance the implementation of structures (appointing financial and human resources to benefit the National Steering Committee) and activities that would benefit the Decent Work agenda. Also, because little or no data is available on outcome indicators in the results matrix of the programme, it was difficult to measure and evaluate the effectiveness and impact of the formulated outcomes for the target population.

Nevertheless, this review aims to provide useful evaluation remarks and practical guidance to further implement improvements to the upcoming decent work efforts and optimization of available resources.

The summarized findings by evaluation criteria are indicated in the following matrix:

Low		Average		High	
1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

Indicator	Low	Average	High
Evaluability		3	
Proper & clear set-up of DWCP document, including a Theory of Change as well as a worked-out Results Framework Matrix. Per Outcome both the linkage to the National Plan as well as the SDGs were clearly marked. Updated Workplans derived from this RF and a centralized record-keeping of progress is currently missing, as well as a structure for monitoring and evaluation.			
Relevance & Coherence			5
Due to the active involvement and participation of all tripartite national partners in the development process of the DWCP, the linkage of thematic Priorities to the National Strategy Plan as well as the SDG's and the active involvement of the ILO for technical assistance speak of a satisfactory level of relevance & coherence.			
Effectiveness		4	
The effectiveness of the DWCP was partly proven by achievements across all three Priorities which brought positive change to the labor market environment, however the measuring and evaluation of these activities was not properly set-up. This resulted in a lack of data derived from the target population towards experiencing real decent work change.			
Efficiency	2		
Measuring the efficiency of all the activities set-out the last few years was not possible due to the lack of a well-functioning M&E system and centralized unit for record and document keeping in line with the progress status.			
Impact	1		
The impact of the DWCP was on some sense secluded to the NTC and its members that participated in capacity building activities and consultations with the ILO regarding decent work themes, but on a national level this impact can currently not yet be measured.			
Sustainability		3	
The achievements mainly for Priority 1 and 3: Jobs & Skills and Governance in terms of creating national programs and striving for alignment with international labor laws as well as the good will shown by the Minister of Labor speak to possibilities of sustaining			

the DWCP efforts. However, there is still a strong need for strategies to ensure lasting ownership of DWCP results. Structures need to be implemented that transcend government changes and reshuffles.

General review of ILO cross-cutting policy drivers

A qualitative assessment of the level of ILO cross-cutting policy drivers within the implementation of Bahamas' DWCP activities and current workplans as carried out is shown in table below.

	Low	Average	High
International labor standards			5
Good progress has been made in putting focus and awareness on ratifying ILO conventions and reshaping national policies that aid with creating the right environment for decent work to prevail.			
Social dialogue, gender equality and non-discrimination		4	
The NTC conducts a tripartite approach which has been consistent for all DWCP efforts and gender representation as well as including people with a disability have been taken into account. Social dialogue has not yet reached its full potential in terms of enterprise level conflict resolution handling and awareness in regard to GBV. Positive steps forward were made in regards to elevating non-discrimination towards employment of disabled persons (C159).			
Just transition to environmental sustainability	1		
Much work needs to still be done in the adapting, defining and implementing Just Transition strategies within the Bahamian environment. Capacity building and knowledge-sharing from the ILO to the NTC and other national partners will be of great importance.			

Based on these main findings the following recommendations are proposed.

► **Recommendation 1: Re-evaluate & prioritize the DWCP Results Framework**

There is a fully formulated DWCP RF and to a certain extent this has been further made actionable in the Workplans. However, the targeted DWCP activities need to reflect the priorities of the current labor workforce situation and might therefore be evaluated on practicality and available resources. In order to keep the motivation for progress high it is important to scale down some achievable (Top 3) activities per Outcome and then ensure that progress on these aspects is well monitored, recorded and reported.

► **Recommendation 2: Implement a functioning DWCP Steering Committee.**

The lack of such a committee has had an impact on the quality of how the entire programme was managed. It is imperative that a thorough Governance structure should be set up in advance and selected members are chosen based on their ability to coordinate and continuously monitor progress in a result-based approach. The absence of the current M&E structures is one of the consequences from a not operating Steering Committee.

► **Recommendation 3: Establish workable M&E structures.**

The emphasis is on starting with a manageable framework, using available resources, and gradually building a culture of monitoring within the DWCP. The roadmap should be flexible and adaptable to the Bahamas' specific context and constraints and must consist of the tangible steps to take.

► **Recommendation 4: Advocate for stronger alignment & cross-ministerial collaboration regarding implementation of DWCP activities.**

The fact that the DWCP is a national program must be reflected not only in efforts from the NTC and the MoL but must also be on the radar of other Ministries and government institutes, collaborating with the SDG Unit and the BNSI will prove valuable for sharing data and enriching insights into decent work topics. Broader collaboration of Ministries will also have a positive impact on the credibility of the DWCP for the larger public

► **Recommendation 5: National awareness raising for the DWCP agenda**

Although good work has been done on government and ILO lobby work for progressing the DWCP forward, there seems to be a lack of awareness among the general public. This was noticeable when conducting the orientation interviews with key-persons from different Trade Unions as well as other government institutions. The inclusion of Family-Islanders is also a missing factor still in implementing the DWCP agenda and can be further developed through strategically collaborating with key-persons who represent these Islands (for example via the Trade Unions and Chamber of Commerce).

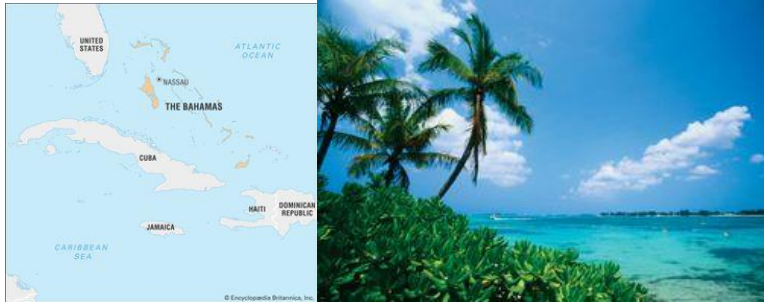
► **Recommendation 6: Integrate & initiate Just Transition strategies (Priority 1)**

There is a noticeable gap in awareness and focus for Just Transition strategies regarding the DWCP's Outcome 1.1. Especially Output 1.1.1. demands some more attention and brainstorming efforts. The strengthening of enterprise resilience towards supporting jobs and sustainable economic growth will be very important for lasting change within the Bahamas work environment and exploring options for 'green job development' and diversification of the economy is key.

I. Country Background & Programme Context

1.1. Country Background

The Bahamas, an archipelago of more than 700 islands and cays and a country on the northwestern edge of the West Indies. Formerly a British colony, The Bahamas became an independent country within the Commonwealth in 1973³.



The islands occupy a position commanding the gateway to the Gulf of Mexico, the Caribbean Sea, and the entire Central American region. Their strategic location has given the history of The Bahamas a unique and often striking character. It was there that Christopher Columbus made his original landfall in the Americas. The society and culture that has evolved in The Bahamas is a distinctive blend of European and African heritages, the latter a legacy of the slave trade and the introduction of the plantation system using African slaves. The islands, lacking natural resources other than their agreeable climate and picturesque beaches, have become heavily dependent on the income generated by the extensive tourist facilities and the financial sector that have been developed, often because of the injection of foreign capital. The continued popularity of the islands with tourists, largely from North America, has helped to maintain a relatively high standard of living among the population, most of whom are of African descent. The capital, Nassau, is located on the small but important New Providence Island. Over four fifths of the population is concentrated on the islands of New Providence and Grand Bahama, which creates challenges for transportation, public administration, and employment. The remaining one fifth of the population, mainly situated in the so-called Family Islands, are enriched by their fishing grounds.

1.2 Economic Outlook

The Bahamas has a history of positive GDP growth and, in 2022, GDP grew by 10.9%, driven by a rebound in economic activity led by the tourism industry, which had been suppressed during the pandemic. In terms of GDP per capita, it is the second wealthiest Caribbean country after Puerto Rico⁴. The average GDP generated per person in the Bahamas amounted to 31,458 U.S. dollars in 2022.

³ <https://www.britannica.com/place/The-Bahamas>

⁴ [Statista](#): Gross domestic product (GDP) per capita in Latin America and the Caribbean in 2022, by country

According to the IMF, GDP is expected to continue its upward trajectory in 2023, albeit at a slower pace, recording an estimated growth of 4.2%.

With few natural resources and a limited industrial sector, the economy depends heavily on tourism and, to a lesser degree, on financial services. Tourism together with tourism-driven construction and manufacturing accounts for approximately 60% of GDP and directly or indirectly employs half of the country's labour force. Financial services constitute the second sector in terms of size, accounting for about 15% of GDP.

Although the country's public budget has been structurally in deficit, according to the IMF, the country's current account deficit decreased to an estimated 14.7% in 2022⁵. The Government, committed to further fiscal consolidation, targeting an overall deficit of 1.8%. In 2022, government debt reached an estimated 89.4%, a rate which is expected to gradually decrease in the coming years, reaching 83.9% in 2023 and 83.5% in 2024. Furthermore, the country recorded an inflation rate of 5.6% in 2022, and it is projected to slightly increase to 4.5% in 2023 and 3.3% in 2024. Fiscal measures have been implemented to strengthen the financial system, controlling public spending, and increasing public revenues to create fiscal space for necessary expenditures. The implemented Fiscal Responsibility Law also supports the efforts to secure fiscal sustainability and put debt on a downward path while also increasing transparency and enhancing policy credibility.

According to IMF estimates, the Bahamas suffers from a relatively high rate of unemployment, which reached 12.3% in 2022. However, unemployment is expected to decrease in the coming years, reaching 12% in 2023 and 11.6% in 2024. Furthermore, although the Bahamas' poverty rate is among the lowest in the region, it has been growing in the context of inadequate social safety nets. Also, the crime rate in the country is very high, with one of the highest homicide rates in the region.

Amidst scoring high levels of human development and GDP per capita, the Bahamas being categorized as a Small Island Developing State⁶, still faces **important structural, economic, and social challenges** which boil down to **significant income inequality, high unemployment, a weak skills base, an inefficient public sector, and inadequate infrastructure**.

Strategies of overcoming these challenges for future Bahamian generations have been set out in different national multi-year development plans where partnership building with international organizations such as the ILO is a crucial aspect.

1.3 Bahamas Decent Work Country Programme (DWCP)

The current Decent Work Country Program (2021-2026) is the second for The Bahamas and was designed following the completion of the first DWCP in 2021. This 2nd generation program for 2021-2026 was fully approved and signed off in December 2021. The DWCP outlines the goals and objectives of the Bahamian Social Partners in

⁵ [Lloyds Bank Trade](#): Bahamas Economic Outlook

⁶ UN list of SIDS: <https://www.un.org/ohrlls/content/list-sids>

ensuring that Decent Work remains aligned with national development in The Bahamas and seeks to leverage sustainable partnerships to achieve real and meaningful change within the country. Although the DWCP was finalized in advance of the Multi Country Sustainable Development Cooperation Framework (MSDCF) 2022-2026, it aligns with the analysis and findings of the UN Common Country Analysis (CCA) for The Bahamas and UN Common Multi Country Analysis (CMCA), both of which inform the development of the Multi-Country Sustainable Development Framework (MSDCF).

The DWCP for 2021-2026 was developed to establish a firm commitment between all partners and to ensure that Decent Work is at the heart of national development in The Bahamas, particularly with respect to recovery and reconstruction following the impacts of Hurricane Dorian and the COVID-19 pandemic. According to the Department of Statistics (2017; 2019) the country's labour force consists of just over 222,000 people, with nearly half aged under 35. These numbers also suggest the need for proper youth development and training towards labor workforce inflow.

The Bahamas Decent Work Country Programme identifies **three areas of priority**⁷

- (1) Jobs and skills:** Enhance labour force development and enterprise sustainability to improve prospects for decent employment, increase productivity, and support inclusive economic growth, with special attention to youth, women, and Family Islanders.
- (2) Social Dialogue:** Strengthen social dialogue as a principal means of economic and social policymaking and harmonious labour relations, based on mutual respect and understanding and a diversity of voices, with attention to youth and women.
- (3) Governance:** Strengthen labour market governance to promote the realization of Fundamental Principles and Rights at Work and Decent Work for all.

COUNTRY PRIORITY 1: JOBS & SKILLS ENHANCEMENT

Outcome 1.1:	Sustainable economic development and post-crisis recovery create opportunities for decent jobs and enterprise development.
Outcome 1.2:	Workforce skills are enhanced and aligned to labour market needs to support increased employment and entrepreneurship.
Outcome 1.3:	Functioning Labour Market Information and Analysis System (LMIAS) enables evidence-based policymaking on employment, training and skills.

COUNTRY PRIORITY 2: SOCIAL DIALOGUE STRENGTHENING

Outcome 2.1:	Social dialogue mechanisms are strengthened, and the scope of social dialogue expanded at the national, sectoral, and enterprise level
Outcome 2.2:	Strengthened contribution of social partners to tripartite institutions and wider policymaking debates and enhanced collective bargaining outcomes at the enterprise level.

⁷ Decent Work Country Programme for The Bahamas: 2021 - 2026

COUNTRY PRIORITY 3: GOVERNANCE STRENGTHENING

Outcome 3.1:	The labour administration system is more effective in preventing and detecting violations of labour and OSH laws.
Outcome 3.2:	The social protection system and its institutions are enhanced to progressively provide coverage for all and ensure sustainability and ability to respond to shocks.
Outcome 3.3:	The national legal and policy framework is strengthened to ensure the full application and promotion of international labour standards.

As shown above, each priority area has several outcomes (which are further translated to main outputs) defined for realizing change within the country and it is noteworthy that this 2nd generation DWCP has been mostly formulated and finalized via online stakeholder sessions, during the COVID-19 pandemic.

DWCP Results Framework as Monitoring tool

As The Bahamas DWCP 2021-2026 is a strategic and results-based framework, within which the tripartite constituents (government, employers' and workers' organizations) in a country consent to work in partnership with each other as well as other development partners like the ILO, monitoring and reporting on results is a critical success factor for the program to succeed.

In this regard a 'Results Matrix' was produced, which is part of the DWCP document, and which identified outcome indicators, baselines, and targets for each of the eight Country Priority Outcomes (CPOs). There has however been limited monitoring and reporting on these outcome indicators to date.

Implementation & reporting structures

According to the official DWCP document, the program management would fall under a tripartite DWCP Steering Committee, which would be the national entity responsible for the DWCP. This Steering Committee should comprise of the Executive Committee of the National Tripartite Council (NTC) of The Bahamas, representatives of the ILO's Decent Work Team and Office for the Caribbean (DWT/CO-POS), and selected representatives from the NTC's wider membership.

A very important point of attention was made in Annex 1 of the DWCP, stating that the Steering Committee must be provided with a strong **national mandate** from the Government to facilitate engagement and collaboration with Government departments, the private sector, and private and public institution in relation to DWCP implementation and monitoring.

Through consistent, periodic meetings this Steering Committee should validate the DWCP implementation plan and monitor its progress, providing technical, monitoring and evaluation (M&E) and policy support, as required. Regular monitoring of anticipating results would then be executed against the DWCP Results Framework.

However, the installation of this Steering Committee has not yet been carried out completely. A Terms of Reference is drafted and reviewed by the government partners

but the majority of DWCP activities and efforts in the first half of this program have been carried out by The National Tripartite Council (NTC).

The NTC is the National Social Dialogue Institution of The Bahamas with the responsibility of being a forum for Labour and Industrial Relations in The Bahamas. The NTC is the only statutory entity where members are appointed by their respective Social Partners and have equal representation. The NTC's currently appointed Chairman is Ms. Sharon Martin.

Other important government institutes and or public bodies who are key for proper monitoring and implementation of DWCP initiatives are:

- Department of Statistics (DoS)
- SDG Unit (under the Office of Prime Minister)
- Statistical Unit of the Ministry of Labor
- The National Insurance Board (NIB)

Program funding

Due to the economic impacts of Hurricane Dorian and the COVID-19 pandemic, material and financial resources available from the government, private sector, and civil society are constrained. The International Labour Organization (ILO) has been providing support in identifying potential partnerships to support the Programme. The ILO is also providing technical assistance and capacity building resources to support progress toward the achievement of DWCP results.

Lastly, the 2030 Agenda for Sustainable Development, with its commitment to the human rights agenda and the core programming principle to leave no one behind, is central to The Bahamas DWCP (2021 -2026). The priorities of the DWCP are based on The Bahamas' national development priorities, as articulated in Vision 2040: The National Development Plan (NDP) of The Bahamas, which are in turn closely linked to the SDGs. The DWCP also reflects the 2019 Panama Declaration for the ILO Centenary which asserts that sustained, inclusive and sustainable economic growth are essential for generating decent and productive employment, and for reducing inequalities and the more recent recommendations developed by the national Economic Recovery Committee.

II. Purpose & Scope of Evaluation

2.1 Purpose

The main purpose for this Biennial Country Programme Review (BCPR) was to reflect on the achievements and difficulties experienced so far. It will therefore be used to review the design of the DWCP, examine recent performance against stated outcomes, discern what has been achieved, whether outputs are being converted into expected outcomes, and whether the strategies being used are effective and efficient.

The Biennial DWCP Review is part of the monitoring processes aimed at improving the DWCP and facilitates learning by constituents, ILO, and other key stakeholders.

The Bahamas DWCP implementation has reached measurable achievements, and there is a need to take stock of the progress made, as well as any new challenges and opportunities that may arise to enhance implementation during the period, 2023-2026. The Review was coordinated by RO-Lima and POS-CO. Focal points from tripartite constituents were identified to facilitate the Biennial County Programme Review (BCPR) process. A set of activities were carried out to conduct this BCPR, and one of the first actions taken was the **planning and execution of an in-person Stakeholder's workshop**. This report will also derive conclusions gathered from the qualitative data received during the Stakeholder's workshop, which was held in the Bahamas in September 2023.

The BCPR will focus on the outcomes and guiding strategies of the DWCP to identify where and how improvements can be made. This must enable constituents and partners to consider future strategies and actions.

This mid-term review will include **evaluability assessment components** to review DWCP alignment with the relevant SDG targets and realistic theories of change (Toc's) that capture the change pathway; analyze ILO's internal structure, processes and capacities to support the implementation, monitoring, evaluation and reporting on the contribution to the SDGs through the DWCP.

An important aspect of this mid-term review is that it will address cross-cutting policy drivers regarding **international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability**.

The focus of the review and evaluability assessment of the Bahamas' DWCP entailed:

1. Assessment of the implementation and design of DWCP and examine how these contribute to performance against stated outcomes
2. Assessment of the extent to which the DWCP is aligned with and incorporates the relevant SDGs, determine whether robust M&E frameworks and capacities are in place to track progress and review SDG/DWCP contributions, and whether a mechanism for reporting is established and feeds into SDG and other evaluation processes.
3. Assessment of the constituents' capacity needs and gaps with respect to monitoring and evaluating SDGs in line with Country's National Development Plan and sectoral plans.

2.2 Scope

The review will cover all activities carried out under the Decent Work Country Programme for Bahamas during December 2021 – August 2023. The scope of the Review includes the relevant mix of advocacy and policy advice, capacity building, services, strategic partnerships, direct demonstration projects and research that make up a DWCP. The review will therefore engage the appropriate constituents and stakeholders, including national government, worker and employer tripartite groups, funding partners, ILO, beneficiaries and the public and will consider implementation across the Family Islands. Also, all sources of funds that have contributed to the delivery of outputs and the achievement made on DWCP outcome to date will be taken into account.

2.3 Clients

The main clients of the evaluation are the ILO Decent Work Team (DWT) and Office for the Caribbean in Port of Spain, the tripartite constituents (NTC), the RO-Lima, HQ and other technical and financial partners as well as all stakeholders involved in the promotion of Decent work.

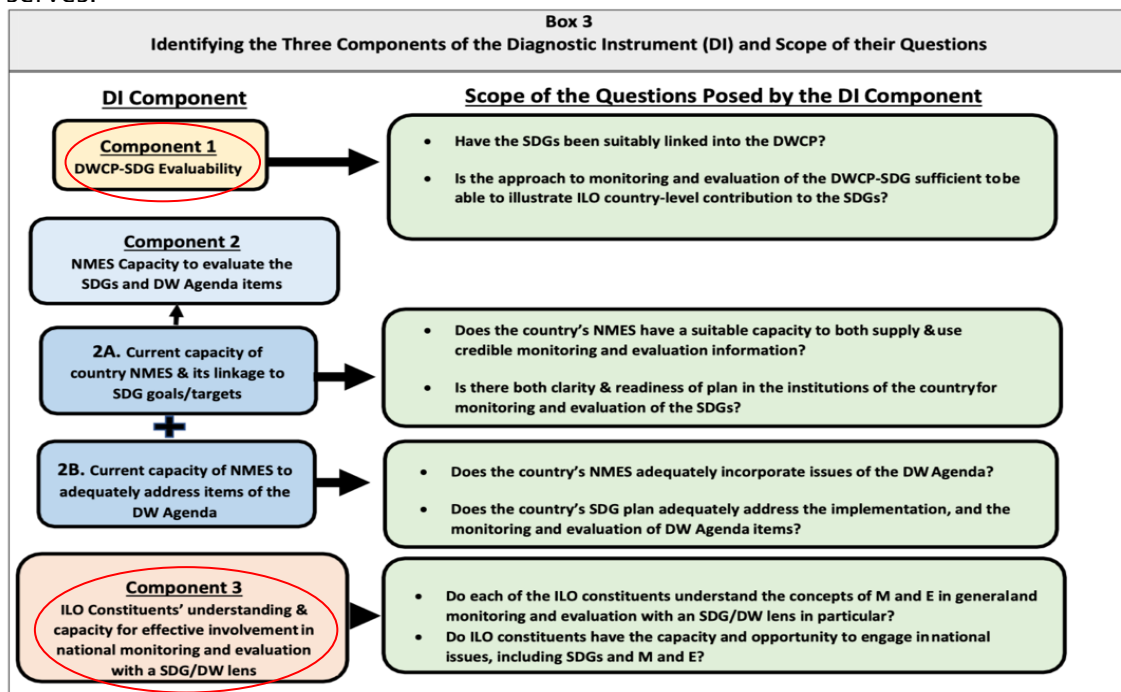
III. Evaluation Methodology & Limitations

The chosen evaluation method for this BCPR was a participatory approach which used the DWCP document and its Theory of Change and relevant documents as a basis. This method was used to address evaluation questions from the perspectives of key ILO stakeholders such as the Tripartite Constituents, ILO staff and strategic partners.

3.1 Evaluation Scope & Framework

Initially the review scope was outlined with two main components which require specific though related questions and that can be divided in two research parts:

Part 1 – Evaluability Assessment using EDI⁸: Part 1 of the exercise, titled "Evaluability Assessment using the ILO’s Evaluability Diagnostic Instrument (EDI)," is designed to accomplish two key objectives. Firstly, the assessment aims to analyze the ILO’s internal structure, processes, and capacities essential for supporting the implementation, monitoring, evaluation, and reporting of the DWT/CO-POS' contribution to the Sustainable Development Goals in The Bahamas, as encapsulated in the Decent Work Country Programme (DWCP) - this corresponds to Component 1 of the tool. Secondly, the application of Component 3 of the EDI will focus on evaluating the capacities of the constituents in relation to the DWCP. This dual analysis is crucial for determining how effectively the decent work agenda is integrated and operationalized within the framework of the program, ensuring that it aligns with both the internal capabilities of the ILO and the needs and capacities of the constituents it serves.



⁸ Diagnostic instrument to assess the evaluability of DWCPs in the context of the SDGs
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_626865.pdf

As described in the Inception report, the methodology according to the ILO's '*Diagnostic instrument to assess the evaluability of DWCPs in the context of the SDGs*' will be used for this part of the review. A combination of Component 1 and 3 of the DI Tool was the foundation of Part 1 of this review.

Part 2 – The Biennial Country Programme Review (CPR)

The BCPR must also focus on the relevance of DWCP to beneficiary needs, the coherence of DWCP to other key actors' interventions, the validity of the DWCP design, the DWCP's efficiency and effectiveness, and the impact of the results and the potential for sustainability. See Annex 1 for the specific Evaluation Criteria & related questions.

3.2. Evaluation Methods & Techniques

As outlined in the ToR the methods of evaluation that will be used have a participatory approach, which will be mainly based on the DWCP document including its Theory of Change as well as other relevant documents crucial to validate change in the right direction.

In essence the research methodology of **Outcome Harvesting**⁹ was used during this evaluation. This method is often used when evaluating complex Programmes and focuses on collecting evidence of what has been achieved and works backward to determine whether and how the project or intervention contributed to the change. Outcome Harvesting can be best used when outcomes, rather than activities, are the critical focus of an evaluation. This method has been proven to be very useful for ongoing developmental, midterm formative, and end-of-term summative evaluations. It therefore focuses on all results, whether good or bad, planned or unplanned. The process draws on the knowledge of key informants who understand the change that has taken place, as well as their contributions to that change.

There were different types of key stakeholders identified for this BCPR. These stakeholders can be categorized as follows:

1. NTC members
2. Representatives of different Trade unions
3. Representatives of the Chamber of Commerce
4. Representatives of the Ministry of Labour
5. Representatives of different government institutions
6. ILO-DW Team

While it was not feasible to conduct interviews with representatives from the Family Islands, particular attention was given to incorporating the perspectives of individuals with special abilities who actively participated in the on-site workshop sessions.

In-depth interviews with these key stakeholders were based on qualitative questions that were open-ended, that is, the respondents could provide responses in his/her own words, to get in-depth information about their perceptions, insights, attitudes, experiences, or beliefs regarding the project.

⁹ Outcome Harvesting, May 2012 – Ford Foundation, Ricardo Wilson-Grau & Heather Britt

The in-depth interviews were also useful to follow-up with questions that may arise after analysing data from **document/ desk review** activities.

The same question can therefore be asked to different individuals or informant categories to compare their responses and analyse how these individual differences may reflect on the project.

3.3. Evaluation Process Roadmap

The mid-term review was set out to proceed through several phases or evaluation process steps. The main steps in this process were as follows:

1. Project orientation
2. Data collection
3. Data analysis & data triangulation
4. Reporting

► **Project orientation**

Preparatory actions were conducted prior the elaboration of the inception report and before field work. This phase included the following activities:

- a) Desk Review based on ToR information – different relevant documents were reviewed from secondary sources, all related to gathering insights in project design and implementation.
- b) Preliminary (online) meetings – initial interviews were held through Microsoft Teams meetings with key stakeholders such the ILO EVAL team, the DWT-POS team and a selection of tripartite constituents

► **Data collection**

The data collection phase started right after preliminary engagements with key stakeholders and constituents and comprised of the following activities:

- a) **Document mapping** – all relevant research documents were gathered and mapped out to have a comprehensive overview of the background and context of this DWCP.
- b) **Stakeholders Workshop** (Nassau) – a 3-day workshop with key stakeholders was carried out in The Bahamas with the goal of performing an initial qualitative participatory data collection method in the BCPR process. It gave the evaluators a sufficient outlook on where the DWCP currently stands in regard to progress, monitoring and realization of the Results Framework. It also laid bare where improvement areas could be captured and prioritized. The main takeaway for participants was undoubtedly a strong sense of awareness that M&E skills and structure must be better utilized and a dedicated DWCP Steering committee must be operationalized as a working arm of the NTC. There was also a digital survey administered to all participants which gave insights into 5 ILO performance areas: Relevance & coherence; Partnerships; Managing for results; Organizational arrangements; Knowledge sharing.
- c) **In-depth (follow up) interviews with key-stakeholders** – these interviews were conducted virtually post-workshop, to gather more specific insights and document-evidence based on the information gathered during the workshop.

► **Data analysis & data triangulation**

To ensure accurate recall detailed notes on key informant interviews were kept throughout the data collection phase. Online survey platform tools such as Qualtrics have also been used where necessary to gather additional information from both constituents as well as ILO staff.

These data insights alongside the results of the conducted document review have helped identify and code key evaluation themes. Finally, the qualitative Case Study Method was used to develop key findings, conclusions and recommendations, and to analyse and triangulate findings to draw conclusions and gather take-aways related to the Key Evaluation Questions (see Annex 1).

► **Reporting**

A final draft report will be submitted to the ILO-EVAL team and other relevant stakeholders, following the completion of in-depth interviews and data analysis phase. This draft report will provide an objective assessment of the evaluation criteria and highlight practical recommendations to be considered by stakeholders for the implementation of the current programme and the design of future projects and programmes.

3.4 Review Limitations & Constraints

As the review was being prepared and carried out several limitations and constraints were experienced. The main constraints can be summarized in the following categories:

- **Structure & monitoring responsibilities**

Although the NTC's roles and mandates are clear, there seems to be no centralized structure or appointed role for record keeping of the DWCP outcomes as yet. No updated Results Framework matrix was available, other than the workplans drafted during the RBM workshop in 2022. This made it very difficult to assess the current status of progress made for decent work initiatives based on tangible evidence provided. The absence of a well-organized DWCP Steering Committee (as outlined in Annex 1 of the Bahamas DWCP document), resulted in difficulties of clearly presenting updated Output information to the Evaluators.

- **Information & documentation availability**

The requested information on some of the baselines for outcome indicators has not yet been properly recorded, and data compiled on changes in outcome indicators was extremely limited. These documents were scattered and mostly only captured in official ILO correspondence letters. The fragmentation of information at different government or NTC levels of sources, makes it very time-consuming to effectively track implementation progress.

- **Changes in government structures**

During the execution of this BCPR there were a few impactful changes in government structures, mainly within the Ministry of Labour. These changes opened new doors, in some instances, to refocus attention on the need for financial and human resources linked to DWCP structures, but also caused delays in providing updates on status of

activities because consultations with the new government officials needed to be carried out first in order to align strategies and resources.

Because of the abovementioned constraints, this evaluation was limited to reports published online or provided by the ILO, supplemented by stakeholders' interviews including tripartite partners, government officials and members of organizations associated with decent work policies, programming, and analysis. The timeliness and quantity of the information gathered through those sources, however, was also limited. Therefore, this evaluation is mainly based on qualitative assessments on activities and achievements provided by relevant stakeholders. Based on information gathered through the in-person workshop and triangulated with ILO mission reports and in-depth interviews some of the risks of incomplete data availability was mitigated.

During the process of this BCPR some practical adjustments also had to be made to the evaluation instrument as the reality of information did not match the evaluation criteria described in the ToR. While preparing the Terms of Reference (ToR), consultations were made regarding the state of available documentation and materials, yet it was not identified in advance that there was a significant lack of documentation. The complexity of the design did not allow for the anticipation of the extent of the gaps. This would have enabled the proposal of a simpler assessment tool from the outset, better suited to the institutional capabilities and conditions for its supervision and monitoring. A prior evaluability assessment conducted by the ILO before the commencement of this BCPR could have been beneficial in determining the most effective review approach and evaluation tool.

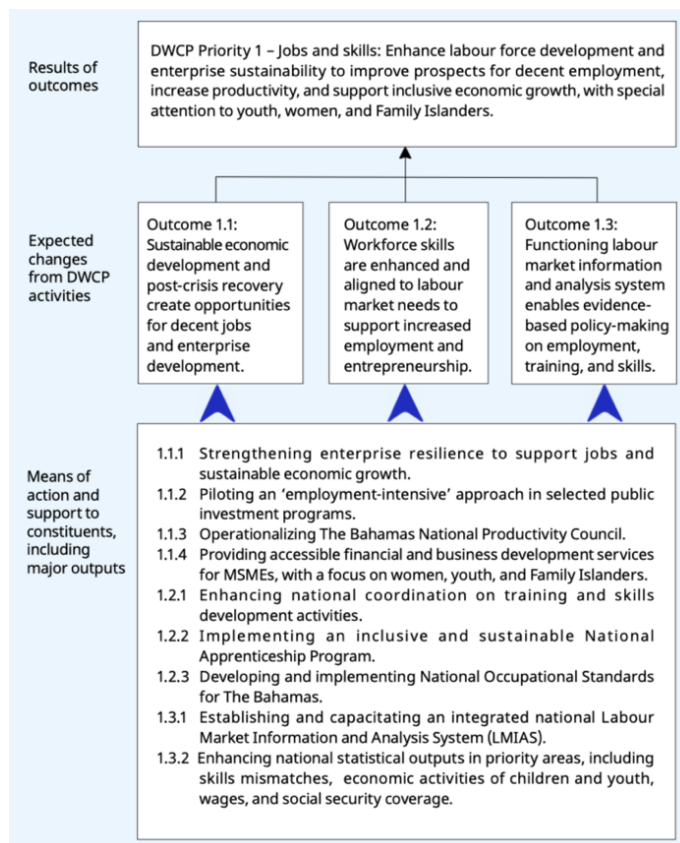
Finally, a centralized monitoring strategy driven by a dedicated DWCP Steering Committee needs to be implemented to improve the evaluability of the program moving forward into the last half of the DWCP timeline.

IV. Programme Status by Priority

The 2nd generation DWCP of The Bahamas is centered around **3** main Priorities, **8** Programme Outcomes and **22** Programme Outputs. The initially designed Results Framework captures a total of **58** indicators linked to Programme activities.

In this section of the review report the status of each of the 3 priorities will be summarized. Bearing in mind that most of the information gathered for this evaluation was through the participatory qualitative stakeholders' workshop held in the Bahamas and follow-up in-depth interviews with keypersons of the NTC.

4.1. Priority 1 – Jobs and Skills enhancement



Priority 1 of the DWCP has a strong focus on enhancing both labor force development as well as increasing productivity through sustainable entrepreneurship opportunities. This focus has been outlined in three Outcomes (1.1 – 1.2. – 1.3) and nine Outputs.

Based on the proposed path to achieve the 3 Outcomes a Result Based Management (RBM) workshop was conducted in March of 2022 and a group of 39 tripartite constituents participated (both in-person and virtually) in developing workplans and budgets per Outcome¹⁰.

From the different activities formulated in the workplans, the following has been achieved by the NTC:

- **Output 1.2.2:** the National Apprenticeship Program (NAP) has been established and legislation as well as regulation is well underway.
- **Output 1.1.3:** the Bahamas National Productivity Council has not yet fully been established but preparational activities are conducted for legal formalization.
- **Output 1.2.1:** Steps have been taken to link this output to the National Apprenticeship Program and enhance the development of specific skills through training of youth and women.
- **Output 1.2.3:** there are currently 2x Occupational Safety & Health (OSH) bills in review which once passed, will advance the target of having National

¹⁰ Joint ILO Mission Report: JOINT MR-BHS_v280322

Occupational Standards formally adopted and further incorporated into the national training system.

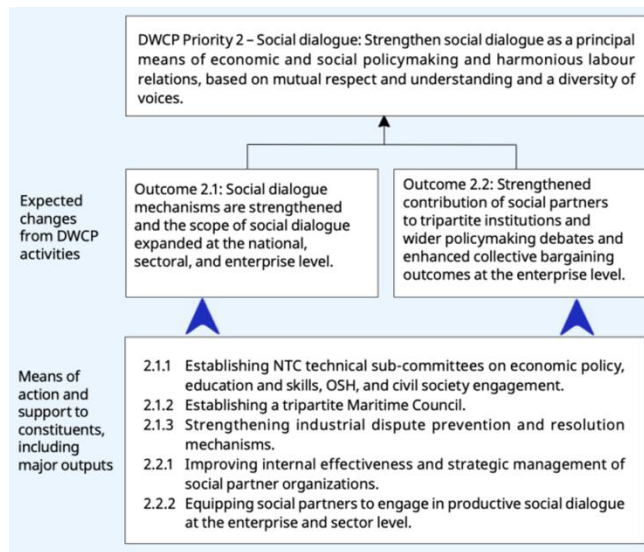
Other **positive developments** worth mentioning regarding the Outcomes of Priority 1 are:

- The positive commitment shown by the Ministry of Education towards continuation of grants and scholarships towards youth development programs.
- There is now an allocated government budget of USD 500,000.00 for specific DWCP initiatives, which will also ensure follow-up implementation of the NAP.

Stronger focus, however, is needed on the following areas within Priority 1:

- Revisiting the implementation of Output 1.1.1: *Enterprise resilience is strengthened to support jobs and sustainable economic growth*. There is currently no detailed workplan linked to this Output presented and no evidence of activities yet undertaken to increase enterprise and workforce resilience and disaster preparedness. In the context of surviving the dual crises of Hurricane Dorian and the COVID-19 pandemic, the Bahamian national partners have committed to placing a focus on recovery and reconstruction efforts towards creating more sustainable, resilient, and decent employment opportunities in the longer term. This, however, will demand a more specific focus on training and awareness towards concepts such as 'green recovery', 'just transition' and 'green' jobs. Moving forward the DWCP implementation might also benefit from redefining and minimizing the targets for Output 1.1.1. as these concepts are new to the country and its constituents.
- For the majority of the Outputs under Priority 1 there seems to be a greater need for inclusion of Family Island input. This is of course somewhat challenging with lack of proper communication infrastructure on all neighboring islands but organizing more frequent involvement of constituents from the Family Islands will also help re-focus efforts and optimize decent work priorities.
- Revisiting the implementation of Outcome 1.3: *Functioning Labour Market Information and Analysis System (LMIAS) enables evidence-based policymaking on employment*. The need for availability of data, information, and analysis is tightly linked to effective identification of labour market challenges, followed then by the design of effective labour market policies and programs. For the Outputs formulated under this desired objective there were also no detailed workplans available or tangible activities carried out. It is recommended to closely consider forming an alliance with the Bahamas National Statistical Institute (BNSI) and to prioritize rudimentary labor data collection, possibly linked to the other Outcome areas of this Priority.
- There is also still a large gap in monitoring of information through the Results Framework tool. This document needs to be monitored, updated and if needed modified to cater for a practical track record of decent work efforts being carried out throughout the years. An extensive RBM workshop was provided by the ILO in 2022, but unfortunately no structural implementation of ownership for the Results Framework monitoring has yet been established.

4.2 Priority 2 – Social Dialogue Strengthening



Priority 2 of the DWCP was mainly formulated towards closing the gap of those that make the policies and those that are to live by them. Social dialogue strengthening was described as principal means of economic and social policymaking and harmonious labour relations. A combination of mutual respect and understanding as well as including a diversity of voices was envisioned for the outcome of this DWCP Priority. It entailed two Outcomes (2.1 & 2.2.) and five Outputs.

In recent years progress has already been made to strengthen social dialogue on labor and employment issues and these efforts have (in 2015) resulted in the creation and establishment of the National Tripartite Council as statutory tripartite body which provides a valuable mechanism for dialogue between Government, Employers, and Trade Unions. At enterprise levels, more data on the effect of collective bargaining and negotiated settlements need to be collected.

The proposed path to achieve the 2 Outcomes had different activities centered around on one side establishing technical subcommittees and a sector specific council and on the other hand strengthening capacity of social partners.

From the different activities formulated in the workplans, the following has been achieved by the NTC:

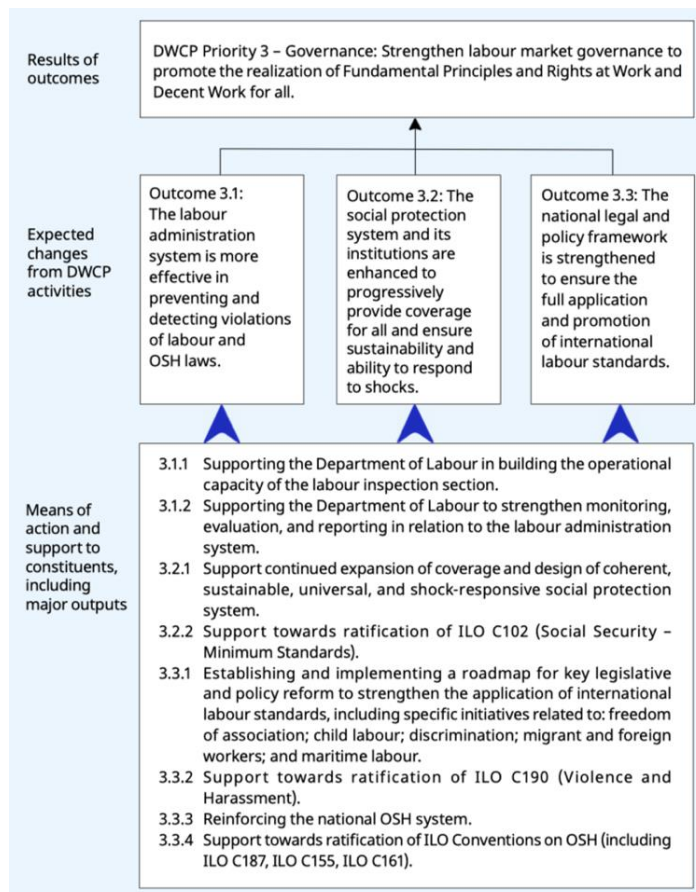
- Social dialogue efforts have played a big role in achieving progress for:
 - The development of the NAP.
 - **Output 2.1.3:** Strengthening industrial dispute prevention and resolution mechanisms. A record number of 22 out of 29 signed contracts for industrial agreements have passed.
 - Establishment of a Legal Advisory council.
 - Establishment of a Labor Relation Unit.
 - Minimum wage increase implemented nation-wide.
 - Ratification of C190 and C159.

As the majority of Output activities are still to be carried out or well-managed, **stronger focus** needs to be put on the following areas for Priority 2:

- Deconstruct the current draft workplan to redefine realistic activities linked to budgets, prioritize and mobilize activities.

- A real challenge to overcome is the fragmentation of stakeholders that play an important role in social dialogue development. There seems to also be a greater need for more bilateral cooperation between employers and unions.
- Evaluate the Theory of Change linked to Output 2.2.1: *The capacities and internal effectiveness of social partner organizations are strengthened* and Output 2.2.2: *Social partners are better equipped to engage in productive social dialogue at the enterprise level*. Specific activities linked to these 2 Outputs are missing in the workplan presented and are at the core of the needed change within this Priority area, namely upgrading social dialogue initiatives in the context of dispute resolutions on enterprise levels.
- There also seems to be a rather lengthy process of planning, benchmarking, criteria creation etc. described in the workplans for realizing Outputs 2.1.1. and 2.1.2. It might be beneficial to re-evaluate what steps can be taken to either redefine the targets for these Outputs or formulate more practical activities linked to establishing technical subcommittees and a Tripartite Maritime Council.
- In the core of successful Social Dialogue, both skills training and awareness building are key elements. However, these aspects seem to be somewhat under shadowed in the current approach to realize the change needed for Priority 2.
- Record keeping of meetings when social dialogue has proven successful is also missing in the current structure, this can help with building best practices, even if key persons are replaced or reshuffled due to changes in government structures.

4.3 Priority 3 – Governance Strengthening



Priority 3 centers around the thematic areas of (1) a stronger and more robust labor administration system that has the capacity to detect and prevent labor and OSH law violations, (2) expansion and enhancement of social protection coverage for all and (3) a stronger national legal and policy framework that ensures promoting international labor standards.

This DWCP priority leans heavy on both legislation building as well as implementing labor administration improvements. The Theory of Change involves 3 Outcomes depending on the execution of 8 Outputs.

For this Priority area noticeable progress has been made in the desired direction for change and the evaluated workplan was the most concrete in terms of format actions and timelines. From the different activities formulated in the workplan, the following has been achieved by the NTC:

- **Output 3.2.1:** Actuarial review for 2020/2021 was completed and results disseminated to policymakers.
- **Output 3.3.1:** On the subject of policy reforms aligned with international labor standards, a steering committee for elimination of Child Labor was approved by cabinet.
- **Output 3.3.1:** Also, on the subject of aligning national policy reforms with international labor standards ILO C159 was ratified which provides for vocational rehabilitation measures for all categories of disabled persons and for promotion of employment opportunities and equal treatment of disabled men and women. This is a positive step forward for 'decent work for all' as, according to the 2010 national census, unemployment rates among people with disabilities exceeded 70 per cent in the Bahamas.
- **Output 3.3.2:** Ratification of ILO C190 - "Convention concerning the elimination of violence and harassment in the world of work".

Other **positive developments** worth mentioning in regard to Priority 3:

- Record number of industrial agreements signed (22 of 29) in 2 years.
- Establishment of an International Relations Unit at the Department of Labor.

Stronger focus, moving forward, must be placed on:

- Output 3.1.1: Complete amendments to EA and IRA as well as train and certify more labour inspectors. It seems that the adoption of a strategic compliance planning approach for the inspectorate is yet to be formalized.
- Output 3.3.3: Reinforcing the National OSH system in regard to labor inspection capacity for the OSH inspectorate as well as OSH awareness training.
- Output 3.2.2: Ratification documents for C102 are already prepared. Technical ILO assistance needs to be utilized if needed.
- Better inter-ministerial communication and exchange of data on labor and OSH issues is required.
- Institutional knowledge needs to be strengthened in regard to the desired policy reforms.
- NTC to establish a forum and collaborate with NGO's for policy development input.
- Some Outputs for this Priority Area are not yet linked to realistic activities. This needs to be updated in the workplan.

V. Findings by Review Criteria

Level of Satisfaction Matrix per Review Criteria (Score definition of 1 to 6)

Low		Average		High	
1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

5.1 Evaluability of the DWCP

The Bahamas DWCP document was designed in a very comprehensive manner, outlining the 3 Country priorities (Jobs & Skills – Social Dialogue – Governance) with a description of the current context and further linking a Theory of Change to each Priority. The different Outcomes and Outputs per Priority area were also clearly defined. The DWCP outline consists of:

- Three (3) Country Priorities
- Eight (8) high level Programme Outcomes
- Twenty-two (22) Programme Outputs that are connected to the above Priorities and Outcomes

There was a separate Results Framework (matrix) embedded in the DWCP document, which consists of a total of 58 activities/indicators divided across the different Country Priorities.

Although the chosen activities were clearly defined on paper, some questions arose to the somewhat complexity in formulation on Outcome level. This could have led to some difficulty translating the Outputs to tangible targets and timelines when operationalizing the Workplans¹¹.

The overall integration of SDGs targets into the DWCP Results Framework was properly set-up and a Theory of Change was also defined for each Programme Priority Area. The current Theory of Change might benefit from some tweaking and updating as this was formulated during online sessions due to the COVID-19 pandemic.

However, during the time of this BCPR, the evaluability of the Bahamas DWCP was in many ways limited due to the lack of a well-functioning monitoring and evaluation system as well as no sufficient tracking of records and documents providing evidence of many decent work efforts. There were different formats of workplans presented, none of which were fully updated to September 2023. All workplans had missing elements and a centralized (digital) workspace for document keeping and record tracking was missing (for example: Google Drive or Dropbox folder). This resulted in a lack of total document overview per Priority status. The NTC members did verbally provide any knowledge on progress of activities as much as possible and this

¹¹ Bearing in mind that the majority of this DWCP document was formulated by an external consultant during COVID-19 with input from tripartite constituents through online sessions. The lack of in-person workshops for drilling down certain realistic activities might have added to the high-level formulation of Outcomes.

information was supplemented by a list of relevant ILO programme documents and registrations, as well as data triangulation through other government sources.

Knowledge of setting up an M&E instrument was provided by the ILO-DWT to key constituents, but an implemented structure for continuous monitoring and making use of a centralized point of record-keeping was missing in the post-RBM workshop set-up. The overall DWCP monitoring would benefit from setting up active collaborations with institutions like the SDG unit and the Bahamas National Statistics Institute (BNSI).

The satisfactory level of this performance indicator 'Evaluability' due to the lack of sufficient monitoring and evaluation system is therefore scored with a "3 = moderately unsatisfactory".

5.2 Relevance & Coherence

The current DWCP has a high relevance for the Bahamas as country. This is mainly because of three main factors. First (1), the effects of both COVID-19 and Hurricane Dorian has left a distinct mark on the labor work force and its development and the priorities and outcomes from this DWCP are still in line with the needs of tripartite constituents coming out of that dual-crises. Secondly, (2) high youth unemployment which was identified as a major concern during the framing of the programme, is still an issue for the nation and initiatives such as the NAP are a welcome effort for this target group and lastly (3) stronger governance structures and legislation improvements for the labor market are at the heart of sustainable decent work for the nation and this is being endorsed by all tripartite national partners.

In all efforts undertaken by the NTC it was proven that there was a positive collaboration and technical assistance from the ILO. The DWCP partly does reflect the normative work of the ILO in regards to Priority 3: Governance, but could be sharper represented for Priority 2: Social Dialogue.

At the levels of planned programme outputs and activities, operationalizing this relevance has been difficult as there has only recently been allocation of funds by the government towards creating a more effective DWCP Steering Committee structure.

Prioritizing and simplifying the DWCP activities for the remaining years, through national forums where stronger input from Workers', youth and vulnerable groups could be generated would be advisable. Communicating the NTC plans with other Ministries (besides MoL) and government institutions (such as the SDG unit) would also be beneficial for creating more buy-in and awareness of DWCP targets. Another area momentarily fully lacking in know-how and knowledge is the Just Transition strategies for green jobs and green economy building.

The satisfactory level of this performance indicator 'Relevance and coherence' is scored with a "5 = satisfactory".

5.3 Effectiveness

It has been challenging to measure the effectiveness of the DWCP efforts so far. As stated earlier, although a RF does exist and 58 indicators have been identified, the recording of activities with underlying documentation was not easily presented and recalled. The main reason for this gap in effectiveness measuring is the absence of the DWCP Steering Committee that was to spearhead and coordinate all Decent Work initiatives and report realized achievements back to the NTC. This Steering Committee would also have the main responsibility to set up a well-functioning M&E structure for all Decent work efforts undertaken.

Noticeable products that have come out of this DWCP are the development and implementation of the National Apprenticeship Program (with now also an allocated budget), the ratification of C190 and C159, a record number of 22 out of 29 signed contracts for industrial agreements have passed, establishment of a Legal Advisory council and a Labor Relation Unit and lastly a nation-wide implemented minimum wage increase with ...%, which was a result of social dialogue among the tripartite national partners.

The satisfactory level of this performance indicator 'Effectiveness' is scored with a "4 = moderately satisfactory".

5.4 Efficiency & Management

Efficiency within the past years of DWCP work has encountered some impeding factors which mainly centered around: insufficient funding, lack of human resources and absence of steering & monitoring structures.

The NTC has done a tremendous job in lobby-work at government level for ratifying 2 ILO conventions as well as preparing important legal preparational documents for policy reforms.

As described in the NTC's "2021 – 2022 Year in Review Report" there were 10 Agenda points listed to achieve within the timeframe of 2022 – 2023:

1. Several conclusions on matters already in the pipeline such as the Transformation of The Bahamas Industrial Tribunal and the amendments to the Employment Act.
2. Concluding the work at the International Labour Conference in Geneva, Switzerland on the International Standards for Apprenticeships.
3. Concluding the work on setting up a model apprenticeship framework through a National Apprenticeship Programme (NAP).
4. Concluding the work for a National Pension Act.
5. Working on the administrative aspects to cause Sections 7, 13 and 14 of the National Tripartite Council Act to be actionable.
6. Working on the amendments of the National Tripartite Council Act for the full development of a National Social Dialogue Institution (NSDI).
7. Engaging in further discussion on the establishment of a Caribbean Maritime Training Institute in The Bahamas.
8. Beginning the ratification process for C183-Maternity Protection Convention, 2000 (No.183) in collaboration with the Office of the Spouse of the Prime Minister and the National Breastfeeding Association.

9. Completing the ratification processes for Conventions 159 and 190 (Recommendation 206) and starting the preparation of a policy document on the vocational and rehabilitation of the disabled which we envision will be in collaboration with the National Commission for Persons with Disabilities.
10. Specific focus on Outcome 1.1 of the Decent Work Country Programme Priority 1

The NTC has been placing focus and efforts on these 10 points and as we speak a new Year in review Report for 2022-2023 is in the making.

It can be stated that with a direct linkage to the DWCP targets, significant work has been done on Agenda points 3 & 9. However, for the broader scope of DWCP Workplan implementation, no sufficient records or documents could be elaborated on from the different Team Leads. As mentioned earlier, the lack of financial resources in the past few years has been very crippling for the efficiency of the NTC and this is slowly but surely shifting in a more positive direction. As this will be improved and staffing will also be added to M&E structures the efficiency of work, within timeframe, will also be elevated.

The satisfactory level of this performance indicator 'Efficiency & Management' is scored with a "2= unsatisfactory".

5.5 Impact

Programme impact refers to significant higher-level results at the level of planned outcomes for both the ILO's tripartite constituents as well as the final beneficiaries (the Bahamian workforce community).

To date, the DWCP has strengthened the capacities of a selection of national constituents but it is not yet measurable if these results are sustainable. The impact that the DWCP has had on the final beneficiaries is also not possible to ascertain without tracking outcomes of the activities conducted. At the present time, there is no system in place for tracking the identified outcomes. Moving forward it is key to create overall awareness building among not just the national partners in Nassau but also those from the Family Islands. It is also crucial to explore different ways of communication channels to present and measure DWCP activities to the wider public.

The satisfactory level of this performance indicator 'Efficiency & Management' is scored with a "2= unsatisfactory".

5.6 Sustainability

The viability of the Bahamas DWCP is rather dependable on a mix of structure building around data and progress monitoring, further development of policies and regulations in line with international labor standards and continuous ownership of the national social partners. Therefore, the current sustainability of DWCP Outcomes is still a somewhat grey area.

Related to improving the policy environment, the NTC has definitely made good progress forward in regard to ratifying 2 ILO conventions and successfully lobbied for Child Labor policy reforms. Technical support from the ILO was provided to achieve these developments. In the area of social dialogue and capacity building for employers' and workers' organizations very little progress has been made, and greater attention

needed. It is also important to mention that in order to create a more sustainable approach towards expanding the national familiarity of the Programme, systemic advocacy is needed. This advocacy should be initiated not only at the management level of the ILO but also by the NTC directed towards the involved Ministries. It should be grounded on tangible evidence of accomplishments and existing gaps, ensuring a data-driven approach to advocacy efforts. The satisfactory level of this performance indicator 'Efficiency & Management' is scored with a "2= unsatisfactory".

VI. Conclusions & Recommendations

It has been noticeable that a combination of external factors such as the impact of both COVID-19 and hurricane Dorian as well as frequent changes in government structures, have had a negative impact on the overall implementation speed and efficiency of the Bahamas DWCP.

As of this Biennial Review only around 40-50% of planned activities have started and less than 30% have successfully been completed. Allocated government funding was one of the key conditions for success towards this Bahamas DWCP, as there are not much other international sources of funding available given the fact that the country's economy is classified as high-income. Unfortunately, the changes in government structures during the first 2,5 years of the DWCP have not contributed to a steady allocation of funds towards the effective implementation of planned activities.

There also seems to have been a lot of delays in aligning requirements, budgets and staffing of and for the DWCP steering and monitoring committee as a working arm of the NTC. This has had a noticeable effect on the quality of record keeping and progress-tracking. Between 2020 and 2023, the ILO has provided valuable technical assistance & knowledge sharing on different DWCP topics such as:

- Formal adoption of a National Policy for the Prevention and Elimination of Child Labour – approved in July 2021
- Design, monitoring and capacity building for the development of the Bahamas, DWCP.
- National Apprenticeship policy
- Employers Capacity Building
- 11th Actuarial Review of the National Insurance Fund of the Bahamas,

However, successfully guiding the NTC towards proper M&E implementation seemed challenging as there is a gap in tangible M&E data and results.

This also resulted in a moderately weak evaluability of the Programme, as only tracking of some activity and output level is currently available. Though a Results Matrix with targets and indicators was produced as part of the DWCP development, there was no frequently updated working document to guide the progress and the interconnectivity of activities.

There is need and relevance of the DWCP for the country as the decent work topics and Country Priorities coincide and align with the National Development Plan and therefore partnership with ILO for achieving the outlined goals is important. However, on Outcome, Output and Activity level, the Programme might need to be simplified in

formulation and application for the awareness of the greater public. To enhance the relevance of the DWCP it is also important to form strategic partnerships and collaborations with other Ministries and government institutions outside of the NTC & MoL scope.

The most effective results that have come out of the DWCP so far relate to the success of the National Apprenticeship Program and the development of a National Apprenticeship Policy, the ratification of 2 ILO conventions as well as the increase of the minimum wage as a result of intensive national tripartite social dialogue. The NAP initiative was targeted at 1,350 persons, who were to be trained over a 12-month period, with some 80 per cent of the learning 'on-the-job'. The three sectors targeted for the apprenticeship initiative were the maritime, medical and information technology/communications industries on the grounds that they would be exhibiting the fastest growth in the immediate future ¹².

As most of the planned activities are still in progress or underway to be started, it is difficult to assess the full effectiveness of results. A lot of policy papers are still under review by government and due to the recent changes in government structures like the MoL, the timelines for completion of these tasks might be shifted. The NTC has made good progress in continuously lobbying for support to get the DWCP agenda moving forward in the right direction.

Measuring for impact and safeguarding sustainability of DWCP efforts is what will need to be upgraded moving forward in the next 3 years. The NTC as main vehicle for driving DWCP initiatives needs to establish within the next 3 to 6 months that the DWCP Steering Committee will be in place and functioning according to the ToR. If institutionalizing of this working arm is further prolonged it will have a negative effect on the realization of this 2nd generation DWCP.

Based on the conclusions of this BCPR the following recommendations are proposed to ensure a desired DWCP outcome and realization of real change for the targeted beneficiaries of this national programme: the Bahamians.

► **Recommendation 1: Re-evaluate & prioritize the DWCP Results Framework**

There is a fully formulated DWCP RF and to a certain extent this has been further made actionable in the Workplans. However, the targeted DWCP activities need to reflect the priorities of the current labor workforce situation and might therefore be evaluated on practicality and available resources. In order to keep the motivation for progress high it is important to scale down some achievable (Top 3) activities per Outcome and then ensure that progress on these aspects is well monitored, recorded and reported.

► **Recommendation 2: Implement a functioning DWCP Steering Committee.**

The lack of such a committee has had an impact on the quality of how the entire programme was managed. It is imperative that a thorough Governance structure should be set up in advance and selected members are chosen based on their ability to

¹² <http://www.tribune242.com/news/2023/mar/29/apprenticeship-act-overhaul-school-leaver-skills-b/>

coordinate and continuously monitor progress in a result-based approach. The absence of the current M&E structures is one of the consequences from a not operating Steering Committee.

► **Recommendation 3: Establish workable M&E structures.**

The emphasis is on starting with a manageable framework, using available resources, and gradually building a culture of monitoring within the DWCP.

The roadmap should be flexible and adaptable to the Bahamas' specific context and constraints and may consist of the following steps:

1. Of the current program status (using the RF), available data sources, and monitoring needs. Use existing data, however limited, to identify baseline information.
2. Prioritize outcomes and outputs based on perceived impact and feasibility of monitoring: **Focus on a few key priorities.**
3. Define specific, measurable outputs for selected outcomes. Ensure these **outputs are clear and actionable.**
4. Develop a **simplified monitoring framework** for the selected outcomes and outputs, specifying data collection methods, responsible parties, and reporting intervals.
5. **Create plans for data collection**, considering available resources and stakeholders' capacity. Emphasize using existing data sources and engaging community members
6. Data Collection and Reporting: Begin data collection for the selected outputs.
7. Use simplified reporting mechanisms, such as basic reporting templates and open feedback channels.
8. Feedback Loop where stakeholders can share observations and suggestions for improvement in data collection and monitoring.
9. Training and guidance to those involved in data collection to improve data quality and consistency.
10. Continually advocate for the importance of documentation and monitoring within the program. Emphasize how it can improve program effectiveness and attract future resources.
11. **Seek External Support** from organizations, NGOs, or academic institutions willing to assist with data collection and analysis.
12. Annual Review of the monitoring process and progress made toward selected outcomes and outputs. Use this review to refine the monitoring approach
13. As the program demonstrates impact and success in monitoring, consider expanding the monitoring approach to cover more outcomes and outputs.

As it is crucial to generate both qualitative and quantitative data in a cost-effective manner the ILO Regional Office (in Lima) and the Port of Spain Office could offer technical assistance.

► **Recommendation 4: Advocate for stronger alignment & cross-ministerial collaboration regarding implementation of DWCP activities.**

The fact that the DWCP is a national program must be reflected not only in efforts from the NTC and the MoL but must also be on the radar of other Ministries and government

institutes, collaborating with the SDG Unit and the BNSI will prove valuable for sharing data and enriching insights into decent work topics. Broader collaboration of Ministries will also have a positive impact on the credibility of the DWCP for the larger public

► **Recommendation 5: National awareness raising for the DWCP agenda**

Although good work has been done on government and ILO lobby work for progressing the DWCP forward, there seems to be a lack of awareness among the general public. This was noticeable when conducting the orientation interviews with key-persons from different Trade Unions as well as other government institutions. The inclusion of Family-Islanders is also a missing factor still in implementing the DWCP agenda and can be further developed through strategically collaborating with key-persons who represent these Islands (for example via the Trade Unions and Chamber of Commerce).

► **Recommendation 6: Integrate & initiate Just Transition strategies (Priority 1)**

There is a noticeable gap in awareness and focus for Just Transition strategies regarding the DWCP's Outcome 1.1. Especially Output 1.1.1. demands some more attention and brainstorming efforts. The strengthening of enterprise resilience towards supporting jobs and sustainable economic growth will be very important for lasting change within the Bahamas work environment and exploring options for 'green job development' and diversification of the economy is key.

Annexes

ANNEX 1: EVALUATION CRITERIA & QUESTIONS

Assessment Criteria	Questions to be addressed
Evaluability of the DWCP	<ul style="list-style-type: none"> To what extent does the DWCP including its priority outcomes, integrate SDGs targets and indicators? Does the DWCP present a Theory of Change, which is still implicit? Was there an active role of the ILO Constituents in SDG monitoring, evaluation and reporting on SDG and Decent Work progress and were needs and gaps identified for an effective involvement in the M&E of SDGs relevant to Decent Work? Does the DWCP have a monitoring and evaluation system? How effective was this system?
Relevance & Coherence <i>Is the DWCP doing the right things?</i> <i>How well does the DWCP fit?</i>	<ul style="list-style-type: none"> To what extent is the DWCP consistent with the national development strategy and the priorities of the tripartite constituents? How well does the DWCP meet the needs of the target population? Does the DWCP leverage the ILO's unique strengths and comparative advantage in the country? Does the DWCP reflect the normative work of the ILO (the ILO mandate)? Was there complementarity / synergy between ILO support and the work plans of national partners? Does the DWCP add value and avoid duplication of efforts in its implementation? (National Plan linkage) How are Just Transition strategies integrated in the DWCP? Are sustainable development
Effectiveness <i>Are the DWCP outcomes being achieved?</i>	<ul style="list-style-type: none"> To what extent have the results of the DWCP been achieved? What products have been delivered? Which ones have not been delivered? What is the quality of the products obtained? How were they used to achieve the expected results? What were the main reasons for achieving or not achieving DWCP outputs and outcomes? To what extent has the COVID-19 pandemic influenced the outcomes and effectiveness of the DWCP and how have interventions under the DWCP addressed this influence to adapt to the changes?

Assessment Criteria	Questions to be addressed
Efficiency & Management <i>Are the DWCP outcomes being achieved?</i>	<ul style="list-style-type: none"> Were the results achieved on schedule? Has the DWCP been implemented in the best possible way in view of the other existing possibilities? To what extent have financial resources been mobilized for the implementation of the DWCP? To what extent are the tripartite constituents actively involved in the design, implementation, and monitoring and evaluation of the DWCP?
Impact <i>What difference does the DWCP make?</i>	<ul style="list-style-type: none"> What concrete changes has the implementation of the DWCP brought to the ILO's tripartite constituents and final beneficiaries? Has the DWCP strengthened the capacities of national constituents and institutions and strengthened an environment (policies, laws, skills, attitudes, etc.) that promote the sustainability of results?
Sustainability <i>Will the DWCP benefit last?</i>	<ul style="list-style-type: none"> What are the main and critical factors that influence the viability or non-viability of DWCP? What is the level of ownership of the products and results by partners and target groups? Are strategies in place to ensure that institutions at various levels (local, national) will take lasting ownership of the results?

ANNEX 2: OVERVIEW OF ACTIVITIES & TIMELINE

#	Activity / Tasks	Responsible?	Target end date?
Step 1 – Preparations & desk review			
a.	Document & literature reviews	DOOR Advisory	August – September 2023
b.	Initial introductory meeting with DWT-POS & REO	REO	
c.	Virtual meetings with Tripartite constituents and workshop participants	DOOR Advisory with support from the DWT-POS	
Step 2 – Field visit to Nassau			
a.	3-day stakeholders' workshop	REO in collaboration with DOOR & DWT-POS	September 2023
b.	Participatory qualitative group data collection	DOOR Advisory	
Step 3 – Data collection through in-depth interviews			
a.	Interviews with keypersons (tripartite)	DOOR Advisory	October – November 2023
b.	Interviews with ILO staff	DOOR Advisory & REO	
c.	Interviews with key government institutions / units in The Bahamas	DOOR Advisory	
Step 4 – Data analysis & reporting			
a.	Content analysis & triangulations	DOOR Advisory	December 2023
b.	Submitting draft report & final report	DOOR Advisory	
c.	Receiving feedback for final report adjustments	REO / HQ	

ANNEX 3: LIST OF RELEVANT DOCUMENTS FOR REVIEW

#	List of Documents
	<ul style="list-style-type: none">• ILO-The Bahamas MOU to Establish and Implement Strategic Partnership• UN Multi-Country Sustainable Development Framework (MSDCF) 2017-2021 and its evaluation report• UN Multi-Country Sustainable Development Framework (MSDCF) 2022-2026• Decent Work Country Programme Document and its annexes and the 2022 and 2023 implementation report• ILO Programme & Budget 2020-21, 2022-23• List of CPOs linking and implementation report• National Tripartite workshop proceedings or summaries• Relevant Mission Reports• Portfolio of projects implemented in the country in the period covered by the review, including extra-budgetary resources (if applies);• Financial resources spent (RB, RBTC, RBSA and XBTC-if applies) for each country result;• Other relevant background information including project progress reports, project evaluations, as well as all evidence of major products and other relevant performance related information

ANNEX 4: STAKEHOLDER ASSESSMENT MAPPING

Assessment Criteria	Document Review	ILO	Govt	Employers	Workers	Data Monitoring
Evaluability of the DWCP						
• To what extent does the DWCP including its priority outcomes, integrate SDGs targets and indicators?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
• Does the DWCP present a Theory of Change, which is still implicit?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
• Was there an active role of the ILO Constituents in SDG monitoring, evaluation and reporting on SDG and Decent Work progress and were needs and gaps identified for an effective involvement in the M&E of SDGs relevant to Decent Work?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• Does the DWCP have a monitoring and evaluation system? How effective was this system?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>

Assessment Criteria	Document Review	ILO	Govt	Employers	Workers	Data Monitoring
Relevance & Coherence						
• To what extent is the DWCP consistent with the national development strategy and the priorities of the tripartite constituents?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• How well does the DWCP meet the needs of the target population?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• Does the DWCP leverage the ILO's unique strengths and comparative advantage in the country? Does the DWCP reflect the normative work of the ILO (the ILO mandate)?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• Was there complementarity / synergy between ILO support and the work plans of national partners?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• Does the DWCP add value and avoid duplication of efforts in its implementation? (National Plan linkage)	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
• How are Just Transition strategies integrated in the DWCP?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			

Assessment Criteria	Document Review	ILO	Govt	Employers	Workers	Data Monitoring
Effectiveness						
• To what extent have the results of the DWCP been achieved?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
• What products have been delivered? Which ones have not been delivered?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• What is the quality of the products obtained? How were they used to achieve the expected results?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• What were the main reasons for achieving or not achieving DWCP outputs and outcomes?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• To what extent has the COVID-19 pandemic influenced the outcomes and effectiveness of the DWCP and how have interventions under the DWCP addressed this influence to adapt to the changes?	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	

Assessment Criteria	Document Review	ILO	Govt	Employers	Workers	Data Monitoring
Efficiency & Management						
• Were the results achieved on schedule?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
• Has the DWCP been implemented in the best possible way in view of the other existing possibilities?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• To what extent have financial resources been mobilized for the implementation of the DWCP?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
• To what extent are the tripartite constituents actively involved in the design, implementation, and monitoring and evaluation of the DWCP?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	

Assessment Criteria	Document Review	ILO	Govt	Employers	Workers	Data Monitoring
Efficiency & Management						
• Were the results achieved on schedule?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
• Has the DWCP been implemented in the best possible way in view of the other existing possibilities?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• To what extent have financial resources been mobilized for the implementation of the DWCP?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
• To what extent are the tripartite constituents actively involved in the design, implementation, and monitoring and evaluation of the DWCP?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	

Assessment Criteria	Document Review	ILO	Govt	Employers	Workers	Data Monitoring
Sustainability						
• What are the main and critical factors that influence the viability or non-viability of DWCP?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• What is the level of ownership of the products and results by partners and target groups?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
• Are strategies in place to ensure that institutions at various levels (local, national) will take lasting ownership of the results?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	

ANNEX 5: LIST OF KEY STAKEHOLDERS FOR IN-DEPTH INTERVIEWS

PRE-WORKSHOP INTERVIEWS

#	Name	Organization/ Stakeholder
1	Mrs. Sharon Martin	Chairwoman NTC
2	Mr. Robert Farquharson	Ministry of Labor - Director of Labor
3	Mr. Peter Goudie	NTC Member - Team Lead for DWCP Priority 1 (Jobs & Skills)
4	Mrs. Yolantha Yallop	NTC Member - Team Lead for DWCP Priority 3 (Governance)
5	Mr. Quintin Laroda	NTC Member
6	Mr. Daniel Thompson	President of the Union of Tertiary Educators of The Bahamas & Secretary General to the National Congress of Trade Unions of The Bahamas)
7	Mrs. Gelize Ferguson	Office Manager Ministry of Agriculture & Marine Resources
8	Mrs. Ingerlyn Caines, Mr. Lars Johansen, Mrs. Lesley-Ann Nelson, Mrs. Vera	ILO-DWT
9	Mrs. Cybele Burga	ILO-EVAL, Lima

POST-WORKSHOP INTERVIEW LIST

#	Name	Organization/ Stakeholder
1	Ms. Rochelle Newbold	Head of SDG Unit Office of the Prime Minister
2	Gina Thompson (Ms.)	Permanent Secretary Ministry of Labour & The Public Service
3	Peter Goudie	NTC Member - Team Lead for DWCP Priority 1 (Jobs & Skills)
4	Cypreanna Winters (contacted, but unavailable at that time to interview)	Bah. National Statistics Institute (BNSI) - Assistant Director
5	Robert Farquharson	Ministry of Labor – (former) Director of Labor
8	Yolantha Yallop	NTC Member - Team Lead for DWCP Priority 3 (Governance)
9	Ms. Cherita A. Symmonett	Chief Counsel Law Reform and Revision Commission Office of The Attorney-General and Ministry of Legal Affairs