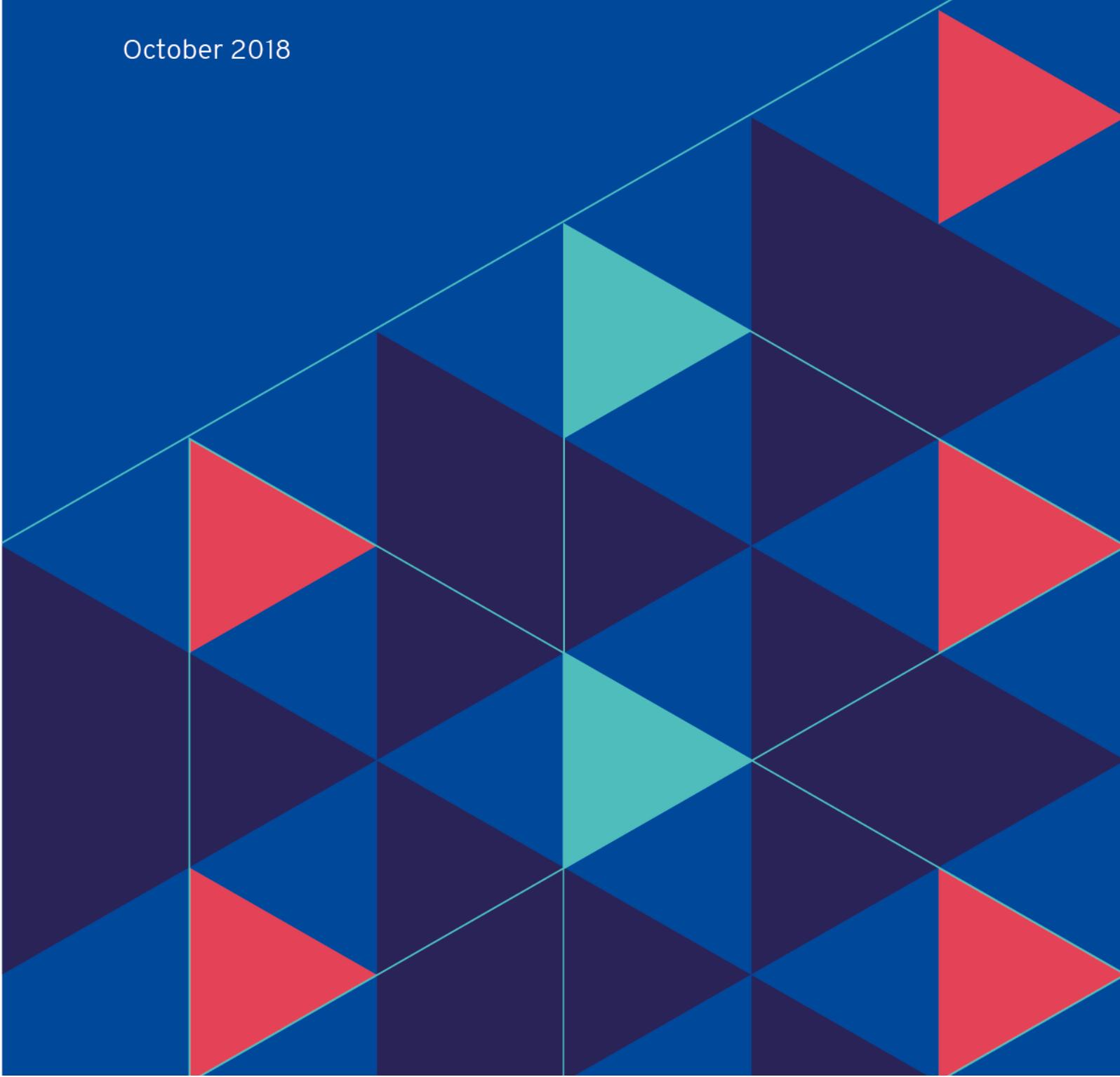




International  
Labour  
Organization

# ► Evaluability Assessment of ILO's Decent Work Country Programme in Suriname

October 2018





**International  
Labour  
Office**

# **A Diagnostic Instrument to assess future Decent Work Country Programme – Sustainable Development Goal evaluability**

## **Country Report for Suriname**

**Prepared for the International Labour Office<sup>1</sup>**

**October 2018**

---

<sup>1</sup> By Jerrol Renfurm - Individual Consultant contracted by ILO.

## ► Contents

<b>1 Introduction</b>	<b>4</b>
1.1 Purpose of the document	5
<b>2 Methodology and use of the Diagnostic Instrument</b>	<b>6</b>
2.1 Methodology for the pilot experience	6
2.2 Using findings from application of the Diagnostic Instrument in Suriname	7
<b>3 Assessment of Decent Work Country Programme-Sustainable Development Goal evaluability</b>	<b>9</b>
3.1 Introduction	9
3.2 The readiness assessment ‘dashboard’	9
3.3 Overview of findings (strengths and gaps/challenges) and proposed plan of action for Diagnostic Instrument Component 1	15
3.4 Proposed plan of action	16
<b>4 Assessment of National Monitoring and Evaluation System capacity and readiness for evaluating Sustainable Development Goals and items relevant to the Decent Work Agenda</b>	<b>18</b>
4.1 Introduction	18
4.2 The readiness assessment ‘dashboard’	18
4.3 Overview of findings (strengths and gaps/challenges) and proposed plan of action for Diagnostic Instrument Component 2	26
4.4 Proposed plan of action	27
<b>5 Assessing ILO Constituents’ capacity and capacity needs for effective involvement with country-level monitoring and evaluation of the Sustainable Development Goals</b>	<b>28</b>
5.1 Introduction	28
5.2 The readiness assessment ‘dashboard’	28
5.3 Overview of findings (strengths and gaps/challenges) and proposed plan of action for Diagnostic Instrument Component 3.	33
5.4 Proposed plan of action	34
<b>6 Process report: Action plan for the ILO to implement the Diagnostic Instrument</b>	<b>35</b>
6.1 Introduction	35
6.2 Actions for improving evaluability Decent Work Country Programme – Sustainable Development Goals	35
6.3 Monitoring and evaluation architecture	36
6.4 Framework of Suriname’s National Monitoring and Evaluation System	36
6.5 Capacity development needs of constituents	37
<b>7 Draft report: Suggestions for a revised Evaluability Diagnostic Instrument</b>	<b>39</b>
7.1 Introduction	39
7.2 Selection of the key actors	39
7.3 The questions	39
7.4 Use of acronyms	40
7.5 Categories of answers	40
7.6 Rating	40
7.7 Concepts and assumptions	40
7.8 General comments regarding Component 1	40
7.9 Specific comments on each dimension of Component 1	41

7.10	General comments regarding Component 2A and B	41
7.11	Specific comments regarding Component 2A and B	42
7.12	Specific comments regarding Component 2B	43
7.13	Specific comments regarding Component 3	43
7.14	Conclusions on implementation of the Evaluability Diagnostic Instrument	44

## ► 1 Introduction

Suriname continues to be in an economic crisis triggered by a significant commodity terms of trade shock and exacerbated by insufficient buffers and policy responses. The decline in international gold and oil prices and the cessation of alumina production resulted in large fiscal and current account deficits and the onset of a deep recession since 2015. During the boom, there was no institutional arrangement to save resources for future price corrections, and implementation of IMF advice on strengthening the policy framework was limited. Suriname has thus had a much sharper recession, steeper exchange rate depreciation, and larger rise in inflation and government debt than most commodity exporters. While recession is expected to ease somewhat in 2017, large levels of unemployment persists, especially among young persons. Productivity continue to be low and the country remain one of the lowest ranked in the World bank's Ease of Doing Business report. The development of SMEs will remain very important to Suriname and the correct enabling environment for SME development remain a critical necessity. Furthermore, issues in productivity remain a concern which must be continually tackled. There is also need for greater productive diversification to create jobs and enter new markets.

The Government of Suriname has devoted much time and resources desirous towards reform. This is mainly reflected by the integral role of cooperation in creating an enabling environment toward development, that is not only productive but also inclusive, just and sustainable. This forms an integral part of the National Development Plan (NDP) for Suriname 2017-2021 and is built on the foundation of the 2030 Sustainable Development Agenda and the United Nations Multi-country Sustainable Development Framework (UN MSDF). The four pillars of the NDP 2017-2021 are; Enhancing the development capacity, Economic growth and diversification, Social Development and Protection of the Environment. The Decent Work Agenda (DWA) has four pillars: Employment creation, Social Protection, Rights at work and Social dialogue, which on its turn are firmly rooted in the targets of many of the Sustainable Development Goals (SDGs).

The Planning Bureau in Suriname plays an instrumental political and technical role in the national planning process. A reform of the planning system was approved in 2017 and the process of formalizing the full planning structure is currently taking place and making progress. In this regard, inter-ministerial commitment to implement the Decent Work Country Programme (DWCP) will be linked to line ministries' annual budgets and become the responsibility of the Planning Units which are currently being installed in each Ministry in compliance with the Planning Act (1973). In this process, monitoring and evaluation of SDGs and the DWCP will be managed by the Planning Bureau. This institutionalization process will take some time, but is being built by the Planning Bureau, indicators for DW, as well as indicators for SGDs, will be forthcoming as the government will take the lead in this process. Furthermore, in 2018, the government of Suriname, together with its partners requested support from the ILO to develop a second Decent Work Country Programme (DWCP). The first DWCP covered the period of 2014-2016. The second DWCP would best come to fruition if it becomes a Nationally Owned document by incorporating or adding to the NDP 2017-2021. To further the development of the second DWCP it should also incorporate the Sustainable Development Goals (SDG'S) which are laid down in the United Nations MSDF for Caribbean Countries , which also runs for the period of 2017-2021. This harmonization would then align Suriname's National development Plan and its three dimensions of the SDGs: economic, social and environmental altogether in de second DCWP of Suriname. Stakeholders have favourably received the Office's proposal to pilot an Evaluability Diagnostic Instrument during the design phase of the DWCP process.

To get to this point, the ILO Evaluation Office (ILO EVAL) has developed an Evaluability Diagnostic Instrument to assess the ‘readiness’ and most importantly, the needs and gaps of the ILO Offices. This Diagnostic Instrument (DI) has been developed to provide guidance and support to International Labour Office (ILO) officials for the evaluability of SDG integration in Decent Work Country Programs (DWCP) at a country level”<sup>2</sup>.

As part of preparing Decent Work Country Programmes (DWCPs), the ILO requires a country diagnosis on the progress and situation of critical areas related to Decent Work. The 2016 practical Guidebook for DWCPs already emphasizes the necessity for country diagnoses to cover the analysis of decent work indicators, which at a minimum need to include those related to the SDGs for which the ILO has the global monitoring and reporting responsibility. The ILO has also been called upon to reflect on the ways to address the challenges of availability of data and necessary capacities at the country level.

In furthering the above aims, ILO EVAL initiated a set of activities to design a DI to review, how DWCPs can be designed in partnership with our constituents in a manner that illustrates clearly their contribution to the SDGs and enhances their evaluability. The DI was also conceived to capture the country-level monitoring and evaluation (M&E) readiness to implement, monitor and evaluate the SDGs and the constituents’ capacity needs and gaps on SDG-related monitoring and evaluation. This ties well in with recognition at the highest levels in the ILO of the important link between evaluation and the SDGs.

## 1.1 Purpose of the document

This document provides the results of the pilot in Suriname over the on-site period of August and October 2018. The document provides country-level intelligence as it pertains to the three components of the DI that were tested, namely:

1. Assessing DWCP-SDG evaluability;
2. Assessing National Monitoring and Evaluation System (NMES) capacity and readiness for evaluating SDGs and items relevant to the DWA; and
3. Assessing ILO constituents’ capacity and capacity needs for effective involvement with country-level monitoring and evaluation of the SDGs.

In each case, this document reports on the findings of the pilot exercise, showing both strengths and gaps-challenges observed, and provides a proposed plan of action for follow-up by the Country Office. Finally, the document highlights some lessons from the pilot experience and identifies some adjustments being considered for the DI in going forward.

---

<sup>2</sup> Diagnostic Instrument and Process to Assess Future DWCP-SDG Evaluability. ILO, Annex 1, Page 4, February 2018

## ► 2 Methodology and use of the Diagnostic Instrument

### 2.1 Methodology for the pilot experience

The pilot experience needed to take account of three known and prior identified on-site realities that would impact the way the pilot was conducted:

1. The process of design and development of the DWCP, started simultaneous with the piloting of the Evaluability Diagnostic Instrument in Suriname and therefore Component 1 of the DI served as both an assessment tool of work undertaken so far (preparatory work) as well as a 'guidance instrument' as part of a DWCP-under-development process.
2. Both the development process of the DWCP and the piloting of the DI started just before the vacation period in Suriname, meaning that for the DI it was at times difficult to consult the right persons, because of their availability during the proposed time for interviews.
3. For pilot testing Components (1 and 3) of the DI, the consultant needed to travel to Port of Spain, Trinidad and Tobago, where the ILO DWT/CO–Port-of-Spain officials are based to be interviewed. Which was conducted at almost the end of the TOR.

Through the assistance of ILO DWT/CO–Port-of-Spain, Trinidad and Tobago and ILO EVAL in Lima, Peru, the consultant was able to meet with a broad array of officials. Some 10 in Port of Spain, Trinidad and Tobago, and 3 in Geneva, Switzerland via Skype. In addition, the consultant organized or had access to Virtual meetings with officials for information gathering pertinent to the DI. These are identified in Table 1 below.

<b>Table 1</b>	
<b>Number of officials consulted during pilot testof the Diagnostic Instrument</b>	
	No. of Officials
ILO DWT/CO–Port-of-Spain	10
ILO-HQ-Geneva	2
ILO-Lima	1
UN County Team in Suriname	2
ILO Constituents – Ministry of Labour	3
ILO Constituents – Employers	2
ILO Constituents – Unions	3
Government Ministries	8
Parliamentarian	1
Other:	
Honorary Chairman Maroon Women Network	1
Association of Economists in Suriname	1
Social and Economic Council	1
Academia	1

Total Individuals Interviewed	36
Other Fora for Information Gathering	
National Brain Storming Session 7 September 2018	
DWCP Stakeholder Consultation	
Group and individual session with ILO DWT/CO–Port-of-Spain officials re Component 1,3 of the DI	

The methodology also included an extensive document review, both prior to and during the pilot testing, as well as Virtual discussions through Skype with ILO EVAL, Lima and ILO Decent Work Team and Office for the Caribbean (ILO DWT/CO–Port-of-Spain) on expectations and outcomes, the way forward and debriefing.

In accordance with ILO travel rules<sup>3</sup>, consultants travelling to conduct official business on behalf of the Office are expected to complete the UNDSS online security training course “Basic Security in the Field Version II (BSITF) and the companion course “Advanced Security in the Field” (ASITF)”, which was also fulfilled by the consultant.

## 2.2 Using findings from application of the Diagnostic Instrument in Suriname

All three components of the DI are intended to be tools for ‘learning’, as opposed to checklists for ‘accountability’. Each component of the DI is defined by dimensions of ‘readiness’ and, within each of these factors, is a set of key considerations to be used in assessing ‘readiness’. The considerations are given in the form of questions that were posed to relevant stakeholders during consultation as part of the administration of the Instrument in Suriname. The dimensions of readiness and key considerations have been drawn from international good practices and expected behaviour regarding each of the broad areas. Application of the DI thus has resulted in an assessment of the current situation in Suriname against each of the factors considered to be ‘good practice’ – identifying areas of alignment or capacity gaps.

In using the findings from each of the three components piloted for the DI in Suriname, the following served as a template format for reporting on the country assessment.

- A rated assessment of each ‘Readiness Dimension’ relevant to the particular DI Component, followed by an identification for each specific area for follow-up action to be taken; and
- An overview and a narrative of findings for the full Component as per: strengths, gaps or challenges, and a proposed action plan identifying possible ‘next steps’ that the ILO DWT/CO–Port-of-Spain might take to address the gaps identified.

Findings are shown in ‘dashboard’ format for each of the broad ‘readiness’ dimensions of the DI. The colour coding for the four-point ‘readiness assessment’ rating scale is as shown in Table 2<sup>4</sup>.

<sup>3</sup> IGDS Number 437 version 3

<sup>4</sup> Diagnostic Instrument and Process to Assess Future DWCP-SDG Evaluability. ILO, Annex 1, Page 23, February 2018

<b>Table 2 Rating Scale for Diagnostic Instrument</b>	
Rating Level	Code
None/Low/Poor	1
Low, but some initiatives / emerging	2
Moderate	3
Strong	4

The complete dashboard for each Component of the DI - i.e. (1), (2) and (3) -is shown in Box 1, 2 and 3 respectively below.

Note that, due to uncertainty, some 'readiness' dimensions are showing two colours – in all cases where this occurs, the uncertainty lies between a '2' and a '3' in rating the level of 'readiness'.

## ▶ 3 Assessment of Decent Work Country Programme-Sustainable Development Goal evaluability

### 3.1 Introduction

As mentioned above, the second DWCP for Suriname would best come to fruition if it becomes a Nationally Owned document by incorporating or adding to the NDP 2017-2021. To further the development of the second DWCP, it should also incorporate the Sustainable Development Goals (SDG'S) which are laid down in the United Nations MSDF for Caribbean Countries, which also runs for the period of 2017-2021. This harmonization would then align Suriname's National development Plan and its three dimensions of the SDGs: economic, social and environmental altogether in the second DCWP of Suriname. Stakeholders have favourably received the Office's proposal to pilot an Evaluability Diagnostic Instrument during the design phase of the DWCP process. The results of this Diagnostic Instrument are shown in the readiness assessment "dashboard for each of the three components of the instrument.

The DWCP will be distilled from this framework and become an activator that is both derived from and leads to policy. It will be owned by the tripartite partners and consist of strong advocacy as well as the key strategies and actions which will drive sustainable development through the DWA during the period: 2019 - 2021 (aligned with the timeline of the UN MSDF and NDP). The Programme will be developed by a tripartite working group through a consultative process. It will be endorsed by the Council of Ministers through the Minister of Labour in addition to the Planning Coordination Committee (PCC) which has responsibility for operationalizing the NDP. The finalized Programme document will be signed by the tripartite partners and the ILO.

### 3.2 The readiness assessment 'dashboard'

As shown in Box 1 below, Component 1 of the DI identifies seven dimensions of 'readiness' with regard to assessing DWCP-SDG evaluability.

<b>Box 1</b> <b>Diagnostic Instrument Component 1. A rated assessment of Decent Work Country Programme – Sustainable Development Goal evaluability by dimensions of 'readiness'</b>		
Readiness dimension	Country assessment	Follow-up plan of action
<p><b>1. Understanding and awareness of process for linking SDG goals and targets into DWCP development</b></p>	<ul style="list-style-type: none"> <li>- While there is an understanding in broad terms of the linking of SDGs to the DWA of the ILO, the details at an operational level are much less clear. For this reason, readiness dimension (1) lies somewhere between a '2' and a '3'.</li> <li>- The idea is that the DWCP is the main tool. There is no real clarity on how to link this. The Guidebook provides all the information but how to make the link is the challenge. The guidebook does not explain how.</li> <li>- Between ILO constituents in Suriname there is a gap of knowledge, some understand the process while others are unaware.</li> </ul>	<ul style="list-style-type: none"> <li>- More attention needs to be given by ILO HQ to develop and communicate more guidance beyond general and broad direction about the importance of the SDGs to ILO operations at a country level.</li> <li>- Even though, there has been communication on the linkage and that it was very prominent in the training programs it is still not clear. This should be improved.</li> <li>- As needed, ILO Regional Office-Latin America and the Caribbean (ILO RO) to consult ILO HQ for specific guidance on how to link SDGs into DWCP development process</li> <li>- As needed, ILO HQ to develop and communicate guidance about appropriate process for linking SDGs into DWCP development.</li> </ul>
<p><b>2. Understanding and awareness of approach for developing a TOC for a DWCP that incorporates SDG goals and targets</b></p>	<ul style="list-style-type: none"> <li>- There is general clarity at global level on SDG targets. As mentioned above, understanding and awareness of the specific approach that ILO DWT/CO-Port-of-Spain should use in developing a Theory of Change (TOC) for a DWCP that also reflects the inclusion of relevant SDG goals and targets was not clear. It seems that POS CO is aware of the need for a TOC. But, there is also a gap between knowledge and awareness between ILO</li> </ul>	<ul style="list-style-type: none"> <li>- A practical approach that can be used in a country context is needed. Component 1 of the DI can offer <b>ILO DWT/CO-Port-of-Spain</b> some useful questions to guide the process for taking account of SDGs in the TOC development of a new DWCP. Yet, a better guide is the annex 4, the 15 steps to build a TOC.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to consult ILO RO for guidance on linking SDGs</li> </ul>

	<p>Constituents in Suriname. Thus, readiness dimension (2) is rated between a '2' and a '3'.</p> <ul style="list-style-type: none"> <li>- The DWCP Guidance regarding TOC makes no reference to aligning SDG goals/targets with DWCP outcomes; i.e. systematically making efforts to link the SDGs with the DWA in the country context. ILO HQ is still receiving information on the Guidebook.</li> <li>- ILO DWT/CO-Port-of-Spain sees development of a TOC as an opportunity to make a change for the DWCP assessment.</li> </ul>	<p>into the TOC process for developing a DWCP. This guidance on linking DWCP-SDGs should be reflected in the Guidebook and also in the QAM</p> <ul style="list-style-type: none"> <li>- As needed, ILO HQ to develop and communicate technical guidance on linking SDGs into the TOC. This should include a plan for training in planning and implementation of projects based on results.</li> </ul>
<div style="border: 2px solid black; border-radius: 15px; background-color: #FFD700; padding: 10px; text-align: center;"> <p><b>3. Process used for developing the DWCP</b></p> </div>	<ul style="list-style-type: none"> <li>- The visioning and harmonization exercise in arriving at strategic goals for the DWCP used the 2030 frame of reference and addressed SDG evaluability. The SDGs are not incorporated in the National Development Program 2017-2021. The idea exist that the development of the DWCP will link into that document and seems feasible and realistic. The DWCP strives for that level of ambition. It is therefore important that the lead institution Suriname, (Planning Bureau) really focuses on M&amp;E of the SDGs.</li> <li>- ILO DWT/CO-Port-of-Spain looks at all the SDGs not only SDG '8', that level of thinking is done. But a deeper analysis is necessary.</li> <li>- References are made to the CPOs for Suriname, which are linked to the SDGs, but no measurement of success. Thus, the readiness dimension (3) is rated between '2' and '3'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> must translate the DWCP goals into operational terms, therefore assistance and guidance is needed for <b>ILO RO</b> and <b>ILO HQ</b>. Once done, Component 1 of the DI can usefully guide in outlining key steps in developing the more detailed/refined DWCP that links to the SDGs.</li> <li>- <b>ILO HQ</b> needs to provide more clarity around the appropriate way that SDG goals and targets get considered for inclusion in a new DWCP.</li> </ul>

<p style="text-align: center;"><b>4. Adequacy of the TOC detailed for the DWCP</b></p>	<ul style="list-style-type: none"> <li>- There is a good general knowledge within ILO DWT/CO–Port-of-Spain on the TOC. Even though this is not reflected in the CPOs and they are not drafted using a TOC. The second DWCP in Suriname will try to incorporate a TOC but it is still under development.</li> <li>- While there is some understanding at the ILO constituents on detailing of a TOC for the DWCP, there is still a gap in knowledge of how it will change activities for the beneficiaries. The POS Officials have also not been trained in developing a new TOC. That is up for HQ to deliver. Some constituents are aware while for others it is totally new. Hence the readiness dimension (4) falls somewhere between '2' and '3'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO–Port-of-Spain</b> to seek support of Regional Evaluation Officer for logic model and TOC development.</li> <li>- <b>ILO DWT/CO–Port-of-Spain</b> needs to provide more consultation to lead the TOC development exercise. As such, training/workshops for <b>ILO DWT/CO–Port-of-Spain</b> on process for linking SDFGs into the process for developing DWCP</li> <li>- UNCT also lacks the vision to identify potential areas of SDG impact on the new DWCP.</li> <li>- There needs to be more awareness on the TOC development exercise.</li> </ul>
<p style="text-align: center;"><b>5. Performance Measurement Framework</b></p>	<ul style="list-style-type: none"> <li>- ILO DWT/CO–Port-of-Spain works with the CPOs for Suriname and the Regional CPOs. The indicators are linked to the program and budget. These indicators could be quite general in measuring the contribution of ILO work at country level to assess SDGs. It was difficult to assess this question since the draft DWCP is not yet available, so the ILO DWT/CO–Port-of-Spain could not yet consider indicators, outputs, TOC etc. in relation to the SDGs.</li> <li>- The readiness dimension (5) is '2'.</li> <li>- Constituents indicated that measurement and indicators are a problem.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO–Port-of-Spain</b> to review existing guidelines on DWCP development; ILO PROGRAM training and guidance materials on TOC, RBM; ILO EVAL guidance notes and think pieces on evaluability, M&amp;E and RBM.</li> <li>- <b>ILO DWT/CO–Port-of-Spain</b> to consult with ILO RO (Regional Evaluation Officer) – seek to ensure that both qualitative and quantitative indicators are being identified as measures of performance and can address SDG reporting.</li> <li>- If <b>ILO DWT/CO–Port-of-Spain</b> has hired a technical specialist for TOC development, PMF would be derived through TOC exercise.</li> <li>- Post development of the full DWCP, CO should use Dimension # 5 as a checklist to identify where gaps may lie in terms of clarity, relevance and completeness of the PMF to both DWCP and SDG measurement and reporting.</li> </ul>

<p style="text-align: center;"><b>6. M&amp;E Strategy and Plan for the DWCP and SDGs</b></p>	<ul style="list-style-type: none"> <li>- ILO DWT/CO–Port-of-Spain works with CPOs. It has been quite difficult to assess the DWCP-SDG M&amp;E Plan, since it does not exist yet. However the points under give an indication of the challenges to develop an M&amp;E Plan for the DWCP.</li> <li>- There is no immediate M&amp;E plan for reporting on SDGs.</li> <li>- Even though there is ‘some’ data, nationally data collection is a problem. There is no indication how to measure SDGs yet. This is not being dealt with at all. There is a big role for the ILO and the UNCT here, as then can use ‘good practices’ examples for M&amp;E.. National Statistical Agency looks at the facts, no interpretation of data. Labour force data is primary data. No M&amp;E Plan, no PMS and lack of financial resources.</li> <li>- Yet, nationally, the Planning Bureau is planning to incorporate the SDGs to be monitored and evaluated by each ministry.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO–Port-of-Spain</b> needs to work on M&amp;E planning &amp; implementation regarding the current DWCP. Dimension ‘6’ is a useful guide to developing an M&amp;E strategy and plan for the current DWCP.</li> <li>- <b>ILO DWT/CO–Port-of-Spain</b> should use it post development of the full DWCP as a checklist to identify gaps regarding knowledge, understanding or implementation of the M&amp;E strategy and plan for the current DWCP.</li> <li>- <b>ILO DWT/CO–Port-of-Spain</b> needs to address problem with current RBM system where measurement &amp; reporting on aspects of DWCP are overlooked. This would assist national efforts towards M&amp;E.</li> <li>- <b>ILO DWT/CO–Port-of-Spain</b> to consult with UNCT regarding M&amp;E strategies and plans of other agencies that may implicate DW-SDGs.</li> </ul>
<p style="text-align: center;"><b>7. Reporting on DWCP and SDG progress and performance</b></p>	<ul style="list-style-type: none"> <li>- The reporting on the DWCP will depend on ILO constituents. The CPOs are the building blocks of ILO programming. The reporting of ILO contribution should been seen as operational through the commitments of ILO in the MSDF. It’s more difficult to measure only ILO contribution to the SDGs.</li> <li>- The SDGs should have their own reporting system. It is beyond the ILO. Just like the voluntary reports. Reporting on SDG is for the country itself in the Voluntary report. Beyond ad hoc reporting on indicators, the broader role</li> </ul>	<ul style="list-style-type: none"> <li>- ILO HQ needs to develop and communicate guidance beyond general and broad direction about SDG-related reporting to serve both global and country needs.</li> <li>- Dimension # 7 is a useful guide for the <b>ILO DWT/CO–Port-of-Spain</b> in identifying questions that need to be addressed at all levels of the ILO.</li> <li>- ILO HQ also needs to address the alignment of RBM system reporting with DWCP reporting.</li> <li>- ILO EVAL to consult with the United Nations Evaluation Group (UNEG)</li> </ul>

	<p>of ILO DWT/CO–Port-of-Spain on SDG reporting is not well understood, ILO DWT/CO–Port-of-Spain.</p> <ul style="list-style-type: none"> <li>- Beyond the general knowledge of global reporting on SDG indicators and the potential for voluntary reporting from countries, there is a lack of clarity on the specifics of what may amount to SDG-related reporting required at the country level. In addition, there is a fundamental disconnect between the ILO reporting system on DWCP and SDG reporting.</li> </ul>	<p>partners on UN approach to measuring/reporting on agency contribution to SDGs.</p> <ul style="list-style-type: none"> <li>- <b>ILO DWT/CO–Port-of-Spain</b> to review ILO guidelines on DWCP development, UN guidelines on reporting (UNDG, 2017a)</li> </ul>
--	--	--

### 3.3 Overview of findings (strengths and gaps/challenges) and proposed plan of action for Diagnostic Instrument Component 1

#### Summary of findings: Strengths

Suriname is embarking on a new national system for monitoring and evaluating its own policies and programmes as formulated in the National Development Plan 2017-2021. The development of the second DWCP for Suriname is crucial as it offers the possibility of incorporating relevant SDG goals and targets and linking them to the M&E and reporting of the new system. This of course demands doing some things differently in order to reflect on where and how the SDGs may be implicated in the DWCP. Given that *decent work* consists of four pillars: labour rights; standards at work; job creation, and social protection, social dialogue from high level to micro level is needed. It is believed that we should be guided by these four pillars and should pay attention to the inclusion of the SDGs. Ministry of Labour and the Minister, are in favour of a second Decent Work Country Programme, because the first country programme has made progress in terms of capacity building and concrete outputs. The ILO DWT/CO–Port-of-Spain Director pointed out that besides the outcome of the EDI it needs to be reflective of the realities in Suriname.

Some key points include:

- New process being launched to develop DWCP that engages all constituents, individually and collectively. Harmonization helps ensure agreement on strategic goals being identified for the new DWCP. As indicated during the National Brain Storming Session 7 September 2018, in Suriname, new friendship were cemented during the first DWCP and more understanding of the concerns among the constituents.
- High-level goals for DWCP have been identified. Discussions among the tripartite members on a possible link between the SDGs, the National Development plan 2017-2021, the UNMSDF and the DWA took place. The second DWCP will try to reach that level of ambition.
- Very positive feedback from all three constituents as to the development process for the second DWCP and awareness and understanding of the language and idea that the SDGs should be linked thereto.
- ILO DWT/CO–Port-of-Spain Director has expressed that the new DWCP under development also incorporates a systematic approach to addressing where and how SDG goals and targets link to the business of the ILO and the realities on the ground in Suriname. Under the first DWCP new national labour laws were approved by the parliament.

#### Summary of findings: Gaps-challenges

While there has been broad direction from ILO HQ on the need to address the implementation of the SDGs into the business of the ILO, there has been limited information on how this should be taken into account in the process of developing a new DWCP.

This could result in danger that the newly developed DWCP will face similar challenges to future monitoring and evaluation as previous country programmes. In addition, the full implications of the SDGs may not get reflected in the process used to develop the new DWCP. In particular, key challenges faced by the ILO

DWT/CO–Port-of-Spain as it moves beyond strategic goals to develop its new DWCP include:

- Carrying out the next step in the DWCP development process; i.e. refining the strategic goals into operational terms, and, in the process, addressing the key questions: What are the activities that the ILO DWT/CO–Port-of-Spain will undertake, what are the expected outputs of this activity and over the period of the four-year DWCP, the range of expected outcomes intended to flow to help move towards the higher-level goal?
- A major challenge is a longstanding issue in the ILO in general – how to articulate a programme using a TOC that provides clarity in describing programme activities that link to outputs and intended outcomes.
- The ILO has indicators, programmes and measurements that follow a logical model, like the indicators of the Program & Budget 2018-2019 and indicators used for the CPOs.. Do all the programs of the ILO DWT/CO–Port-of-Spain have to fit in the new TOC?
- Deriving indicators for the expected results (outputs and outcomes) and a feasible plan for monitoring and evaluation - including an identification of data sources and assignment of responsibility for monitoring, evaluating and reporting over the life of the DWCP. The previous DCWP did not have an M&E mechanism. The DWCP implementation commission in Suriname did make a final report in 2017, but a regular M&E structure was not in place.
- The added challenge(s) of the SDGs pertain to the practical realities of integrating and operationalizing the SDGs into the business of the DWCP. This seems to be the case in the discussion on how to do this, as the Guidebook does not tell how to do this.
- Clarifying which SDG goals and targets might be linked to the DWCP, including where and how they might impact the process. Even though, the National Development Plan (NDP) for Suriname 2017-2021 is built on the foundation of the 2030 Sustainable Development Agenda and the United Nations Multi-country Sustainable Development Framework (MSDF), the exercise of mapping the SDGs nationally and by Ministry, must still be undertaken by the Government in this case the Planning Bureau.
- Clarifying whether or not other UN agencies or international partners might now be implicated in the attainment of DWCP outcomes and the DWA related policies as a result of the broadening scope of the SDGs.
- Clarifying whether or not other government ministries or agencies (in addition to the traditional role of the Ministry of Labour (MOL), like the Planning Bureau) might be implicated in the attainment of DWCP outcomes as a result of the alignment of the SDGs with the country's national development plan.
- Clarifying expectations about the nature and level of SDG reporting expected of the ILO DWT/CO–Port-of-Spain, including ways to ensure a 'user friendly' approach to full DWCP performance measurement and reporting.

### 3.4 Proposed plan of action

It is proposed that the ILO DWT/CO–Port-of-Spain undertake a systematic approach to developing a TOC that also addresses where and how SDG goals and targets may be implicated with the new DWCP being developed. This ought to be forward-looking, with a time-horizon to 2030, but with development of the 4-year DWCP within that frame of reference. For the ILO DWT/CO–Port-of-Spain this will be a new process for developing a DWCP and therefore, it should be treated as a 'learning experience' by both the ILO DWT/CO–Port-of-Spain and ILO HQ. As such, it is recommended that ILO HQ and ILO EVAL support this exercise, for example, through participation in the TOC development process. While this exercise is being undertaken,

it also needs to be brought to the attention of ILO HQ that more clarity is needed around the appropriate way that SDG goals and targets get considered for inclusion in a new DWCP.

The proposed steps for the ILO DWT/CO–Port-of-Spain to follow include:

- Seek clarity from ILO HQ and ILO EVAL on corporate expectations regarding the linking of specific SDG goals and targets (beyond simply SDG goal #8) with the DWA of the ILO.
- Seek clarity from ILO HQ and ILO EVAL on corporate expectations regarding ILO DWT/CO–Port-of-Spain role in SDG indicator development, measurement and reporting (beyond simply SDG goal #8) for those SDG indicators where ILO is a ‘custodian’ agency.
- Use internal information/knowledge (from ILO EVAL and ILO HQ) to try to establish (ideally in advance of the TOC development exercise) the likelihood of other UN agencies or international partners potentially being implicated in DW areas as a result of the SDGs. Alternatively, ILO being involved in non-traditional areas of work as a result of the SDGs.
- Note that development of the TOC may need to go through one or two rounds of vetting.
- With a drafted DWCP, use the DI Component 1 as a lens to assess DWCP-SDG evaluability, identifying those areas where there are gaps or remaining challenges. These can potentially serve as areas where the ILO DWT/CO–Port-of-Spain would benefit from research.
- Ensure that appropriate communication is established and maintained with parties relevant to data development and monitoring of ILO-relevant (DWA and related SDG) indicators – for example, the Planning Bureau in Suriname. This could potentially involve establishing new relationships with certain government departments or ministries, many of which may have a closer relationship with the SDG implementation plan than the traditional public sector constituent.
- Document the process used and lessons learned in developing the DWCP/SDG aligned country programme and relay to both ILO HQ and ILO EVAL for their information, since this is a learning process for all parts of the ILO.
- Ensure to address the issue of lack of clarity/need for more direction regarding guidelines and expected procedures for integrating SDG goals and targets into ILO operations at field level, including DWCPs.
- Finally, seek clarity from ILO HQ and ILO EVAL on expectations for SDG reporting, including ILO contribution to SDG progress and performance at the country level. In this regard, seek resolution of the apparent disconnect between RBM system reporting and comprehensive reporting on the DWCP.

## ► 4 Assessment of National Monitoring and Evaluation System capacity and readiness for evaluating Sustainable Development Goals and items relevant to the Decent Work Agenda

### 4.1 Introduction

In 2017, Suriname started an institutional reform regarding the country's planning. This initiative is mainly driven by the Planning Bureau. The reform of the planning system was approved and the process of formalizing (through Law) the full planning structure is currently taken place while the Evaluability Diagnostic Instrument and the second DWCP are being drafted. The Planning Act (1973) requires that that all activities of the government should be included in the national budget. In this regard, inter-ministerial commitment to implement the DWCP will be linked to line ministries annual budget, as well as the planning unit within each ministry. Each Planning Unit, within each Ministry will report directly to the Planning Bureau. A Planning Coordination Committee (PCC) composed of the Permanent Secretaries of each Ministries, the social-economic Council as well as the General Bureau of statistics will review the Budgets of the Ministries. The PCC and a Planning Council have also already been installed according to the Planning Act (1973). This entire roll out of Planning Units across government ministries corresponds to the National Development Plan 2017-2021 in Suriname. Indications point out that the Planning Bureau will be responsible for all M&E and reporting in the future. Each Ministerial planning unit already has a allocated budget for operational costs.

This process has been politically driven to work towards a structured M&E system in Suriname. Among the institutions which require critical capacity support is the General Bureau of Statistics. The ILO began work in 2017 to develop a labour market and poverty model. The need for strong labour market information system and labour force survey have emerged from tripartite discussions. The country has developed a National Strategy for the development of Statistics in 2015. It was never implemented and needs to be updated to include the SDGs. The ILO could support this in its own strategy towards the collection of labour force data. While this process is ongoing, nationally there is still some unclarity on which institute will take the lead on SDG M&E and reporting, as we will see in the outcomes of the following assessment.

### 4.2 The readiness assessment 'dashboard'

As shown in Box 2 below, Component 2 of the DI is separated into two parts:

- Part 2A, current capacity of the country NMES and its linkage to SDG goals and targets; and
- Part 2B, current capacity of NMES to adequately address items of the DWA. Part 2A and Part 2B both identify 7 dimensions of 'readiness' with regard to assessing the extent that the SDGs are or will be linked to the country's NMES and will be evaluated.

<b>Box 2A</b> <b>Diagnostic Instrument Component 2. Rated assessment of current capacity of the country National Monitoring and Evaluation System and its linkage to Sustainable Development Goals and targets by dimensions of ‘readiness’</b>		
Readiness dimension	Country assessment	Follow-up plan of action
<p><b>1. Infrastructure to support both the demand and supply of M&amp;E information</b></p>	<ul style="list-style-type: none"> <li>- The country has a formal M&amp;E policy. This has been set up since 2017. The Planning Bureau holds this oversight.</li> <li>- Each Ministry is currently equipped with a plan unit. Senior and political leadership is involved. The vice President is Chairman. A Plan Coordination Committee (PCC) has been installed with all major stakeholders and institutions. M&amp;E is not yet standardized but this will evolve within a year.</li> <li>- Not all ILO constituents in Suriname are aware of the process that is taking place.</li> <li>- RBM training provided by the Caribbean Development Bank will commence on 15 October 2018 for more than 100 officials of the Ministerial plan units.</li> <li>- Because of the preliminary phase of M&amp;E readiness dimension ‘1’ is rated a ‘3’</li> </ul>	<ul style="list-style-type: none"> <li>- More attention needs to be given by <b>ILO DWT/CO-Port-of-Spain</b> to the development process of M&amp;E in Suriname to develop and communicate more guidance on best practices and the direction and linkages about the importance of M&amp;E and reporting of the SDGs.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> should work towards helping build evaluation capacity, including a culture of evaluation, within MOL, but as part of a broader UNMSDF initiative to support evaluation capacity building across government ministries, to help ensure the systematic evaluation of SDG goals and targets.</li> <li>- ILO EVAL, through its UNEG network, determine an appropriate level of support for needed evaluation/M&amp;E capacity building in the country.</li> </ul>
<p><b>2. Institutional readiness to carry out M&amp;E</b></p>	<ul style="list-style-type: none"> <li>- As mentioned above, all ministries have dedicated M&amp;E units.</li> <li>- Monitoring, evaluation and reporting will be carried out by the Planning Bureau through the ministerial plan units.</li> <li>- Financial resources have been allocated to each planning unit, yet might resources always pose a risk.</li> <li>- Even though the ministerial planning units have been staffed, human resources still remain a risk as these well educated persons might ben pulled out by other job opportunities.</li> <li>- Thus, readiness dimension (2) is rated a ‘3’.</li> </ul>	<ul style="list-style-type: none"> <li>- A practical approach to support this process in the country is needed. ILO DWT/CO-Port-of-Spain can benefit by the process of M&amp;E in Suriname with financial support and continuous training on M&amp;E. Component 2A of the DI can offer <b>ILO DWT/CO-Port-of-Spain</b> some useful questions to guide the process for taking account of M&amp;E for the SDGs of a new DWCP.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to ensure that ministry responsible for national M&amp;E is engaged with any country level M&amp;E initiatives, in addition to potentially other international partners.</li> </ul>

<p style="text-align: center;"><b>3. Country human resource capacity to supply M&amp;E information</b></p>	<ul style="list-style-type: none"> <li>- As stated above each ministry will have their plan unit and also centrally at the Planning Bureau. Yet, there is no sufficient capacity of evaluators in the government. Therefore training will be provided. This will be provided through the budget and also by seeking support by international institutions. An assessment of how much is needed still has to be undertaken. There is no active professional network to promote/support M&amp;E training and support.</li> <li>- Training is needed on a continuous basis. It is therefore important that the lead institution in Suriname really focuses on M&amp;E of the SDGs. Thus, the readiness dimension (3) is rated a '3'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> must use this national process to assist Suriname to set up a strong and active professional network for M&amp;E purposes</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> can use its vast array of international institution to provide targeted support for training on M&amp;E.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work with ILO RO and ILO EVAL to gain an appreciation for monitoring and evaluation capacity in the region – possible sources for country level M&amp;E support in short term; i.e. academic based; research institutes; private consultants.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> working with UNCT colleagues, to consult with regional Centers for Learning on Evaluation and Results (CLEAR) center on possible human resource capacity building initiatives.</li> <li>- <b>ILO EVAL</b> working with UNEG colleagues, to provide country level support for evaluation capacity building.</li> </ul>
<p style="text-align: center;"><b>4. Data and statistical readiness</b></p>	<ul style="list-style-type: none"> <li>- The general bureau of statistics (ABS) collects data in Suriname. They are not always financially well resourced. The ABS get financed by Ministry of Finance.</li> <li>- The country has developed a National Strategy for the development of Statistics in 2015. It was never implemented and needs to be updated to include the SDGs. Yet, qualitative information is not gathered, but is part of the strategy that was never implemented by the Council of Ministers. The ABS has publications on a regular basis. Data produced is internationally accepted.</li> <li>- Hence the readiness dimension (4) is rated a '3' .</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> can assist in the development of qualitative and quantitative data.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> can support the process of moving forward the national statistical strategy of the ABS as part of the new M&amp;E process in Suriname.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to engage with its UNCT colleagues to address issues with data development, particularly at sub-national levels. This could be incorporated into the UNMSDF and serve to put focus on the ability to measure and report on SDG horizontal issues of decent work, equity and gender inequality in the country.</li> </ul>

<p><b>5. Capacity and readiness to use M&amp;E information</b></p>	<ul style="list-style-type: none"> <li>- ILO Constituents indicated that measurement and key government indicators are a problem because there are no indicators, but that are efforts that this will improve. This dimension depends on how the new M&amp;E process will work and how the plan units work in collaboration with the national statistical agency.</li> <li>- The readiness dimension (5) is somewhere between '2' and '3'</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to advocate with national officials on the use of M&amp;E information in support of SDG implementation.</li> <li>- Building capacity to demand and use evaluation requires an understanding of the various ways evaluation information can be used, as well as the mechanisms in place to institutionalize the use of evaluation information. CO to work with UNCT to build this into the MSDF strategy.</li> <li>- Support to the Planning Bureau is vital for the success of this dimension.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to consult with ILO RO and ILO EVAL to seek examples of other countries reflective of good practices in building capacity to use M&amp;E information as a normal course of doing business in government.</li> </ul>
<p><b>6. Clarity around SDG M&amp;E and reporting, and M&amp;E link to NMES</b></p>	<ul style="list-style-type: none"> <li>- The National Development Plan 2017-2021 serves as the formal plan. Yet, it was indicated that constituents are unaware who will be the lead institute on SDG M&amp;E. This will most likely be the Planning Bureau through the plan units of the ministries.</li> <li>- No SDG Coordinating Committee.</li> <li>- The drivers for demand on reporting are currently the UN agencies.</li> <li>- Yet, there will be positive changes coming from the Planning Bureau to change as this process is ongoing.</li> <li>- Because of the lack of information readiness dimension 6 is rated a '2'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> needs to work on M&amp;E planning &amp; implementation and reporting of SDGs. A lead institute needs to be identified.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> needs to address this problem with current RBM system in Suriname where measurement &amp; reporting on SDGs can be improved. This would assist national efforts towards M&amp;E and the DWA.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> needs to engage with the Planning Bureau, the government policy centre for M&amp;E, to advocate for building the needed capacity for ongoing monitoring and evaluation of DW items. Moreover, 'use' of M&amp;E information in support of SDG implementation needs more consideration, beyond simply 'reporting'. It needs to be "culture".</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> and ILO RO to review international briefings on evaluation and SDGs (IIED, 2016, 2016a, 2016b, 2016c, 2017)</li> </ul>

<p><b>7. Institutional readiness of Ministries/other stakeholders to M&amp;E and report on SDG progress</b></p>	<ul style="list-style-type: none"> <li>- There is no formal country level SDG implementation plan and no key milestones to reach, yet</li> <li>- As stated earlier every ministry will have its plan unit en within one year reporting should be done. It is all underway and will soon be developed nationally.</li> <li>- Only Ministry of Public Health mainstreamed SDGs and identified its Stakeholders. This ministry has some data. Health in all policies.</li> <li>- Ministry of Regional Development started with a project called ‘Localizing the SDGs’ but this was not on policy level.</li> <li>- Country’s Voluntary National Review has not been conducted due to no lead institution and comments that because “it is Voluntary there is no need to do it”.</li> <li>- There is a general sense that in the future reporting will commence.</li> <li>- Hence, readiness dimension ‘7’ will be rated a ‘2’.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> could assist the Planning Bureau to take the lead on SDGs reporting and how this is best to be conducted.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to consult with UNCT to stay abreast of developments regarding country level planning and M&amp;E of SDGs, with special focus on the ILO ‘custodian’ indicators.</li> <li>- One goal here may be to identify and support institutional ‘champions’ in relation to evaluation of the SDGs.</li> </ul>
---	--	--

<b>Box 2B</b> <b>Diagnostic Instrument Component 2B. Rated assessment of current capacity of National Monitoring and Evaluation System to adequately address items of the Decent Work Agenda by dimensions of ‘readiness’</b>		
Readiness dimension	Country assessment	Follow-up plan of action
<p><b>1. Incorporation of DWA items in the National Development Strategy</b></p>	<ul style="list-style-type: none"> <li>- DWA items are incorporated in the National Development Plan 2017-2021.</li> <li>- Decent jobs get priority.</li> <li>- Labour market policy development has a link with the 4 pillars of DW and is part of the National Development Plan 2017-2021.</li> <li>- Yearly there is reporting from MOL on ILO conventions. Yet, no national reporting to other national institutions although there is regular contact.</li> <li>- Because of the preliminary phase of M&amp;E from the Planning Bureau, readiness dimension ‘1’ is rated a ‘3’</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> needs to stay abreast through UNCT and its own intelligence gathering of developments regarding country planning for SDGs and ensure that relevant DW-related SDG goals and targets are considered priorities and built within the framework of the national development plan. Engaging with the National Planning Bureau, and the Ministry of Labour help ensure a higher profile for DWA items.</li> </ul>
<p><b>2. Institutionalization of M&amp;E within the MOL</b></p>	<ul style="list-style-type: none"> <li>- As mentioned above, all ministries have dedicated M&amp;E units, including the MOL.</li> <li>- Monitoring, Evaluation and reporting will be carried out by the Planning Bureau through the ministerial plan units.</li> <li>- Resources will be made available through the Council of Ministers. Evaluations have been done by MOL in the past three years, in the line of change management initiative, but was accidental. Needs to be structural and regular.</li> <li>- Thus, readiness dimension (2) is rated a ‘3’.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work with UNCT to focus on institutionalizing systematic evaluation in ministries, with a particular priority for <b>ILO DWT/CO-Port-of-Spain</b> to address gaps in the Ministry of Labour and DW data needed for monitoring.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work towards helping build evaluation capacity, including a culture of evaluation, within MOL. This may be part of a broader UNCT initiative towards evaluation/M&amp;E capacity building within government ministries in general.CO to ensure that the Planning Bureau is engaged with this, in addition to potentially other international partners.</li> </ul>

<p><b>3. Systematic studies of DW within the country</b></p>	<ul style="list-style-type: none"> <li>- No formal studies have been conducted or systematic feedback mechanism on issues of DW have been carried out. At least not from the General Bureau of Statistics (ABS) in Suriname.</li> <li>- There has been a gender report from the Ministry of Interior Affairs.</li> <li>- Views and status of ILO constituents have been captured in the labour market information System which has 32 indicators. MOL takes the lead in that process.</li> <li>- Child labour study is not formal yet. But no formal studies on equity. A feedback mechanism exists. Labour advisory board with regard to labour legislation.</li> <li>- Thus, the readiness dimension (3) is rated between a '2' and a '3'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> should work towards helping build evaluation capacity, including a culture of evaluation, within MOL, but as part of a broader planning initiative in Suriname try to support evaluation capacity building across government ministries, to help ensure the systematic Studies on DW.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to consult with the national statistical agency, country research institutes, academic researchers, civil society organizations and Evalpartners to determine the potential for future systematic studies of DW, equity or gender inequalities in the country.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work with UNCT to help build analytical capacity within the national statistical agency.</li> </ul>
<p><b>4. Data relevant to DW analysis</b></p>	<ul style="list-style-type: none"> <li>- The General Bureau of Statistics collects Labour force data. Only quantitative data. No qualitative or quantitative measurements. Plan exists to formalize SDG reporting, but has not been with a DW lens, is not yet incorporated in ABS. No data on DW. No qualitative data on DW. No data to populate SDG indicators. No strategy for data collection on SDGs. no analysis on DW.</li> <li>- Hence the readiness dimension (4) falls somewhere between '1' and '2'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work with UNCT to help country to further its national statistical system's data development strategy.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> with support from the ILO RO and ILO HQ (STATISTICS) to put crisper definition around "data development strategy" for the country, with a focus on DW-related data and ILO 'custodian" indicators.</li> <li>- ILO RO to support national data development initiatives through collaborative efforts with UN colleagues.</li> </ul>
<p><b>5. Link of DWA items to country's implementation and M&amp;E plans for SDGs</b></p>	<ul style="list-style-type: none"> <li>- DWA items are incorporated in the National Development Plan 2017-2021 which is a formal document that is officially recognized by senior officials. Because M&amp;E is being build there is yet no lead organization, (most likely the Planning Bureau) but indications show that it will be the Planning Bureau under the auspices of the Vice President that will implement SDGs.</li> <li>- The readiness dimension (5) is somewhere between '2' and '3'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> support to the Planning Bureau is vital for the success of this dimension. As Suriname is in the preliminary phase of developing a standardized RBM System, there is an opportunity for support.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to build closer links to the Planning Bureau to ensure that DW initiatives are adequately linked to not only country's national development plan as well as SDG implementation strategy and M&amp;E plan.</li> </ul>

<p><b>6. Country experience with SDG follow-up and review to HLPF to date</b></p>	<ul style="list-style-type: none"> <li>- It has been noted that Suriname has not carried out a voluntary national review (VNR) and report to the High Level Political Forum (HLPF) to date. The reason why can be sought in the lack of a “lead” national institution on SDG reporting. Yet, there will be positive changes coming from the Planning Bureau to work toward a national M&amp;E system.</li> <li>- Because of the country has to date not engaged in a VNR readiness dimension 6 is rated a ‘1’.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to clarify the timing and expectations about any upcoming VNR, with the intention of gaining inclusion of DW related goals and targets in the review process.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work closely with UNCT in support of international efforts to include systematic analysis/evaluation in VNRs. Local or regional representatives of EVAL SDGs, Evalpartners and the country VOPE can serve as local ‘champions’.</li> </ul>
<p><b>7. Coordination of support on M&amp;E, reporting and data development across UN agencies and other international partners</b></p>	<ul style="list-style-type: none"> <li>- Data collection is a priority for the UNMSDF, M&amp;E reporting at the UN.</li> <li>- M&amp;E framework is in the CIP. ILO DWT/CO-Port-of-Spain is involved. Suriname has not done the first steps. But everything is clearly stated in the UN Country implementation Plan for Suriname.</li> <li>- It is to be believed that as soon the M&amp;E system in Suriname get going major and positive changes will be made.</li> <li>- Hence, readiness dimension ‘7’ will be rated a ‘3’.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> should work towards helping build evaluation capacity, including a culture of evaluation, within MOL, but as part of a broader UNMSDF initiative to support evaluation capacity building across government ministries, to help ensure the systematic evaluation of SDG goals and targets.</li> <li>- The Planning Bureau should be engaged with this, in addition with potentially other international partners.</li> </ul>

### 4.3 Overview of findings (strengths and gaps/challenges) and proposed plan of action for Diagnostic Instrument Component 2

#### Summary of strengths

Suriname is embarking on a new national system for monitoring and evaluating its own policies and programmes as formulated in the National Development Plan 2017-2021. The development of the second DWCP for Suriname is crucial as it offers the possibility of incorporating relevant SDG goals and targets and linking them to the M&E and reporting of the new system. Key strengths in this regard include:

- A growing profile and understanding of ‘evaluation’ in Suriname through institutions and initiatives such as: a central focal point in government (Planning Bureau) for evaluation promoting the conduct of evaluation;
- Senior political involvement in the process of M&E. The Vice president is the chairman. A planning Council has been installed according to the ‘Plan Act 1973’ and a Plan Coordination Committee (PCC) has been installed. All Ministries now have dedicated plan units.
- Moreover, the UN Country Team (UNCT) recognizes that potential capacity building could include “support to the Government (i.e. Planning Bureau) to produce, analyse and use data for decision- making and SDG monitoring”.
- A general idea and understanding in Suriname that future M&E spearheaded by the Planning Bureau will change the way of decision making and reporting on the national development plan.

#### Summary of gaps-challenges

The ILO DWT/CO–Port-of-Spain, given its traditional constituents, is not well positioned to be linked to the key drivers behind national development planning, SDG implementation nor initiatives of the national monitoring and evaluation system. In order to advocate for SDG goals and targets associated with the DWA, the ILO may need to broaden its national network beyond traditional lines. The human resources necessary for the new national M&E system will need to be constantly support to create a ‘culture’ of reporting in Suriname.

The Ministry of Labour is not a lead force in government in terms of national planning nor developing or using evaluation capacity. The real authority lies with Planning Bureau, which falls under the Vice president.

Currently, there is no lead institute who is responsible for SDG implementation, the level of commitment, as well as the planning and implementation at an operational level of SDG commitments, including their monitoring and eventual evaluation. Yet, expectation indicate that the Planning Bureau will take up that task.

This uncertainty also complicates the understanding of what the current capacity might be for both the monitoring and evaluation of SDGs in Suriname. On the surface, there are several elements that could suggest a fairly strong or, at least, growing M&E capacity (as mentioned under ‘strengths’ second bullet)

It has been said though that ministries are still struggling with developing their own ministry-level strategy for SDG implementation and further, that one of the biggest challenges in implementing the DWA is a lack of funds. Besides, it seems that people are waiting for a lead institute for clarity and directions.

The National Statistical Agency lack funds and human resources to develop indicators regarding the SDGs.

#### 4.4 Proposed plan of action

It is proposed that ILO DWT/CO–Port-of-Spain take the initiative and continue to be proactive in broadening its network across key government agencies, as well as its active engagement with other UN colleagues in the context of the UNMSDF and support the initiatives of the Planning Bureau. This would include:

- ILO DWT/CO–Port-of-Spain Support to the Planning Bureau is vital for the success of this dimension. As Suriname is in the preliminary phase of developing a standardized RBM System.
- ILO DWT/CO–Port-of-Spain to build closer links to the Planning Bureau to ensure that DW initiatives are adequately linked to not only country's national development plan as well as SDG implementation strategy and M&E plan.
- Engaging with UN colleagues in the context of the UNMSDF and other relevant international partners to support both data development and evaluation capacity building initiatives associated with ensuring the systematic evaluation of SDG goals and targets. Useful source materials to support such efforts include work of EvalPartners' EVALSDGS.
- ILO DWT/CO–Port-of-Spain needs to reach out to government ministries and departments beyond the traditional constituent efforts need to be taken to help build capacity within MOL to plan for and execute monitoring of DW- related SDGs – with special focus on the ILO 'custodian' indicators. This can be done in cooperation with the Planning Bureau.

## ► 5 Assessing ILO Constituents' capacity and capacity needs for effective involvement with country-level monitoring and evaluation of the Sustainable Development Goals

### 5.1 Introduction

The stakeholders in Suriname have favourably received the ILO's proposal to pilot an Evaluability Diagnostic Instrument during the design phase of the second DWCP process. Meetings and consultation have been conducted in collaboration with the ILO constituents to strengthen and ensure ownership, coordination, dialogue on the agreed path towards realizing national development goals. As Suriname is now embarking upon a national system of monitoring, evaluating and reporting on several national development issues, all stakeholders in society will get more involved. Component 3 of the EDI shown the capacity needs of the ILO constituents to implement the DWCP in Suriname.

### 5.2 The readiness assessment 'dashboard'

As shown in Box 3 below, Component 3 of the DI is an assessment instrument of ILO constituents' capacity for effective involvement with country-level SDG M&E. It is based on 8 dimensions of readiness.

<b>Box 3</b> <b>Diagnostic Instrument Component 3. Rated Diagnostic Instrument for assessing ILO Constituents’ capacity and capacity needs for effective involvement with country-level monitoring and evaluation of the Sustainable Development Goals by dimensions of ‘readiness’</b>		
Readiness dimension	Country assessment	Follow-up plan of action
<p><b>1. Understanding by ILO constituents of the language, concepts and use of M&amp;E</b></p>	<ul style="list-style-type: none"> <li>- There is a very good understanding of the language, concepts and potential uses and benefits of M&amp;E information at the Employers association. Not so much with the Workers’ associations. That is because they are politically fragmented and each union operates with their own agenda.</li> <li>- UNCT indicated that they do not have much interaction with the Employers’ Associations but they understand the concepts better than the Workers’ Associations. UNCT provided in 2016/17 training on RBM on indication of the Ministry of Foreign Affairs to around 100 officials and the Ministry asked for a follow up training.</li> <li>- Hence, readiness dimension ‘1’ is rated a ‘3’</li> </ul>	<ul style="list-style-type: none"> <li>- Employers’ Associations could become an important agent in helping drive the understanding of concepts on M&amp;E and the related link to SDGs and DW in Suriname.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> should work to encourage and guide this, using the Employers’ representatives on the DWCP Working Group as a sounding board.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to offer technical orientation course on M&amp;E in a DW context for ILO constituents for face to face training.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work with ILO constituent representatives in context of DWCP Working Group to build knowledge/understanding of M&amp;E concepts and uses.</li> </ul>
<p><b>2. Understanding by ILO constituents of country-level SDG strategy and plan and possible links of SDG goals/targets to DWCP</b></p>	<ul style="list-style-type: none"> <li>- Not every Association is involved. There is no clarity in who is nationally leading the process</li> <li>- According to UNCT constituents are aware of the SDGs generally and that they need to work with the National Development Plan 2017-2021. Employers association (VSB) is very involved as they publish policy paper on this issue every quarter. Workers association ‘RAVAKSUR’ mentioned that they are not involved. Again there is an uneven understanding across ILO constituents for this dimension.</li> <li>- Thus, readiness dimension (2) is rated a ‘3’.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> with support from ILO RO and EVAL, to provide training/orientation sessions to major associations of workers and employers on: (i) SDG goals, targets, indicators, linkage to DWCP and relevance in the country, as well as (ii) an orientation to monitoring and evaluation &amp; its application to the SDGs in the country.</li> <li>- But also, gaps in SDG and M&amp;E understanding by ILO constituents should be addressed, as part of a broader UNCT-led capacity building.</li> </ul>

<p><b>3. Perception of role of ILO constituents regarding SDG M&amp;E and reporting on SDG progress</b></p>	<ul style="list-style-type: none"> <li>- None of the ILO constituents currently play a role in evaluating and/or reporting on SDG progress due to the lack of a leading agency.</li> <li>- ILO Constituents participate in the national tripartite commission. The above mentioned information is concurred by the UNCT.</li> <li>- ILO constituents indicated that they want to be involved in the process of M&amp;E and reporting on SDGs and they believe that with the new planning system and through the plan units at the Ministries positive changes will be made in the future. At least they are part of the Socio-Economic Council, so in that sense they are involved.</li> <li>- Thus, the readiness dimension (3) is rated a '3'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to engage with UNCT colleagues to help reinforce the view that ILO constituents, including the ILO tripartite forum, are recognized as having an important role to play in supporting SDG implementation and accountability.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to engage with ministries/agencies responsible for national planning and SDG implementation and M&amp;E so as to heighten the priority given to DWA in the context of the SDGs as well as help ensure that ILO constituents, including the ILO tripartite forum.</li> </ul>
<p><b>4. Inclusion of MOL within any SDG cross-agency forum</b></p>	<ul style="list-style-type: none"> <li>- The MOL is included in the meetings of permanent secretaries. MOL has a functional Planning Unit and is part of the Plan Coordination Committee (PCC) which falls directly under the Vice President. The PCC will guide and implement and oversee the monitoring, evaluation and reporting of the National development plan and hence the SDGs.</li> <li>- Therefore, the readiness dimension (4) falls somewhere between '3' and '4'. But hinges more towards 4.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work with MOL reps on its DWCP Working Group to educate and help empower MOL so that DW is not absent from government-wide SDG discussions, strategies &amp; plans.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to proactively make closer direct links with the country agency responsible for national planning, as well as other central agencies of the country, to help insure MOL/DW initiatives are adequately linked into the country's SDG planning and implementation process in the near future.</li> </ul>

<p><b>5. Clarity of plans within MOL for implementation, M&amp;E, and reporting on SDGs</b></p>	<ul style="list-style-type: none"> <li>- Formalized plans do not exist yet at the MOL, but this will evolve in the future with the formalization of planning in Suriname. The plan unit of the Ministry will need to develop these plans for the SDGs and DWA.</li> <li>- According to the Planning Act 1973 each Ministry will receive resources out of the annual budget for each plan unit.</li> <li>- The readiness dimension (5) is a '3'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> should play an active role in assisting the MOL in development of formal plans for M&amp;E and reporting on SDGs.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to work with UNCT on an M&amp;E capacity building initiatives aimed at key ministries.</li> </ul>
<p><b>6. Engagement of Employers' Association with national issues, including SDGs and M&amp;E</b></p>	<ul style="list-style-type: none"> <li>- The Employers' Associations (VSB) are very much involved with the development of DWCP. This is a very active association which published on Decent Work items regularly and have a formal position paper, which was published in their annual report of "the Werkgever" in 2016/2017. They are actively engaged and take part in several national committees. They have regular meetings with different national private and public institutions.</li> <li>- Readiness dimension 6 is rated a '4'.</li> </ul>	<ul style="list-style-type: none"> <li>- As mentioned above, <b>ILO DWT/CO-Port-of-Spain</b> should use Employers' Associations as an important agent in helping drive the understanding of concepts on M&amp;E and the related link to SDGs and DW in Suriname.</li> </ul>
<p><b>7. Engagement of Workers' Association with national issues, including SDGs and M&amp;E</b></p>	<ul style="list-style-type: none"> <li>- In contrast to the above mentioned dimension. The Workers' Associations are less involved. Some of them are informed and involved like 'RAVAKSUR' which is involved in the DWCP process.</li> <li>- They don't speak with one voice. Political influence/capture might be the reasons for this.</li> <li>- Yet, some are consulted and take part in several national committees. No formal position paper. They meet regularly with government but then politics becomes an issue.</li> <li>- Hence, readiness dimension '7' will be rated a '2'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> needs to seek involvement of the unions in ILO constituents working groups in support of SDGs and M&amp;E understanding.</li> <li>- Creating more participatory processes for their involvement. Especially for representatives of labour unions on DW-SDG matters.</li> <li>- <b>ILO DWT/CO-Port-of-Spain</b> to encourage and guide the Workers' Associations to become an important agent in helping drive DW-SDG agenda in the country, using Workers' reps on the DWCP working group as a sounding board.</li> </ul>

<p><b>8. Engagement of civil society, religious leaders, NGOs or national evaluation association (VOPE) within any SDG consultative body</b></p>	<ul style="list-style-type: none"> <li>- No involvement of Civil society, because a lack of a lead institute. There has been ad hoc consultations.</li> <li>- On the other hand, civil society will get more involved. Civil society will be included in future PCC, thus in M&amp;E and reporting on SDGs.</li> <li>- Readiness dimension '8' is rated a '2'.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>ILO DWT/CO-Port-of-Spain</b> should work with its UNCT colleagues to identify where and how key stakeholders in Suriname need to be supported to help ensure their participation in effective monitoring and evaluation of the SDGs.</li> <li>- One goal here may be to identify and support institutional 'champions' in relation to evaluation of the SDGs.</li> </ul>
--	---	--

### 5.3 Overview of findings (strengths and gaps/challenges) and proposed plan of action for Diagnostic Instrument Component 3.

#### Summary of strengths

There is a general awareness of the SDGs in broad terms in Suriname. Some awareness was built by the Ministry of Regional Development on Localizing the SDGs in 2016 but no follow up given. The Ministry of Public Health also identified its SDG indicators and is still very active with its health in all policies initiative. For ILO constituents, to date, the following would represent some apparent strengths regarding their capacity and/or potential for capacity building associated with the SDGs and their involvement with SDG monitoring and evaluation:

- The Employers' Association as a strong understanding and awareness of the DWCP and SDGs and M&E. They are more or less on top of this, as they even have a position paper developed for their own guidance. The Employers' Association has been quite engaged with the SDGs this needs further investigation, but could offer some useful avenues and lessons that might have application for the other ILO constituents.
- The Workers' are partially engaged with national issues on inclusion of SDGs and M&E.
- The MOL also has a good understanding of implementation of M&E and reporting on SDGs. During the National Brainstorming session it was clear that the Interaction among the ILO constituents also boosted the participation and discussion from the Workers' Association. So working together by forming Working Group has the potential to bring all constituents on board.

#### Summary of gaps-challenges

ILO constituents are generally not high profile when it comes to matters associated with national development planning, nor would a Ministry of Labour tend to be the 'go to' ministry to lead SDG strategy development or implementation. As indicated before, there has yet to be identified a lead institute on SDGs. Further, any development of Evaluation in an emerging national M&E system, would generally not likely be occurring in a Ministry of Labour. Yet, each ministry now has a plan unit. Such is the case in Suriname. But structural issues, in both the public sector and workers' associations, create additional challenges, as does a general lack of culture for evaluation within ministries that has to be addressed.

- Generally speaking, beyond the broad terms of SDG goal #8, the constituents generally do not seem to have a good grasp of SDG targets. Nor, based on discussions emanating from the National brainstorming session, do they have a good grasp on what notions of 'evaluation' might be relevant for the SDGs. The exception might be the Employers' Association, which have a position paper on DW and SDGs.
- It has been noted by the Ministry of Labour that a challenge in implementing the DWA is that some government institutions don't really know what the DWA is. The perception is that MOL is not a priority area in government (though creating jobs is) and that much of the work in MOL revolves around dealing with issues on an ad hoc basis, rather than taking a more strategic approach to address the 'real issues'. But, it is felt that the latter would require a change that would allow for a more 'enabling environment'.
- There is essentially no evaluation nor evaluation culture currently within MOL and other ministries for that matter.
- The political divide of Workers' Associations in Suriname gets in the way of their functional involvement with even ILO planning and DWCP development, to say nothing of what it might mean for SDG development and SDG M&E reporting.

## 5.4 Proposed plan of action

The ILO DWT/CO–Port-of-Spain might consider different approaches helping ensure that ILO constituents are adequately linked to the SDGs and their monitoring and evaluation.

First, building on the proposed action plan outlined for Component 2 of the DI. Support to the Planning Bureau is vital for the success of M&E and reporting. There have been initial talks between the ILO DWT/CO–Port-of-Spain Director and the Director of the Planning Bureau in Suriname. Therefore the ILO should seek to build closer links to the Planning Bureau to ensure that DW initiatives are adequately linked to not only country's national development plan as well as SDG implementation strategy and M&E plan.

Second, address the capacity gaps faced by ILO constituents when it comes to SDG understanding and their monitoring and evaluation. Since the latter reflect in large part gaps that exist across many sectors in Suriname when it comes to the SDGs, moving forward to support needed capacity building for ILO constituents may involve the ILO DWT/CO–Port-of-Spain being a facilitator and enabler that has impact well beyond its own constituents. In this respect, it would be very useful to work with its UNCT colleagues to identify where and how key stakeholders in Suriname (with special emphasis on its three constituent groups) need to be supported to help ensure effective monitoring and evaluation of the SDGs. In this action civil society could also be identified through the engagement with UNCT. This could include the following:

- Using the analysis of this DI exercise (Components (2) and (3)), along with the National Development Plan 2017-2021, to serve as a first cut M&E 'needs analysis', intended to initiate a discussion with the relevant leadership associated with SDG strategy and implementation and M&E development in Suriname. The ILO DWT/CO–Port-of-Spain office to engage in discussion with the national Planning Bureau.
- Approach such an initiative as a 'participatory' approach, with the intent of supporting the development, understanding and institutionalization of both M&E within selected ministries which seek such support, with MOL targeted as one such ministry.
- Work with country officials and UNCT colleagues to establish priorities for a data development strategy is necessary to guarantee evaluations drawn from data of high-quality. Regular allocation of resources from the government is not always guaranteed.
- Provide training/orientation sessions to major Workers' Associations and Employers' Associations on: (i) SDGs (goals, targets and indicators), their linkage to the country DWCP and overall relevance in Suriname, as well as (ii) an orientation to monitoring and evaluation in general and its application to the SDGs in Suriname. Materials needed to support training could be drawn from within the ILO (ILO EVAL, PROGRAM). In addition, orientation and awareness-raising materials could be drawn from EvalPartners' EVALSDGS and the International Institute for Environment and Development (IIED).

## ► 6 Process report: Action plan for the ILO to implement the Diagnostic Instrument

### 6.1 Introduction

This document contains an action plan for the ILO to implement the Diagnostic Instrument, and improve the evaluability of the DWCPs in the context of the SDGs. During the field study<sup>5</sup> at ILO DWT/CO–Port-of-Spain in Trinidad and Tobago, the Director correctly pointed out that we needed to prevent doing a theoretical exercise and that we therefore could risk to be far away from reality. The reality is working with the government of Suriname.

The Suriname Country Report on Assessing the future evaluability of DWCP-SDGs<sup>6</sup>, contains proposed action plans for each of the three component of the Diagnostic Instrument. This document does not repeat that exercise, but instead focuses on primarily on action to be taken to improve future evaluability of DWCP in relation to SDG.

### 6.2 Actions for improving evaluability Decent Work Country Programme – Sustainable Development Goals

#### Theory of Change

To improve the evaluability of DWCPs linkages with SDGs, more attention needs to be given by ILO HQ to develop and communicate more guidance beyond general and broad direction about the importance of the SDGs to ILO operations at a country level. In this process ILO HQ should also develop guidance about appropriate process for linking SDGs into DWCP development. This means that a Theory of Change has to be developed for this evaluability of DWCP-SDG link. A practical approach that can be used in a country context is needed. Component 1 of the DI can offer the ILO DWT/CO–Port-of-Spain some useful questions to guide the process for taking account of SDGs in the TOC development of a new DWCP. This will include revisiting existing DWCPs to determine whether the theories of change need to be updated in line with the SDGs, as well as strengthening the focus on SDGs of forthcoming DWCPs. The ILO Director indicated that it is seen as a new opportunity. To piggy bag on the academic approach to make changes for the DWCP-SDG Assessment. In this process of creating a new TOC we also need to have indicators on the assumptions that a specific result will be made.

The new TOC needs to also assess social pacts at the country level. Therefore the ILO HQ needs to develop and communicate technical guidance on linking SDGs into the TOC. The Country

---

<sup>5</sup> Field study ILO DWT/CO–Port-of-Spain period, 9-12 October 2018, Port of Spain, Trinidad and Tobago

<sup>6</sup> A Diagnostic Instrument to Assess Future DWCP-SDG Evaluability. Country Report Suriname. October 2018

Office on the other hand needs to provide more consultation to lead the TOC development exercise. As such, training/workshops for ILO DWT/CO–Port-of-Spain on process for linking SDGs into the process for developing DWCP.

It is proposed that the ILO DWT/CO–Port-of-Spain undertake a systematic approach to developing a TOC that also addresses where and how SDGs and targets may be implicated with the new DWCP being developed. For the ILO DWT/CO–Port-of-Spain this will be a new process for developing a DWCP and therefore, it should be treated as a ‘learning experience’ by both the ILO DWT/CO–Port-of-Spain and ILO HQ. As such, it is recommended that ILO HQ and EVAL support this exercise, for example, through participation in the TOC development process. While this exercise is being undertaken, it also needs to be brought to the attention of ILO HQ that more clarity is needed around the appropriate way that SDGs and targets get considered for inclusion in a new DWCP.

In this process ILO DWT/CO–Port-of-Spain should seek clarity from ILO HQ and EVAL on corporate expectations regarding CO role in SDG indicator development, measurement and reporting for those SDG indicators where ILO is a ‘custodian’ agency.

ILO DWT/CO–Port-of-Spain to use internal information/knowledge (from EVAL and ILO HQ) to try to establish (ideally in advance of the TOC development exercise) the likelihood of other UN agencies or international partners potentially being implicated in DW areas as a result of the SDGs. Alternatively, ILO being involved in non-traditional areas of work as a result of the SDGs.

Finally, a new TOC for Assessing DWCP-SDG evaluability could potentially involve establishing new relationships with certain government departments or ministries, many of which may have a closer relationship with the SDG implementation plan than the traditional public sector constituent, to make even closer links with the government in Suriname and thus be closer to reality.

### **6.3 Monitoring and evaluation architecture**

The Diagnostic pilot exercise in Suriname revealed that the country is in the process of setting up a new national system for monitoring and evaluation and reporting of its own national development plan 2017-2021. Hence, the Diagnostic Instrument only contributed by identifying this process and how the ILO office can assist in that process. The questions of the tool could be used to assist the country in addressing M&E and reporting on SDG. There is no lead institute in the country on SDGs.

### **6.4 Framework of Suriname’s National Monitoring and Evaluation System**

The country has a formal M&E policy. The Plan Act of 1973 states the steps governments need to follow on M&E. Yet, it was never properly implemented until 2017. The Planning Bureau holds this oversight and is responsible for implementation of the law and got senior and political leadership on board in this process. The vice President is Chairman of the Council of Ministers as well as chairman of the Plan Council according to the law. Under that, a Plan Coordination Committee (PCC) has been installed with all Permanent Secretaries and major stakeholders and institutions. Finally, each Ministry is currently equipped with a plan unit that reports to the plan

bureau on policy, budget, programmes/projects, M&E reporting and oversight. M&E is not yet standardized, but this will evolve within a year.

Unfortunately, not all ILO constituents in Suriname are aware of these processes. More attention needs to be given by ILO DWT/CO–Port-of-Spain to the development process of M&E in Suriname to develop and communicate more guidance on best practices and the direction and linkages about the importance of M&E and reporting of the SDGs.

The ILO DWT/CO–Port-of-Spain should work towards helping build evaluation capacity, including a culture of evaluation, within MOL, but as part of a broader UNMSDF initiative to support evaluation capacity building across government ministries, to help ensure the systematic evaluation of SDG goals and targets. ILO EVAL, to determine an appropriate level of support for needed evaluation/M&E capacity building in the country.

A practical approach to support this process in the country is needed. The ILO DWT/CO–Port-of-Spain can benefit by the process of M&E in Suriname with financial support and continuous training on M&E. Component 2A of the DI can offer ILO DWT/CO–Port-of-Spain some useful questions to guide the process for taking account of M&E for the SDGs of a new DWCP.

The ILO DWT/CO–Port-of-Spain needs to ensure, through the Planning Bureau, that each ministry responsible for national M&E is engaged with any country level M&E initiatives, in addition to potentially other international partners. The ILO DWT/CO–Port-of-Spain to advocate for building the needed capacity for ongoing monitoring and evaluation of DW items. Moreover, ‘use’ of M&E information in support of SDG implementation needs more consideration, beyond simply ‘reporting’.

The ILO DWT/CO–Port-of-Spain to consult with ILO RO and ILO EVAL to seek examples of other countries reflective of good practices in building capacity to use M&E information as a normal course of doing business in government. It is proposed that ILO DWT/CO–Port-of-Spain take the initiative and continue to be proactive in broadening its network across key government agencies, as well as its active engagement with other UN colleagues in the context of the UNMSDF and support the initiatives of the Planning Bureau.

## **6.5 Capacity development needs of constituents**

First, building on the proposed action plan outlined for Component 2 of the DI. Support to the Planning Bureau is vital for the success of M&E and reporting. As mentioned before, the ILO should seek to build closer links to the Planning Bureau to ensure that DW initiatives are adequately linked to not only country’s national development plan as well as SDG implementation strategy and M&E plan, but this needs to be further worked out nationally.

Second, address the capacity gaps faced by ILO constituents when it comes to SDG understanding and their monitoring and evaluation. Since the latter reflects in large part gaps that exist across many sectors in Suriname when it comes to the SDGs, moving forward to support needed capacity building for ILO constituents may involve the ILO DWT/CO–Port-of-Spain being a facilitator and enabler that has impact well beyond its own constituents.

In this respect, it would be very useful to work with its UNCT colleagues to identify where and how key stakeholders in Suriname (with special emphasis on its three constituent groups) need

to be supported to help ensure effective monitoring and evaluation of the SDGs. In this action civil society could also be identified through the engagement with UNCT.

Approach such an initiative as a ‘participatory’ approach, with the intent of supporting the development, understanding and institutionalization of both M&E within selected ministries which seek such support, with MOL targeted as one such ministry.

Work with country officials and UNCT colleagues to establish priorities for a data development strategy is necessary to guarantee evaluations drawn from data of high-quality. Provide training/orientation sessions to major Workers’ Associations and Use Employers’ Associations as co-agents to stimulate discussion in understanding the language.

## ► 7 Draft report: Suggestions for a revised Evaluability Diagnostic Instrument

### 7.1 Introduction

This chapter merely highlights some initial suggestions drawn from the application of the pilot EDI in Suriname.

### 7.2 Selection of the key actors

The key actors selected for the Evaluability Diagnostic Instrument were selected on the basis of ILO Constituents. Out of the initial interviews with the Ministry it was relevant to use the snowball sampling technique to get the right persons to be interviewed and complete the mapping. With this technique persons from the Social Economic Council were able to be interviewed and a more heterogenic group of actors was interviewed. The process of identifying and selecting key actors should remain flexible for the consultants.

### 7.3 The questions

#### Repetition

Indeed there are some repetitive question in the Evaluability Diagnostic Instrument. This does not necessarily needs to be a bad thing. The instrument triangulates the questions in order to get specific information out of the interviewees. Repetition can be avoided if the consultant prepares the question before taking the interview, yet the consultant always repeat a question is something seems to be unclear. Mainly question of component 2 and 3 can be merged or deleted. (see further in this document).

#### Clarity

The Evaluability Diagnostic Instrument poses many questions. Sometimes one questions has many sub questions. This can confuse the interviewee and sometimes poses a problem during the interview, whereby they could not follow anymore and whereby the consultant needed to explain more, regarding that specific question. This can be avoided if the consultant prepares the questions before each interview. The consultant has some discretion in applying the questions. During the piloting of the EDI in Suriname the consultant did make adaptations to skip some questions during the interviews. Some interviewees were very well aware of the subject and language that it was easy to apply the question by the letter. With some interviewees this was not the case.

## 7.4 Use of acronyms

Indeed the use of acronyms posed a difficulty for some of the interviewees especially the ones that did not use the jargon/language of the ILO that often. Not everyone understood the acronyms. To avoid valuable time being lost, the consultant therefore prepared a short presentation before each interview on the subject as well as the purpose of the Diagnostic Instrument.

## 7.5 Categories of answers

The categories of answers were sometimes difficult to assess. As each country is unique, it happens that the answers cannot be selected on the given ones. This resulted in answers being rated between the scales of 1 to 4. Indeed in some cases the categories were too broad.

## 7.6 Rating

During the pilot in Suriname the rating of some readiness dimensions were between the figures of 1 to 4. This resulted in two colours on the dashboard which at times could not be reflected in the document because the colours were difficult to mix in the MS word programme.

## 7.7 Concepts and assumptions

Component 1 is key in assessing future evaluability of DWCP-SDGs. Therefore it is vital that the consultant needs to be aware of the concepts and has knowledge of the topics, like DWCP, CPOs, Constituents. During the literature review the consultant was able to read into all the concepts and theories. The consultant was very much aware of the political and administrative situation in Suriname, therefore the selection of the key actors was important during the assessment phase.

## 7.8 General comments regarding Component 1

- Component 1 is the key element of the DI as focuses on how to assess the future evaluability of DWCP-SDGs. The most significant issue here is how to address the issues of the SDG linkage to the DWCP. Therefore the ILO DWT/CO-Port-of-Spain needs to be guided as to identify a systematic step by step process on how to do this.

With the application of the DI during the development phase of the DWCP in Suriname, the emphasis should have been on using the DI as a 'guidance' tool during the development of a new DWCP. This has not been the case. In using the DI in Suriname there seems to have been a disconnect with the development of the new DWCP.

- The ILO DWT/CO-Port-of-Spain Director is open to the idea that a Theory of Change could be developed for Component 1 of the DI and, in particular readiness dimensions # 4 as a 'guide' in developing the new DWCP. The office needs more understanding and assistance in the Theory of Change for assessing DWCP-SDG evaluability.

- A Theory of Change for assessing DWCP-SDG evaluability should already be in place when running the Diagnostic Instrument at the same time when a new DWCP is being developed. This will impact the outcome of component 1 of the DI.

## 7.9 Specific comments on each dimension of Component 1

Dimension 1: The lack of a draft version of the second DWCP for Suriname was sometimes problematic in applying the questions of Component 1. This component was applied by using the information from the Guidebook. Some constituents were not aware of the Guidebook and the language used in this component. ILO staff was more familiar with the language, but were also in the dark on how to link DWCP with SDGs.

Dimension 2: A TOC has not yet been developed. Therefore the ILO were more hypothetical in the answering of the questions. Constituents in Suriname would have welcomed a new TOC. Some of these constituents did not understand the language (workers' Associations) and made it difficult to apply this component to them. ILO country Director indicated that a new approach for a TOC with elements from the academic debate on TOCs would be well received by the country office.

Dimension 3: This dimension had many questions and the consult spend much time explaining the meaning of the questions to the constituents. These question are quite difficult to understand and seem to be overlapping and repetitive in wording. Applying these question was hard and difficult. Suggestion: to make the questions shorter and more direct. Avoid using the wording "to what extend", because that implies two answers. Sometimes the interviewee think they are done answering the question, but they also need to answer the other side of the question.

Dimension 4: See dimension 3 regarding the questions. Somewhat confusing for the interviewee. The fact that a second DWCP was not available, contributed to the questions being answered more in a hypothetical way. Therefore it was not quite plausible to get specific answers.

Dimension 5: Applying these questions raised some confusion on performance measurement. These questions seems to fall in the area of "what if" questions, because is not yet clear how to measure performance against a TOC that still has to be developed.

Dimension 6: Again, this dimension had many questions which seems to be overlapping and created confusion.

Dimension 7: Applying these questions were straightforward. ILO Staff knows what to report on and indicated that there is no clarity yet on how reporting on SDGs will take place. Concerns were raised who will do the reporting in the office.

## 7.10 General comments regarding Component 2A and B

- Part A of Component 2 of the DI, dealing with country capacity for monitoring and evaluation, is the most sophisticated element of the DI to be administered. As

demonstrated in Suriname, it is necessary to understand the reality of NMES capacity.

This component gave a clear picture of the current situation in Suriname as this component constantly triangulated the information given by the stakeholders interviewed. Applying Component 2 requires a certain level of understanding of what a national monitoring and evaluation capacity should in practice entail. This practice should be guided by international organisations in assisting Government. Suriname at the beginning of setting up a full fledged NMES. For this reason, this Component, as currently structured, will be very useful for the Planning Bureau in Suriname in the future.

- Part B of Component 2 was somewhat overlapping with 2A in addressing the current capacity in Suriname with for assessing national evaluation capacity. Furthermore, information gathered by administering Part B was already widely known among stakeholders even though it is focused with a DW lens. Therefore, it might be considered to make merge some readiness dimensions with Part 2A and some readiness dimensions into Component 3.
- Adjustments with both Component 2 and 3 will also ensure that they are adequately tailored to DWA items and ILO constituents, as requested by EVAL. ILO EVAL might consider integrating these components.

## 7.11 Specific comments regarding Component 2A and B

Dimension 1: The language was straightforward and clear. There was no confusion with the “indicative present” and no confusions at the interviewees. There was no duplication with the questions of dimension 2.

Dimension 2: The questions of dimension 2 and 3 were clear to apply. The questions applied to Suriname were coordination among the government institutions is not always efficient. Efforts to support partnership may be hindered by competing national interests and that is why these question do apply for Suriname. To get that piece of information necessary for this exercise.

Dimension 3: See comments dimension 2 and no further comments on the application of these questions.

Dimension 4, 5, 6 and 7: The questions focused on the existence of a law that institutionalize the M&E system, but not in the characteristics or constraints for the compliance of the law. Constituents in Suriname expressed the willingness to work with the new law and also expressed their expectation that it will work to create a “culture of Monitoring and Reporting” in Suriname.

The question then arises: (by Cybele Burga)

Wouldn't be useful to give flexibility, always in coordination with the ILO evaluation unit, to the adaptation of the tool to particular institutional contexts in each country? Maybe there's an important trade off between having a standard tool and effective tool for specific country contexts?

(Answer by Consultant) Yes, it would be useful to give flexibility to the use of the tool with coordination with ILO EVAL. When the consulted started working with the tool it was understood that the tool was not to be touched and that it was very sophisticated. Indeed, it is. But for some specific question typically targeted for a specific institute some of the question do not apply. One simply does not get the precise answer that the consultant assumed it would look like. Both a standard tool and effective tool are necessary and therefore some flexibility in applying the tools would be positively welcomed.

## 7.12 Specific comments regarding Component 2B

Component 2B is straightforward regarding its application. The questions asked in the dimensions did not really pose any problems. Suriname is on the verge implementing a new M&E system. The DWA items still have to be officially recognized by senior officials to specific SDG goals and targets that the country is focusing on. The link still has to be made. The lead institute in this process will most likely be the Planning Bureau. Thus, DWA items have to be built into the country's Strategy and plans for SDG implementation, monitoring, evaluating and reporting. This must all be set up and in the opinion of the consultant this seems like a good opportunity to learn from other countries and international institutions, like ILO, and UNCT to get it right at the first go. On data critical thinking has to be done to adapt assumptions to indicators and the availability of data in Suriname. Otherwise you would have a mismatch in what you are trying to assess.

## 7.13 Specific comments regarding Component 3

Dimension 1: The emphasis is placed on understanding (*Understanding by ILO constituents of the language, concepts and use of Monitoring (M) and Evaluation (E)*), however this doesn't necessarily translate into utilization. It assumes that the constituents are homogenous among themselves (employees and employers) and within each one (for example, unions have different capacities in international relations). In this case, wouldn't be recommendable to add some questions about the use of M&E?

Indeed. The Employers' Associations make more use of M&E in the yearly reporting. Workers seldom use M&E. So, it would be recommendable to add some questions on the use of M&E within their respective organizations. On the other hand, the questions in this dimension all start with "to what extent" thus seeking how true a statement is. Is it then necessary to add questions on usage from their part?

Dimension 2: See answer Dimension 1

Dimension 3: See answer Dimension 1

Dimension 4: This dimension can only be answered by the MOL officials.

Dimension 5: This dimension is repetitive and coincides with dimension 2 from component 2A and 2B. See General comments on Component 2A and 2B on integrating these components.

Dimension 6 and 7: These dimension can only be answered by the respective associations.

Dimension 8: No comments

## **7.14 Conclusions on implementation of the Evaluability Diagnostic Instrument**

The Evaluability Diagnostic Instrument was piloted in Suriname in the period of September and October 2018. For Component 1 the consultant also had to travel to Trinidad and Tobago to interview the ILO Officers at the ILO DWT/CO–Port-of-Spain.

From the start it was deemed very important to have a good work plan in place to map all the actors necessary for the interviews. This required good planning of whom to speak when and where regarding all the logistics.

This of course required good preparation of the field work. Presentations were already made to explain to the interviews the purpose of the EDI. At the Country Office in Trinidad and Tobago a presentation was given on the purpose of the instrument, and on the last day of the visit a debriefing was given on the results of the Instrument.

For piloting the EDI in Suriname it was helpful to read in on the previous implementation of the EDI. That served as an example of how it was conducted in another country. The EDI in Suriname showed the diagnosis of the country's institutional context and the institutional architecture of the M&E system. It further showed that on DWCP implementation and M&E on SDGs the country still has some work to do.

Finally, suggestions were made how to improve the EDI by making some possible adaptations. It was suggested that some dimensions could be merged with others due to the overlapping of questions or by the repetitive nature. In some instances suggestions were made to adapt the tool for some questions to specific national contexts.