



International  
Labour  
Organization

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





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

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## ► Message from the Honourable Minister of Labour and Immigration

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On 25th May 1976 the Commonwealth of The Bahamas formally became a member of the International Labour Organization (ILO). Since then, the ILO has been at the forefront in the modernization of the Bahamian Industrial and Labour Relations environment. This relationship has developed with a mutual respect, trust and a commitment to shared values that has allowed the Social Partners to fully understand and appreciate the importance of the tripartite relationship in national development.



With the 2021 signing and execution of this historic launch of its Second Generation Decent Work Country Programme, The Bahamas has again signaled its lead in the English-speaking Caribbean as the first country to launch such a project. The first DWCP (2008) as well as this Second Generation outlines the goals and objectives of the Bahamian Social Partners in ensuring that Decent Work remain aligned with national development in The Bahamas.

We embrace the ILO's simple but profound definition of Decent Work, i.e., "Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men".

The Government of The Bahamas has made a public commitment to provide good governance, established on the principles of Transparency, Integrity and Accountability. As Minister of Labour and Immigration, I am devoted to ensuring that there is harmony in the Bahamian Labour Market. Pivoting towards the ILO's four pillar policy framework for strategic intervention, The Bahamas Decent Work Country Programme identifies three (3) areas of priority; namely, (i) Jobs and Skills Development, (ii) Social Dialogue; and (iii) Governance. I am extremely pleased to pledge the full commitment of the Ministry of Labour and Immigration on this project. As the DWCP will transform Industrial and Labour Relations in The Bahamas over the next decade, the Government of The Bahamas will cooperate with the National Tripartite Council in its execution and implementation of the program. We express our gratitude to the International Labour Organization (ILO) for their continued collaboration with the people of The Bahamas and the technical support offered to the NTC. On behalf of the Government of The Bahamas, I wish to commend the National Tripartite Council for the promotion of a Decent Work Agenda for the community of work.

A handwritten signature in black ink that reads "Keith Bell." The signature is written in a cursive, flowing style.

The Honourable Keith R. Bell, M.P.  
Minister of Labour and Immigration

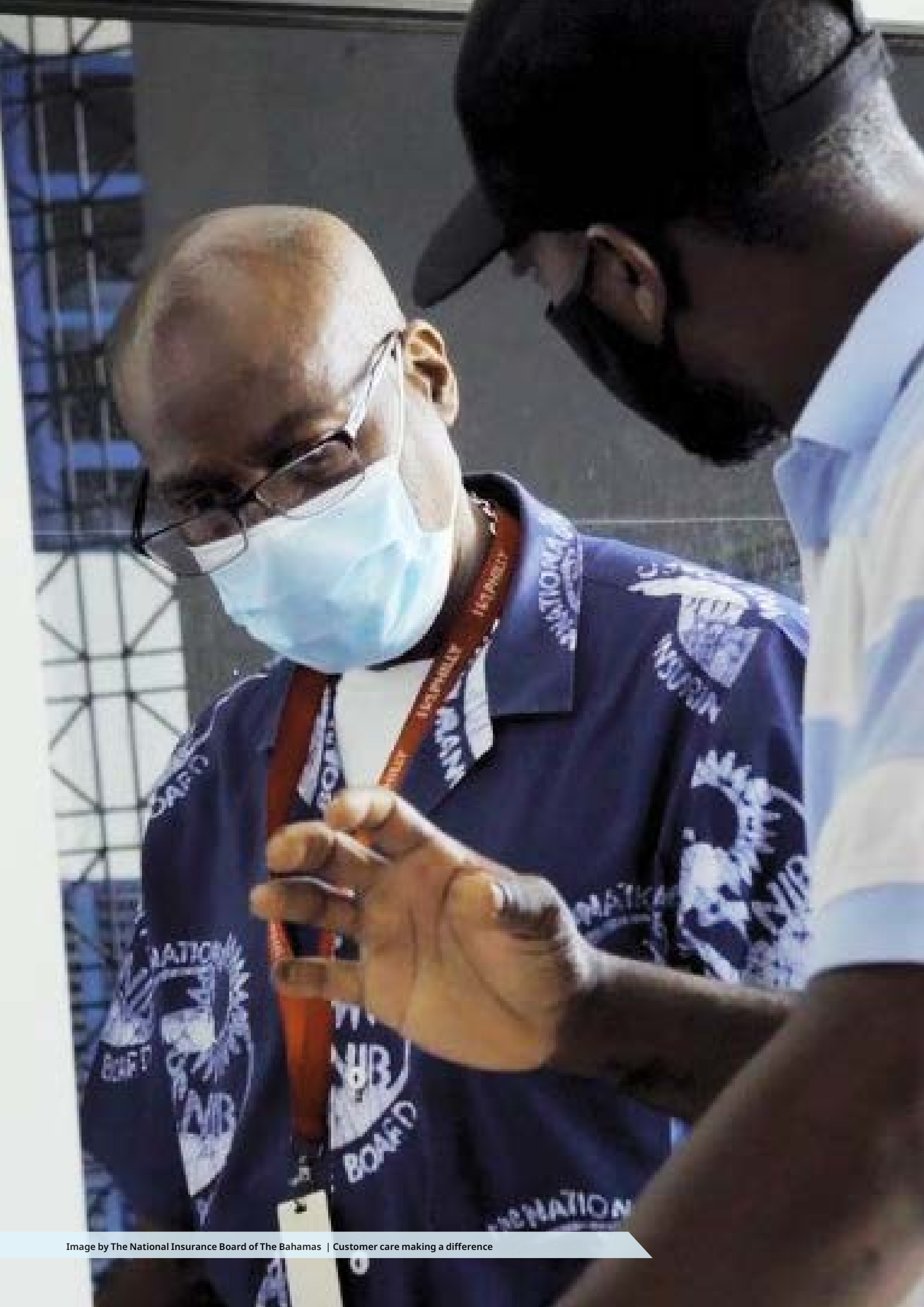


Image by The National Insurance Board of The Bahamas | Customer care making a difference

## ► Memorandum of understanding concerning the Decent Work Country Programme for The Bahamas, 2021-2026

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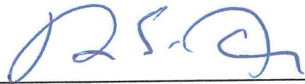
Whereas the Government of The Bahamas, the undersigned workers' and employers' organizations, and the International Labour Organization (ILO), represented by the International Labour Office (referred collectively as the Parties), wish to collaborate in order to promote and advance decent work in The Bahamas.

Recalling Article 40, paragraph 1 of the ILO Constitution, according to which the ILO shall enjoy in the territory of each of its Members such privileges and immunities as are necessary for the fulfilment of its purposes.

Now therefore, the Parties hereby agree as follows:

1. The Parties affirm their commitment to collaborate in the implementation of the Decent Work Country Programme (DWCP), 2021 – 2026. The following are agreed as priorities of the DWCP:
  - i. **Jobs and Skills:** Enhance labour force development and enterprise sustainability to improve prospects for decent employment, increase productivity, and support inclusive economic growth, with special attention to youth, women, and Family Islanders.
  - ii. **Social Dialogue:** Strengthen social dialogue as a principal means of economic and social policymaking and harmonious labour relations, based on mutual respect and understanding and a diversity of voices, with attention to youth and women.
  - iii. **Governance:** Strengthen labour market governance to promote the realisation of Fundamental Principles and Rights at Work and Decent Work for all.
2. The ILO agrees to assist in the mobilization of resources and to provide development cooperation in the implementation of the DWCP, subject to its rules, regulations, directives and procedures, the availability of funds and conditions to be agreed upon in writing.
3. In relation to DWCP 2021 – 2026 and to any related activities of the ILO in the country, the Government will apply, to the Organization, its property, funds and assets, its personnel and any person designated by the ILO to participate in ILO activities relating to the DWCP, the privileges and immunities provided for in the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, and Annex I thereof relating to the ILO.
  1. This memorandum of understanding (MoU) may be modified by agreement between the Parties. Nothing in or relating to this MoU shall be construed as constituting a waiver of the privileges and immunities enjoyed by the ILO.
  2. The DWCP document is attached to this MoU. In the event that the terms contained in the DWCP document are incompatible with the terms of this MoU, including the provisions referenced in article 3, then the latter shall govern and prevail. The original of the MoU has been written and signed in English. If this MoU is translated into another language, the English version shall govern and prevail.
  3. This MoU, superseding all communications on this matter between the Parties, shall enter into force with effect from its signature by the authorized representatives of the Parties.

**For and on behalf of  
The Government of  
The Bahamas**



The Honourable Philip Edward Davis, Q.C., M.P.  
Prime Minister  
The Commonwealth of The Bahamas

Date: 6/12/21

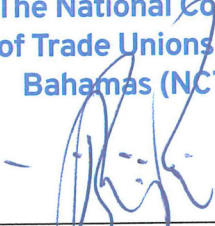
**For and on behalf of  
The Government of  
The Bahamas**



The Honourable Keith Bell, M.P.  
Minister of Labour and Immigration  
The Commonwealth of The Bahamas

Date: 6/12/21

**For and on behalf of  
The National Congress  
of Trade Unions of The  
Bahamas (NCTUB)**



Mr Bernard R. Evans  
President  
in Nassau, The Bahamas

Date: 6/12/21

**For and on behalf of  
The Bahamas Chamber of  
Commerce and Employers,  
Confederation (BCCEC)**



Mrs Krystle Rutherford-Ferguson  
Chairman  
in Nassau, The Bahamas

Date: 6/12/2021

**For and on behalf of  
The Commonwealth of  
The Bahamas Trade Union  
Congress (CBTUC)**



Mr Obie Ferguson  
President  
in Nassau, The Bahamas

Date: 6/12/21

**For and on behalf of  
The ILO Decent Work Team  
and Office for the Caribbean**



Mr Dennis Zulu  
Director  
in Nassau, The Bahamas

Date: 6/12/2021



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ILO Director-General, Guy Ryder, greets The Bahamas Delegation | Americas Regional Meeting, 2018

## ► Acronyms and abbreviations

<b>ADR</b>	Alternative dispute resolution
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>BCCEC</b>	Bahamas Chamber of Commerce and Employers' Confederation
<b>BECON</b>	Bahamas Employers' Confederation
<b>BMA</b>	Bahamas Maritime Authority
<b>BNPC</b>	Bahamas National Productivity Council
<b>BTVI</b>	Bahamas Technical and Vocational Institute
<b>CANTA</b>	Caribbean Association of National Training Agencies
<b>CARICAD</b>	Caribbean Centre for Development Administration
<b>CARICOM</b>	Caribbean Community
<b>CBTUC</b>	Commonwealth of The Bahamas Trade Union Congress
<b>CCL</b>	Caribbean Congress of Labour
<b>CEARC</b>	Committee of Experts on the Application of Conventions and Recommendations
<b>CEATAL</b>	Business Technical Advisory Committee on Labor Matters
<b>CEC</b>	Caribbean Employers' Confederation
<b>COSATE</b>	Trade Union Technical Advisory Council
<b>COVID-19</b>	Coronavirus disease
<b>CSME</b>	CARICOM Single Market and Economy
<b>DoS</b>	Department of Statistics
<b>DWCP</b>	Decent Work Country Programme
<b>DWT/CO-POS</b>	ILO's Decent Work Team and Office for the Caribbean
<b>EA</b>	Employment Act

<b>ECOSOC</b>	United Nations Economic and Social Council
<b>ESE</b>	Enabling Environment for Sustainable Enterprises
<b>EIIP</b>	Employment Intensive Investment Programme
<b>ERC</b>	Economic Recovery Committee
<b>FDI</b>	Foreign direct investment
<b>GBV</b>	Gender-based violence
<b>GDP</b>	Gross domestic product
<b>GRT</b>	Gross register tonnage
<b>HIV</b>	Human Immunodeficiency Virus
<b>HSWA</b>	Health and Safety at Work Act
<b>IACML</b>	Inter-American Conference of Ministers of Labour
<b>ICT</b>	Information and communication technology
<b>IDB</b>	Inter-American Development Bank
<b>IFI</b>	International Financial Institutions
<b>IFRC</b>	The International Federation of Red Cross and Red Crescent Societies
<b>ILO</b>	International Labour Organization
<b>ILO C81</b>	ILO Labour Inspection Convention, 1947 (No. 81)
<b>ILO C87</b>	ILO Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)
<b>ILO C98</b>	ILO Right to Organise and Collective Bargaining Convention, 1949 (No. 98)
<b>ILO C100</b>	ILO Equal Remuneration Convention, 1951 (No. 100)
<b>ILO C102</b>	ILO Social Security (Minimum Standards) Convention, 1952 (No. 102)
<b>ILO C111</b>	ILO Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
<b>ILO C138</b>	ILO Minimum Age Convention, 1973 (No. 138)

<b>ILO C155</b>	ILO Occupational Safety and Health Convention, 1981 (No. 155)
<b>ILO C161</b>	ILO Occupational Health Services Convention, 1985 (No. 161)
<b>ILO C165</b>	ILO Social Security (Seafarers) Convention (Revised), 1987 (No. 165)
<b>ILO C182</b>	ILO Worst Forms of Child Labour Convention, 1999 (No. 182)
<b>ILO C187</b>	ILO Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)
<b>ILO C190</b>	ILO Violence and Harassment Convention, 2019 (No. 190)
<b>ILOSTAT</b>	ILO Department of Statistics
<b>IMF</b>	International Monetary Fund
<b>IMO</b>	International Maritime Organization
<b>IOE</b>	International Organisation of Employers
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>IRA</b>	Industrial Relations Act
<b>ISCO</b>	International Standard Classification of Occupations
<b>ITUC</b>	International Trade Union Confederation
<b>IT</b>	Information technology
<b>LFP</b>	Labour force participation
<b>LMI</b>	Labour market information
<b>LMIAS</b>	Labour market information and analysis system
<b>M&amp;E</b>	Monitoring and evaluation
<b>MSME</b>	Micro, Small, and Medium Enterprises
<b>MLC</b>	Maritime Labour Convention, 2006
<b>NAP</b>	National Apprenticeship Program
<b>NCLP</b>	National Child Labour Policy
<b>NCTUB</b>	National Congress of Trade Unions of The Bahamas

<b>NDP</b>	National Development Plan
<b>NEET</b>	Not in Education, Employment or Training
<b>NGO</b>	Non-governmental organization
<b>NIB</b>	National Insurance Board
<b>NSS</b>	National statistical system
<b>NTA</b>	National Training Agency
<b>NTA Act</b>	National Training Agency Act
<b>NTC</b>	National Tripartite Council
<b>OAS</b>	Organization of American States
<b>ORG</b>	Organization for Responsible Governance
<b>OSH</b>	Occupational safety and health
<b>OHSU</b>	Occupational Health and Safety Unit
<b>OWS</b>	Occupational Wage Survey
<b>PPP</b>	Purchasing power parity
<b>SBDC</b>	Small Business Development Centre
<b>SDGs</b>	Sustainable Development Goals
<b>SIDS</b>	Small Island Developing State
<b>TBD</b>	To be determined
<b>TCEF</b>	Tripartite Caribbean Employment Forum
<b>TRIFOR</b>	Tripartite Forum
<b>TVET</b>	Technical and Vocational Education and Training
<b>UN</b>	United Nations
<b>UN CCA</b>	United Nations Common Country Analysis
<b>UN CEDAW</b>	Committee on the Elimination of Discrimination against Women
<b>UN CMCA</b>	UN Common Multi Country Analysis

<b>UN CRPD</b>	UN Convention on the Rights of Persons with Disabilities
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UN DESA</b>	United Nations Department of Economic and Social Affairs
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UN MSDCF</b>	Multi Country Sustainable Development Cooperation Framework
<b>VNR</b>	Voluntary National Review





## ► Introduction

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The Bahamas' Decent Work Country Programme (DWCP) for 2021-2026<sup>1</sup> sets out the common commitment of the Government of The Bahamas, workers' and employers' organizations and the International Labour Organization (ILO) to promote Decent Work.

The ILO has a longstanding programme of cooperation with its constituents in The Bahamas, following on from the first DWCP, which was launched in 2008. The DWCP for 2021-2026 establishes a firm commitment between all partners to ensure that Decent Work is at the heart of national development in The Bahamas, particularly with respect to recovery and reconstruction following the impacts of Hurricane Dorian and the COVID-19 pandemic. The DWCP identifies three areas of priority:

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

Through the DWCP 2021-2026, the ILO will work in close partnership with the Government of The Bahamas and the Bahamian social partners to address decent work challenges. The ILO's approach in The Bahamas reflects the development of a 'new generation' of DWCPs, seeking to align more closely to both national and international development goals, and leverage partnerships to achieve real and meaningful change. Activities and results identified in the DWCP are based on clear theories of changes, developed through consultation with Bahamian constituents.

The 2030 Agenda for Sustainable Development, with its commitment to the human rights agenda and the core programming principle to leave no one behind, is central to The Bahamas DWCP (2021-2026). The priorities of the DWCP are based on The Bahamas' national development priorities, as articulated in Vision 2040: The National Development Plan (NDP) of The Bahamas, which are in turn closely linked to the SDGs. The DWCP also reflects the 2019 Panama Declaration for the ILO Centenary which asserts that sustained, inclusive and sustainable economic growth are essential for generating decent and productive employment, and for reducing inequalities and the more recent recommendations developed by the national Economic Recovery Committee<sup>2</sup> in 2020 to address the impacts of Hurricane Dorian and the COVID-19 pandemic.

The DWCP for The Bahamas is designed to integrate and find synergies with the forthcoming Multi Country Sustainable Development Cooperation Framework (MSDCF) 2022-2026, which will guide the activities and priorities of the entire United Nations (UN) system in the Caribbean region. Although the

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1 Decent Work Country Programmes are the main vehicle for delivery of ILO support to countries. They have two main objectives: first, to promote decent work and its normative framework as a key component of national development strategies; second, to organize ILO knowledge, instruments, advocacy and cooperation at the service of tripartite constituents in a results-based framework to advance the decent work agenda.

2 The Economic Recovery Committee was convened in 2020 at the request of the Prime Minister to research and develop strategic recommendations to inform the Government's policies to address the economic impact of the COVID-19 pandemic. The Committee is comprised of representatives of Government, business, the trade union movement and civil society, and conducted wide-ranging public consultations in 2020.

DWCP has been finalized in advance of the MSDCF, it aligns with the analysis and findings of the UN Common Country Analysis (CCA) for The Bahamas and UN Common Multi Country Analysis (CMCA), both of which will inform the development of the MSDCF.



## ► Country context

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The Bahamas is an island archipelago comprised of over 700 islands and cays. It has an estimated population of 390,000, of which 22 per cent are under the age of 15 and 7.5 per cent over 65 years, with an annual population growth rate of around 1 per cent and a life expectancy of 74 years (UN DESA, 2019). The population is highly urbanized (>80 per cent) and concentrated on the islands of New Providence, Grand Bahama, and Abaco (World Bank [nd-a](#)). An estimated 15 per cent of the national population are immigrants, with most migrants originating from other Caribbean countries, and an estimated additional 30,000 to 60,000 undocumented migrants (Department of Statistics 2018; Key informant interviews July 2020).

The Bahamas is classified as a high-income economy, with an open, externally oriented, and service-based economy. The national economy is dominated by tourism and the financial services sectors, which have acted as the traditional engines of economic growth. Overall, services account for as much as 85 per cent of Gross Domestic Product (GDP), including 15 per cent derived from financial services. Tourism is estimated to contribute at least 20 per cent of GDP directly, and as much as 48 per cent if both direct and indirect contributions are taken into account (for example, tourism-driven construction). Most economic activities are concentrated in New Providence, the country's most populated island (Oxford Economics 2019).

Although The Bahamas ranks among the largest economies in the Caribbean in terms of GDP and GDP per capita, economic growth in recent years has been slow compared to other countries in the region, even prior to Hurricane Dorian and the COVID-19 pandemic. From 2010–2019, GDP growth averaged just 0.7 per cent annually, compared to 3.1 per cent from 1995–2006, with output from traditional sectors such as financial services and hospitality contracting in recent years (World Bank [nd-a](#); Oxford Economics 2019). During the 2010–2017 period, the fastest growing industries were smaller sectors, such as administration, utilities and information, and communications. Construction also performed well over the same period, but the sector is typically subject to more volatile growth patterns due to its reliance on expenditure for large-scale projects (Oxford Economics 2019).

As a Small Island Developing State (SIDS), The Bahamas is vulnerable to external shocks. These vulnerabilities emanate from a wide range of structural factors, including a limited resource base; lack of economic diversification; high dependence on export earnings; a small domestic market; high susceptibility to climate change; and exposure to natural and environmental disasters. In 2019 and 2020, the economy was subject to two major external shocks in short succession – Hurricane Dorian and the COVID-19 pandemic – both of which are likely to have significant long-term economic and social consequences.

The Bahamas has an estimated total labour force of just over 222,000 people, of which almost half are aged under 35 and at least 70 per cent concentrated in New Providence (Department of Statistics 2017; 2019).<sup>3</sup> The labour force participation rate has steadily increased in recent years, from 72 per cent in 2012 to 80 per cent in 2017 (Department of Statistics 2017). Although the female labour force participation (LFP) rate is relatively high (75 per cent), it remains consistently below the rate for men (83 per cent). ILO modelled estimates put the LFP rate for 15–24 year olds at approximately 54 per cent in 2017 (ILOSTAT [nd](#)).

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<sup>3</sup> The last full national labour force survey was carried out in 2017. The 2019 survey was only conducted in New Providence due to Hurricane Dorian.



Image by National Training Agency, The Bahamas | Students engaged in training session

# ▶ Priority 1: Jobs and skills

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► **Priority 1: Jobs and skills**

Enhance labour force development and enterprise sustainability to improve prospects for decent employment, increase productivity, and support inclusive economic growth, with special attention to youth, women, and Family Islanders.

## 1.1. Contextual analysis

### 1.1.1 Vulnerability to external shocks

The Bahamas is exceptionally susceptible to hurricanes and sea-level rises, with approximately 80 per cent of the land area less than three feet above current sea level. Hurricanes bring major economic costs and impacts on lives and livelihoods, while sea level rises threaten many of the country's airports, road networks, seaports, and major tourism properties.<sup>4</sup> The increasing frequency and intensity of extreme weather events (IPCC 2014; Wuebbles et al 2017) present challenges to preserving human life, maintaining economic activity, and achieving fiscal sustainability (IMF 2019).

Structural characteristics of the Bahamian economy also enhance vulnerability to shocks. In particular, the economy is over-reliant on tourism and financial services for both GDP and jobs. Prior to the COVID-19 pandemic, it is estimated that as much as 70 per cent of total employment was reliant, directly or indirectly, on tourism. According to the 2020 UN CCA, the focus on these two main sectors overshadowed opportunities in the blue, green and orange economies (including bioprospecting), and created limited job opportunities for the still large youth population. In this context, the pronounced drop-off in international tourism due to the COVID-19 pandemic has significant adverse implications for growth and employment – and, consequently, for the prospects of decent work (Ministry of Tourism 2020; Oxford Economics 2019).

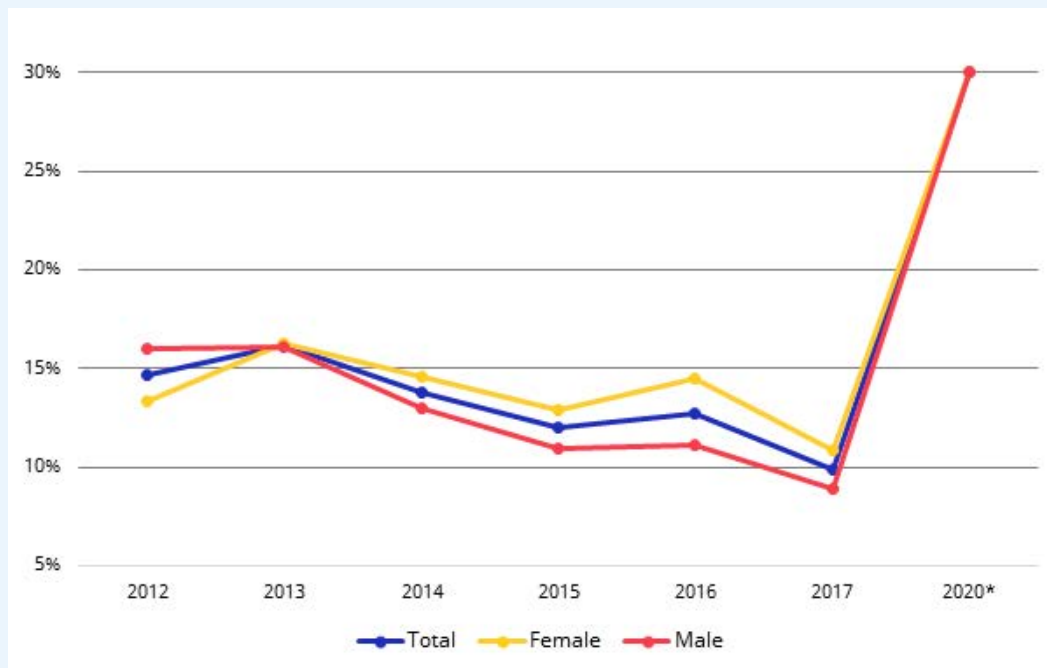
These dual vulnerabilities undermine national economic resilience, both in terms of the capacity of the economy to recover from and dissipate the adverse effects of economic downturns, and the ability of businesses and households to absorb and recover from unexpected economic hardships (ERC 2020).

### 1.1.2 Unprecedented pressure on jobs

Even before Hurricane Dorian and COVID-19, sluggish growth had led to job creation rates that failed to keep pace with population and labour force increases, leading to persistent high levels of unemployment. The Government had expressed concern that key industries were not experiencing sufficient growth to drive higher levels of employment creation, with unemployment rates over the last decade fluctuating between 10 and 16 per cent (Commonwealth of The Bahamas 2018).

The subsequent impacts of the hurricane and the COVID-19 pandemic have placed unprecedented pressure on jobs (see Figure 1). The effective cessation of global tourism with the onset of the pandemic has resulted in as many as 25,000 workers losing their jobs or incomes and contributed to an estimated total unemployment rate in excess of 30 per cent in 2020. Unemployment is expected to remain high as the tourism crisis continues through 2021, with adverse implications for household incomes, consumption, and poverty (Ministry of Tourism 2020; UNDP 2020).

<sup>4</sup> As a direct result of Hurricane Dorian, an estimated 200 people lost their lives and as many as 30,000 people lost their homes and/or businesses, while damage and losses from the hurricane was estimated at USD\$3.4 billion, more than a quarter of annual GDP (Avila et al 2020; IFRC 2020; Zegarra et al 2019).

► **Figure 1: Unemployment rates, 2012-2020**

\* Estimate.

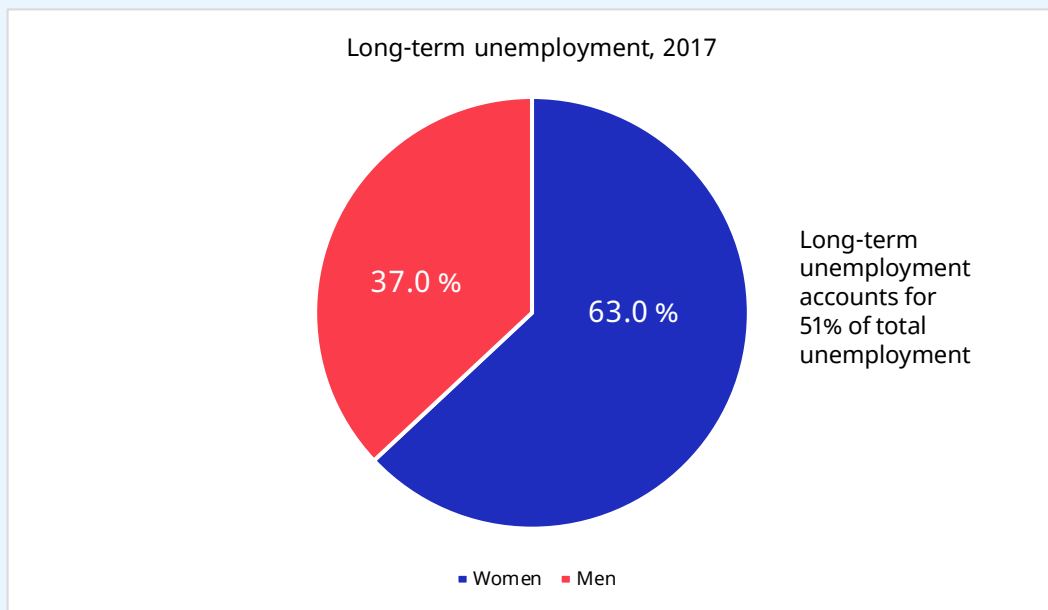
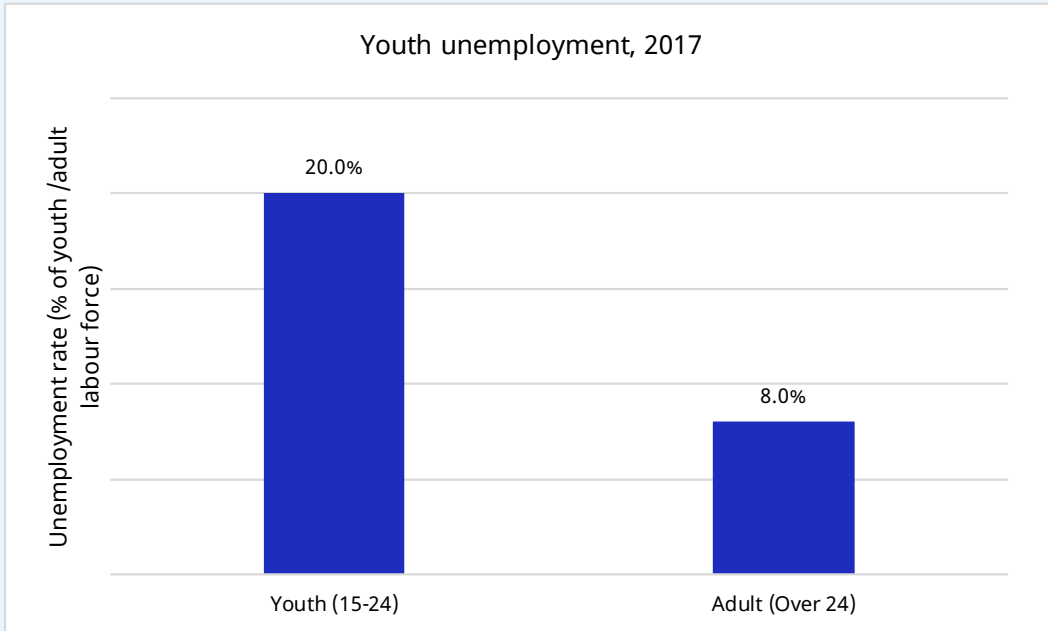
Sources: Data for 2012-2017 are from national labour force surveys, with 2017 the last year for which full national data are available (Department of Statistics [2017](#)); Data for 2020 is a Government estimate (Ministry of Tourism [2020](#)).

### Youth, women, and long-term unemployed

Youth, women, and the long-term unemployed face particular challenges, and the current crisis is likely to have exacerbated pre-existing vulnerabilities. Even before COVID-19, youth unemployment was twice the national average (20 per cent) in 2017 (most recent available data) (see Figure 2), while female unemployment rates were consistently higher than the rates for men (see Figure 1). The long-term unemployed (more than 12 months) accounted for more than half of all unemployment (see Figure 2), suggesting significant barriers to employment for many Bahamians and especially for women, who are overrepresented among the long-term unemployed (Department of Statistics [2017](#); [2019](#)).

Unemployment rates are also notably higher among those with poor educational attainment (16 per cent for those with incomplete secondary education) compared to those with secondary (11 per cent) or tertiary (4-6 per cent) educational qualifications (Department of Statistics [2017](#)), indicative of skills-related barriers to employment. People with disability face particular employment challenges. Although recent data are lacking, the 2010 census found that 70 per cent of people with a disability were unemployed (Department of Statistics [2010](#)).

► **Figure 2: Youth and long-term unemployment**



Source: Department of Statistics ([2017](#))



### 1.1.3 Skills mismatches impede job creation and enterprise development

Job-specific skills shortages lead to unfilled vacancies that constrain enterprise development and productivity, with reports of specific shortages in the maritime, construction, real estate management, agribusiness, and information and communication technology (ICT) sectors. Soft skills gaps are associated with productivity losses and increased turnover. Broader weaknesses in the national education system are considered to contribute to various skills mismatches, including suboptimal educational outcomes in terms of basic numeracy and literacy, the quality and labour market relevance of technical and vocational education and training (TVET), and limited opportunities for direct work experience (ERC [2020](#); Fazio and Pinder [2012](#); Government of The Bahamas [2016](#); Department of Statistics [2017](#); ORG [2016](#); Oxford Economics [2019](#)).

Although the Government and private sector have made addressing skills issues a strategic priority in recent years – for example, ongoing reform of the national TVET system, the creation of a National Training Agency (NTA), the Bahamas Chamber of Commerce and Employers' Confederation (BCCEC)'s Chamber Institute – there remains a lack of coordination at the institutional, policy, and programming levels that impedes effective national responses to skills challenges. A lack of data on which to build an accurate and up-to-date picture of skills mismatches is a further constraint on efforts to design targeted policy interventions and programs.

The lack of diversification in the national economy may also feed into wider unemployment and skills challenges. In particular, the dominance of the tourism sector may function to monopolize financial and human capital resources and the policymaking attention of Government (including with respect to skills development), depriving other productive sectors of the investment and talent to develop. The lack of economic diversification also narrows the range of employment and career opportunities available to young Bahamians, contributing to a 'brain drain' through the emigration of talent. Emigration of the most talented Bahamians exacerbates national labour market skills mismatches, which in turn impede private sector growth, job creation, and the development of new productive sectors (for example, IMF [2018](#)).<sup>5</sup>

### 1.1.4 Productivity

Although ILO estimates of labour productivity in The Bahamas compare favourably to other Caribbean countries, they fall well below the global average for high income economies. Average output per worker is estimated at USD\$31,000 for the Caribbean region as a whole for the period 2015-2019, compared to USD\$56,400 for The Bahamas (GDP constant 2011 international \$ in purchasing power parity (PPP)). However, average output per worker for the high-income group of countries, which includes The Bahamas, stands at USD\$92,300 over the same period (elaboration of ILO data).

Moreover, growth in labour productivity in The Bahamas (measured as growth rate of annual GDP per employed person) has been negative in five out of the previous six years to 2019, in sharp contrast to both the regional Caribbean and wider international positive trends (data from ILO). The combination of static or declining labour productivity with high and increasing real wages presents a significant competitiveness problem for business, with adverse impacts on job creation as employers seek to manage labour costs by reducing the number of employees (IMF [2018](#)).

Most stakeholders agree that labour productivity deficits derive primarily from skills mismatches in the national labour force, including soft skills gaps (Fazio and Pinder [2012](#); Key informant interviews,

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5 [2018](#).

The IMF estimates that 70 per cent of Bahamians with tertiary education emigrated to OECD countries in 2010 (IMF

July 2020). Other productivity factors include a lack of adequate ‘business education’ (business planning and financial management) among many (M)SME owners and managers, as well as the lack of resources and skills needed to digitalize business processes. These limitations also constitute significant risks to business continuity in the context of external shocks. In these contexts, the lack of adequate business and financial planning, as well as the limited integration of technology, leave many businesses without a viable path to continue operations, with associated adverse implications for broader economic resilience and job protection (Key informant interviews, July 2020).

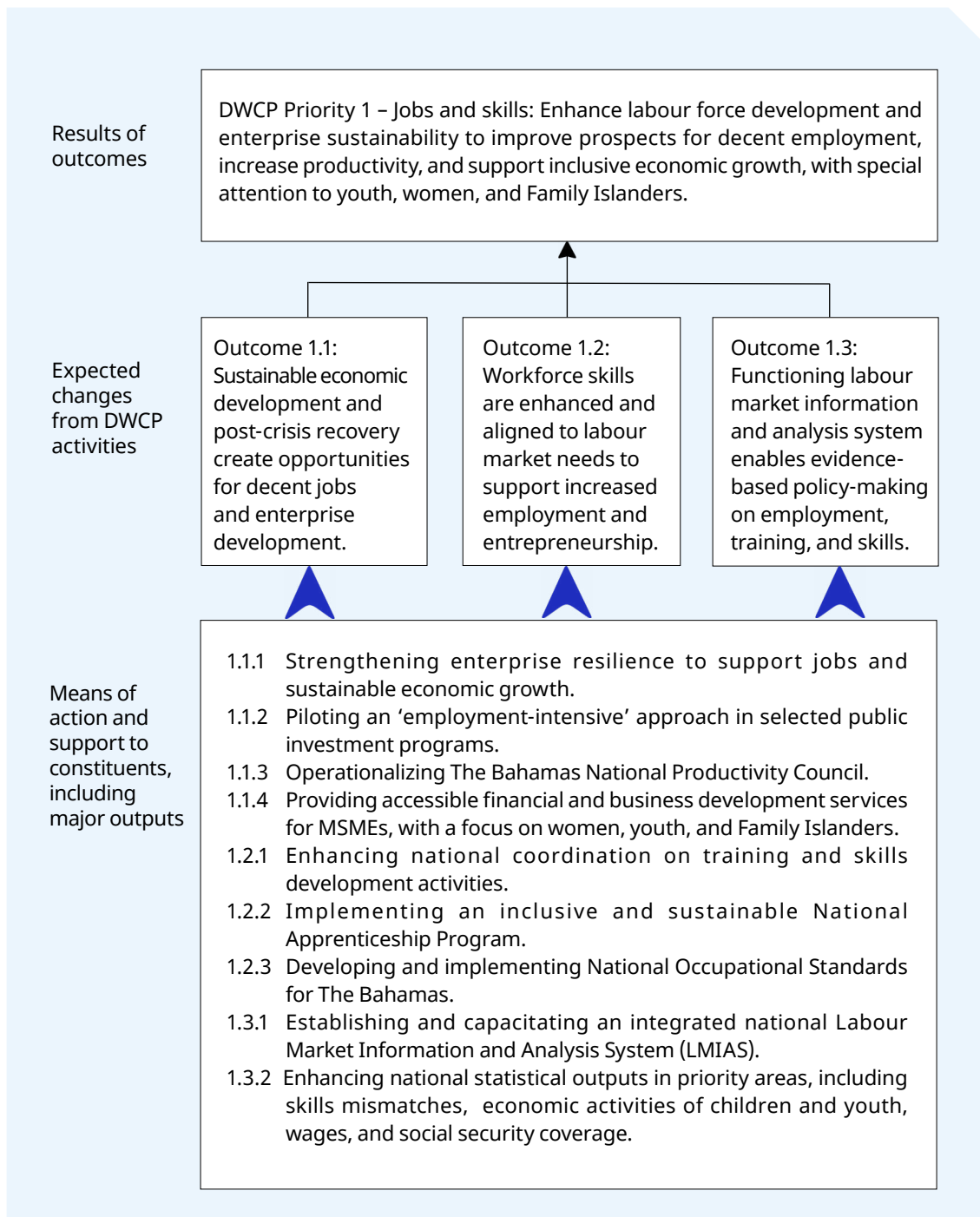
### 1.1.5 Labour market information

In The Bahamas, most labour market information is generated and analysed by the Department of Statistics, under the Ministry of Finance. The Department has established important data collection and dissemination frameworks in recent years, in particular the semi-annual [Labour Force Survey](#) and annual [Labour Market Information newsletters](#). Regular collection and dissemination of [occupations and wages data](#) for the hospitality sector and [work permits](#) issued by sector and occupation provide further valuable information on the labour market. Separately, the National Insurance Board (NIB) publishes data on [NIB contributions and benefits](#).

However, as has been cited in the UN CCA for The Bahamas, there are critical gaps in current data collection, analysis and sharing frameworks. These gaps constrain both the objective evaluation of the current situation concerning decent work in The Bahamas and, ultimately, the prospects for designing and implementing evidence-based policies and programmes to realize specific decent work and national development objectives (including monitoring progress towards the SDGs). In particular, there is limited workforce skills data on which to base a reliable assessment of skills mismatches, limited data generated and/or analysed with respect to productivity, and inconsistent compilation and dissemination of administrative data related to labour inspection and occupational safety and health.

Limitations derive from both institutional and systemic challenges and capacity constraints. The Department of Statistics has responsibility for conducting regular labour force surveys and generating various other social and economic data. However, it is not mandated to perform the central coordinating role of an effective Labour Market Information and Analysis System (LMIAS); for example, it does not have a mandate to coordinate data collection efforts on the part of other Government agencies and departments or to compile and analyse such data, and existing IT tools and systems are inadequate to facilitate multi-agency data compilation and analysis. Specialists at the Department of Statistics are well trained but the Department has limited resources overall. Beyond the Department of Statistics, only a few other Government departments have adequate statistical capacity to generate and contribute data to a centralized LMIAS. (See also Annex 1 for discussion of how capacity constraints at Government level may affect the monitoring and evaluation of the DWCP.)

## 1.2 Summary theory of change - Priority 1






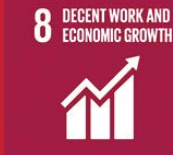




## 1.3 Outcomes

### Outcome 1.1

<b>Outcome 1.1: Sustainable economic development and post-crisis recovery create opportunities for decent jobs and enterprise development</b>	
<b>▶ Output 1.1.1 – Enterprise resilience is strengthened to support jobs and sustainable economic growth.</b>	
Indicator(s)	1.1.1 (a) Enhanced capacity of constituents in relation to workforce resilience and crisis response, and business continuity planning. 1.1.1 (b) Enhanced capacity and awareness of constituents in relation to a ‘green recovery’ from the COVID-19 crisis and a ‘just transition’ to an environmentally sustainable economy and society for all. 1.1.1 (c) New employment and/or self-employment opportunities in target sectors [target sectors TBD, but may include: maritime, agriculture and fisheries, light manufacturing, sustainable tourism and conservation].
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Training for workers’ and employers’ organizations on principles of collaborative crisis-response planning and business continuity strategies.</li> <li>▶ Support for high-level stakeholder forum(s) to raise awareness and share best practice in relation to climate-responsive employment programs and business practices, with a focus on supporting national constituents’ contributions to a ‘green recovery’ from the COVID-19 crisis and ‘just transition’ to environmentally sustainable economies.</li> <li>▶ Training / advisory support for national constituents (including the NTC) to incorporate an express jobs- and skills-focus into strategic planning for sector-specific promotional measures that can contribute to economic diversification.</li> </ul>
<b>▶ Output 1.1.2: An Employment Intensive Investment Programme (EIIP) based approach is piloted in target subnational regions.</b>	
Indicator(s)	1.1.2 (a) Increased number of employment opportunities for local workers in pilot area (in relation to pilot EIIP project). 1.1.2 (b) Number of new infrastructure audits and/or island-specific development plans with an express job creation assessment or strategy [TBD; applicable only if the government implements relevant Economic Recovery Committee (ERC) recommendations to conduct local infrastructure audits and/or prepare island-specific development plans].
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Training for key technical, finance, planning ministries and/or local authorities (as appropriate) to support the implementation of an EIIP-based approach in one or more pilot projects [TBD; applicable only if the Government implements relevant ERC recommendations to conduct local infrastructure audits and/or prepare island-specific development plans].</li> <li>▶ Training for key technical, finance, planning ministries and/or local authorities (as appropriate) to support the incorporation of an EIIP-based approach in one or more local infrastructure audits and/or development plan [TBD; applicable only if the Government implements relevant ERC recommendations to conduct local infrastructure audits and/or prepare island-specific development plans].</li> </ul>

**Outcome 1.1: Sustainable economic development and post-crisis recovery create opportunities for decent jobs and enterprise development**

▶ Output 1.1.3 - The Bahamas National Productivity Council (BNPC) is operationalized.

Indicator(s)	1.1.3 (a) The BNPC is legally established and operational. 1.1.3 (b) An Enabling Environment for Sustainable Enterprises (EESE) study is completed and recommendations / proposals presented to Government.							
Potential contributing activities	▶ Training and technical advisory support to constituents (NTC) on the drafting and implementation of requisite legislation and internal regulations for the operationalization of the BNPC. ▶ Technical support in carrying out an EESE study.							
▶ Output 1.1.4 – Financial and business development services for Micro, Small, and Medium Enterprises (MSMEs) are enhanced, with a focus on youth, women, and Family Islanders.								
Indicator(s)	1.1.4 (a) Number of entrepreneurs / MSMEs securing business grants / loans in target groups. 1.1.4 (b) Number of entrepreneurs / MSMEs receiving business development services in target groups.							
Potential contributing activities	▶ Technical support to institutional partners to develop and deliver tailored financial products to start-ups and existing MSMEs and/or to strengthen outreach to target groups. ▶ Technical support to institutional partners (for example, SBDC, NTA) to provide business training and capacitation programs accessible to and tailored to the needs of target groups.							
Alignment with SDGs								
SDG indicators	1.1, 1.2 Poverty	2.3 Agricultural productivity, rural jobs; 2.4 Sustainable food production; 2a Rural infrastructure	4.4 Relevant skills for employment.	8.2 Economic diversification, employment-intensive sectors; 8.3 Decent jobs and SMEs;	9.1 Resilient infrastructure 9.2 Industrial employment; 9.3 Value chain integration	10.3 Reduce inequalities	11.5 Disaster preparedness	13.1 Resilience to climate-related disasters 13.2 Climate change measures

Outcome 1.1: Sustainable economic development and post-crisis recovery create opportunities for decent jobs and enterprise development							
				8.4. Environmentally sustainable growth; 8.5 Full employment; 8.6 Reduce NEETs; 8.9 Sustainable tourism; 8.10 Access to finance			
Alignment with national development priorities	<p>Vision 2040: National Development Plan of The Bahamas: Goals 7 (Poverty and Discrimination), 9 (Modern Infrastructure), 11 (Natural Environment), 12 (Healthy Macroeconomy), 13 (Competitive Business Environment), 14 (Diversified Economy).</p> <p>ERC Executive Summary Report: Structural reform (accelerate infrastructure development, disaster resilience policy), Agriculture and fisheries (promote expansion, create jobs, diversify economy), Entrepreneurship and foreign direct investment (FDI) (MSME support, entrepreneurship training, promote new sectors), Family Island development (infrastructure plans), Education and labour (employment, Bahamas National Productivity Council), Energy and environment (conservation and parks infrastructure, renewable energy / energy infrastructure), Financial services (access to finance, financial literacy), Cross-cutting (jobs, economic vulnerability, business continuity, business and personal financial resilience, economic diversification).</p>						

## Proposed path to achieve Outcome 1.1

As The Bahamas emerges from the dual crises of Hurricane Dorian and the COVID-19 pandemic, it is essential that recovery and reconstruction efforts focus not only on alleviating immediate livelihood needs (for example, through emergency social protection measures), but that they are also oriented towards creating more sustainable, resilient, and decent employment opportunities in the longer term.

In this context, there is an important opportunity – and a fundamental national development need – to incorporate decent work dimensions into strategic economic and development planning to build economic and environmental resilience. For example, strategic interventions in the form of public employment programmes, infrastructure projects, and targeted support for specific industries and sectors can help create vital new jobs in the short term, develop workforce skills for the future, and promote and expedite processes of economic diversification that support longer term economic resilience and sustainability. These initiatives must ensure that all Bahamians have access to and can benefit from development interventions, with particular attention to marginalized and disadvantaged groups, including women, youth, and Family Islanders. Initiatives must also stimulate a shift to more environmentally sustainable models of business to align with national climate adaptation and mitigation objectives and ensure the long-term sustainability of the Bahamian economy and the conservation of its natural assets.

### Output 1.1.1 – Enterprise resilience is strengthened to support jobs and sustainable economic growth

The Government has recognized the importance of building economic and environmental resilience as an integral part of national development planning. This includes an express focus on improving the Government’s disaster preparedness and crisis response capabilities, strengthening infrastructure to protect against natural disasters, and supporting business continuity planning. It also includes economic diversification as a critical component of building resilience to external economic shocks, with a particular focus on promoting sustainable growth of the maritime, ICT, agriculture and fisheries, light manufacturing, and renewable energy sectors, as well as promoting more sustainable forms of tourism.

The ILO, in close coordination with other UN and regional partners, will support the Government and social partners to achieve these national development aims by providing specialist advisory support and technical tools to policymakers and national constituents to build workforce and enterprise resilience to sustain businesses and jobs through and beyond future crises. These activities will include wider advisory support in relation to the contributions of national constituents to a ‘green recovery’ from the COVID-19 crisis (for example, ILO [2020](#)) and to support the diversification of the Bahamian economy in line with the principles of a ‘just transition’ that prioritizes decent jobs and environmental sustainability (for example, ILO [2015](#)).

- Training for workers’ and employers’ organizations on the principles of collaborative crisis-response planning and business continuity strategies, building enterprise and workforce resilience to future shocks.
- Advisory support and specialist input for high-level stakeholder forum(s) to raise awareness and share best practice in relation to climate-responsive employment programs and business practices that can contribute to a jobs-rich ‘green recovery’ in the shorter term and support the ‘just transition’ to environmentally sustainable economies in the longer-term.<sup>6</sup>

<sup>6</sup> As appropriate, activities might include a focus on incorporating jobs-focused ‘green recovery’ / ‘green transition’ principles into ongoing revisions of Vision 2040: The National Development Plan of The Bahamas and/or the preparation of a Disaster Resilience Policy (proposed by the ERC).

- Specialist advisory support for national constituents (including the NTC) on approaches and good practices on incorporating employment and skills consideration into interventions aimed at promoting specific sectors and industries, thus ensuring that efforts to promote economic diversification maximize their job creation potential to support sustainable employment and incomes in the longer-term.

Across these different areas for engagement, the ILO will contribute its particular expertise in relation to inclusive and sustainable employment interventions to ensure that measures are inclusive of, and prioritize the needs of, the most vulnerable segments of the population, including women, youth, and Family Islanders.

### **Output 1.1.2 – An Employment-Intensive Investment Programme (EIIP) based approach is piloted in target subnational regions.**

The implementation of a stronger ‘jobs focus’ to post-crisis reconstruction and economic planning activities has both short and longer-term benefits. Such an approach aligns with recommendations from the ERC to accelerate the execution of public infrastructure and construction projects in the short-term (especially smaller-scale projects that benefit multiple smaller firms and contractors) and to promote significant investment in infrastructure development programs in the longer-term (with a focus on transport, ICT, and environmental protection infrastructure, especially in the Family Islands). The ILO and national tripartite constituents can play an important role in ensuring that current and future infrastructure investments are designed to optimize job creation outcomes.<sup>7</sup>

The ILO’s EIIP approach provides a valuable framework for incorporating this type of ‘jobs focus’ into economic development planning and programming, and can be applied as a useful policymaking and planning tool to ensure both short- and longer-term employment-related benefits to national infrastructure development.<sup>8</sup> In the short term, an EIIP-based approach to targeted infrastructure development programs can help to address immediate national needs – generating much-needed short-term employment opportunities to sustain livelihoods, while ensuring the timely repair and development of critical infrastructure. In the longer term, the effective application of an employment-intensive investment approach can help ensure that public investment programs generate economic activity that activates local labour markets to sustain quality jobs, skills development opportunities, and entrepreneurship beyond the duration of the initial intervention. The long-term impacts of an EIIP-based approach can be maximized where projects align with other national development and decent work priorities; for example, supporting the growth of job-rich new sectors, such as agriculture or fisheries; or supporting skills development by linking project employment opportunities to national training programs (such as the National Apprenticeship Program, see 2.1).

The ILO – in close coordination with other actors – will provide specialist advisory support to relevant technical, finance, and planning ministries (and/or local authorities, as appropriate) to support the implementation of an EIIP-based approach in a defined number of pilot infrastructure projects, focusing on projects or regions that require priority attention to address acute reconstruction, development, or employment needs (for example, in the Family Islands). Project selection will be based on mapping of existing and planned infrastructure programs against specific development and employment needs in local areas, in cooperation with national constituents, as well as considerations on the practical feasibility of implementing an EIIP dimension to the project (current stage of planning or implementation, project financing structure, duration, workforce availability, etc.).

<sup>7</sup> These efforts might include the incorporation of an express ‘jobs focus’ into the design and implementation of local infrastructure audits and subsequent island-specific development plans, if such measures – recommended by the ERC – are adopted by the Government.

<sup>8</sup> The ILO’s EIIP approach may include, inter alia, the provision of specialist technical support in relation to the following activities: assessing the employment potential of existing investment programs or fiscal stimulus measures; reviewing procurement processes; developing technical guidelines; conducting training; ensuring a gender-inclusive approach; labour standards compliance planning.



To ensure longer-term positive impacts on employment, the ILO will help convene relevant national actors (such as the National Training Agency and Bahamas Technical and Vocational Institute) and project partners to link project employment to the national training system so that workers are provided with viable 'graduation pathways' to maximize post-project employability. Such linkages might include the creation of work-based-learning plans, career counselling, or subsidized access to existing technical and vocational training programs that can provide recognized certification for experience and skills gained. Scope to coordinate with the National Apprenticeship Program, envisaged under Outcome 2.1, will be explored.

### **Output 1.1.3 – The Bahamas National Productivity Council is operationalized**

The NTC has proposed draft legislation for the creation of a tripartite Bahamas National Productivity Council (BNPC), which is currently under consideration by the Government. The BNPC would have a broad mandate to coordinate Government policy with respect to productivity and competitiveness, including activities in the areas of economic and labour policy planning, skills development, business environment, and measurement and reporting on productivity indicators at the national, subnational regional, and sector level.

The BNPC can play an important role in addressing long-standing productivity challenges in The Bahamas that have implications for job creation and wider economic growth. As a tripartite institution, the BNPC can also make important contributions to strengthening social dialogue on key economic policy matters, in accordance with envisaged outcomes under Priority 2 of this DWCP.

The ILO will provide technical expertise to national constituents, primarily the NTC, to support the finalization and implementation of the necessary legal and regulatory instruments to establish the BNPC. In this respect, the ILO will coordinate closely with relevant national constituents to determine the precise scope of the BNPC's mandate in order that it aligns with and complements (and does not duplicate) the proposed functions of the expanded NTA, envisaged under Outcome 1.2.

Once the BNPC is established, the ILO will contribute to its operationalization by providing strategic advisory support to high-level tripartite members. One initial area for support will focus on the application of the ILO's Enabling Environment for Sustainable Enterprises (ESEE) methodology for research and analysis activities to build the knowledge base for the BNPC to effectively advise policymakers. (An initial step will involve a review of the nature and scope of previous stakeholder consultations undertaken during the development of the draft productivity legislation to ensure any new activities do not duplicate previous efforts).

### **Output 1.1.4 – Financial and business development services for MSMEs are enhanced, with a focus on youth, women, and Family Islanders.**

The Bahamas has been implementing a number of important initiatives to support MSME development, including both Government and private sector programs. Notably, the Small Business Development Centre (SBDC), a joint initiative of the Ministry of Finance, BCCEC, and University of The Bahamas, provides a range of financial and business development services to support new start-ups and existing MSMEs – including basic business training and support in securing finance from commercial lenders (training and support in preparing applications and underwriting business loans). The SBDC has also pioneered programs to support entrepreneurship among youth and women, in particular.

However, some groups may face specific challenges and barriers in accessing existing MSME support programs, including those delivered by the SBDC. The SBDC and most financial institutions, such as The Bahamas Development Bank, are based in New Providence and have limited presence outside larger population centres, presenting significant access barriers to many Family Islanders. Unequal access to ICT services and digital skills gaps may limit the scope of online modes of service provision.

Moreover, socioeconomic and cultural difference may lead many prospective entrepreneurs, especially those with lower levels of formal education, to perceive Nassau-based business service providers as inaccessible and lacking interest and/or understanding of their particular business development context and needs.








In consultation with social partners, the ILO will contribute to the development and delivery of tailored financial products to start-ups and existing MSMEs, and/or advise on appropriate outreach strategies to raise awareness and increase uptake of existing financial products, among target groups; in particular, women, people with disabilities, and Family Islanders. Similarly, the ILO will support institutional partners – for example, the SBDC, NTA, and/or Department of Gender and Family Affairs – to provide business training and capacitation services that are accessible and tailored to the specific needs of prospective entrepreneurs and existing MSMEs among the target groups. The establishment of mobile training ‘centres’ or information points that periodically set up temporary offices in Family Island communities, developing training methodologies that are more ‘informal’ and accessible, and outreach and communication plans to raise awareness and change perceptions about services, will be considered.

The ILO will aim to identify opportunities for cooperation with other UN agencies that may have – or may introduce during the lifespan of the DWCP – other relevant programs targeting similar population groups.



## Outcome 1.2

<b>Outcome 1.2: Workforce skills are enhanced and aligned to labour market needs to support increased employment and entrepreneurship</b>	
▶ Output 1.2.1 – National coordination on training and skills policies and programming is enhanced.	
Indicator(s)	11.2.1 (a) Legislation and/or regulations are amended (as needed) to establish and clearly define the mandate of a national coordinating body for training and skills. 1.2.1 (b) The [coordinating institution's] capacity is enhanced to fulfil its coordinating role of the national training system.
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Advisory support to national constituents to review and (as needed) make recommendations for amendments to relevant legislation and regulations to establish clearly the respective mandates and authority of key institutions responsible for training and skills policymaking and programming, with an emphasis on establishing a single national coordinating body and using the updated CARICOM Regional TVET Strategy as a possible template to determine key functions.</li> <li>▶ Training and other technical support to the [coordinating body] to build capacity to fulfil its expanded mandate, including the establishment and capacitation of technical sub-committees in key areas as needed (for example, standards and qualifications, data collection and analysis, policy and programming coherence).</li> </ul>
▶ Output 1.2.2 – An inclusive and sustainable National Apprenticeship Program is established.	
Indicator(s)	1.2.2 (a) A sustainable national apprenticeship program is established and operational. 1.2.2 (b) Number of apprentices completing the National Apprenticeship Program each year by sex.
Potential contributing activities	▶ Advisory support to national constituents to (re)design and implement a sustainable and inclusive national apprenticeship program, including technical support on program funding, integration into national training system, and best practice in ensuring equal access and opportunities (with a focus on women, people with disabilities, and Family Islanders).
▶ Output 1.2.3 – National Occupational Standards are established and incorporated into the national training system.	
Indicator(s)	1.2.3 (a) National Occupational Standards are developed and approved by the Government. 1.2.3 (b) National Occupational Standards are incorporated into the national training system.
Potential contributing activities	▶ Technical support to establish National Occupational Standards and incorporated them into the national training system.

Outcome 1.2: Workforce skills are enhanced and aligned to labour market needs to support increased employment and entrepreneurship							
Alignment with SDGs	1 NO POVERTY 	2 ZERO HUNGER 	4 QUALITY EDUCATION 	8 DECENT WORK AND ECONOMIC GROWTH 	9 INDUSTRY, INNOVATION AND INFRASTRUCTURE 	10 REDUCED INEQUALITIES 	17 PARTNERSHIPS FOR THE GOALS 
SDG indicators	1.1, 1.2 Poverty reduction	2.3 Agricultural productivity, rural jobs	4.3 Equal access to TVET; 4.4 Relevant skills for employment; 4.5 Gender disparities in access to TVET; 4.6 Literacy and numeracy	8.2 Economic diversification; 8.3 Decent jobs and SMEs; 8.4 Sustainable growth; 8.5 Full and productive employment; 8.6 Reduce NEETs;	9.2 Industrial employment	10.2, 10.3 Social and economic inclusion	17.14 Policy coherence
Alignment with national development priorities	<p>Vision 2040: National Development Plan of The Bahamas: Goals 6 (Education), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 14 (Diversified Economy).</p> <p>ERC Executive Summary Report: Structural reform (MSME development, maritime sector), Agriculture and fisheries (create jobs), Entrepreneurship and FDI (new sectors), Education and labour (employment, coordination on skills, apprenticeships), Cross-cutting (jobs, inclusive economy, youth, economic diversification).</p>						

## Proposed path to achieve Outcome 1.2

There is broad agreement amongst stakeholders that skills mismatches are a key decent work challenge for The Bahamas, acting as a constraint on private sector growth and job creation. There is a need to construct more market-relevant skills development pathways, particularly with respect to technical and vocational education and training (TVET). These views align with the objectives set out in the NDP, which clearly identified skills development as a national development priority. Similarly, the ERC identified skills mismatches as an urgent and priority area to address to support The Bahamas' medium and long-term economic recovery and growth (ERC [2020](#)).<sup>9</sup> Interventions on skills can play an important role in addressing a range of key decent work challenges, including youth unemployment, low productivity and competitiveness challenges, and economic diversification.

In recent years, The Bahamas has made concerted efforts to address persistent skills challenges through various programs across multiple Government Ministries, as well as private sector and civil society programs. The establishment of the National Training Agency (NTA), grants for tertiary education tuition, and proposals for a National Apprenticeship Program are notable examples.

However, there remain significant structural and capacity limitations that impede the operation of an effective national training system. Key constraints include the lack of a single body to coordinate national skills policy and programs, the lack of data and empirical analysis of skills mismatches, the limited supply of work-based-learning opportunities, and specific barriers to accessing existing training opportunities for certain segments of the population. Moreover, budgetary constraints due to the COVID-19 crisis have resulted in the suspension or significant down-scaling of promising initiatives. The DWCP can provide a coherent strategic framework to strengthen the national training system to ensure the development of a national workforce that is equipped to take advantage of new employment and entrepreneurship opportunities and collectively contribute to achieving The Bahamas' national development goals.

### Output 1.2.1 – A central coordinating body for national training and skills policies and programs is established and capacitated

In recent years, there have been several important interventions to strengthen skills development outcomes in The Bahamas, including initiatives involving a range of Government and social partner actors (Ministry of Education, Ministry of Labour, National Training Agency, educational institutions, private sector, and trade unions). However, there remain gaps in dialogue among key actors with respect to skills, and there is no overarching framework for coordinating policy and programming interventions on training and skills at the national level.

Several recent initiatives and pending proposals have made attempts to improve coordination and systematize policymaking and programming on skills development. However, there is a lack of coherence in terms of the actual and envisaged mandates of different institutions that impedes effective coordination and the implementation of an integrated national training and skills system.

For example:

- The National Training Agency (NTA): functions include responsibility for coordinating national standards and certification frameworks, cooperation with other Government and private sector actors, implementation and maintenance of a Labour Market Information and Analysis System (LMIAS), as well as delivery and accreditation of training programs (NTA Act [2013](#)). However, in practice the NTA

<sup>9</sup> Building human resource capacity is also a strategic development priority at the regional level, and The Bahamas may constructively draw on CARICOM's Human Resource Development Strategy, which is closely linked to the SDGs, to inform its own national strategic approach to human resource capacity building.

faces capacity constraints in delivering its full mandate, especially in relation to its central coordinating role for training and skills policies programs, as well as in terms of its vital contributions to the LMIAS.

- The Bahamas National Productivity Council (proposed): The NTC has drafted proposals for the creation of a Bahamas National Productivity Council (BNPC) whose mandate – as currently formulated – would include coordination of national programs and initiatives to develop workforce skills.
- A National Skills Development Committee (proposed): The ERC has recommended the reconstitution of a National Skills Development Committee with a coordinating role for training and skills development (ERC 2020).
- Sectoral skills councils (partly implemented): Under the Inter-American Development Bank (IDB)-funded Skills for Current and Future Jobs project, the Department of Labour proposed the creation of several sectoral skills councils to oversee skills analysis and development in target industries. To date, only one council was formed for the maritime sector.

The ILO has extensive technical expertise and experience in the design and implementation of national training systems, including in the Caribbean region with the development of CARICOM's Regional TVET Strategy in 1990 (updated in 2012), and will provide technical support and advice on how to strengthen national-level coordination on training and skills development. A key first step will be to determine, in consultation with national stakeholders, the appropriate institutional framework to ensure a well-functioning and coherent national training and skills system. This work will include careful review of and dialogue with relevant stakeholders concerning the mandates of other relevant (and proposed) national bodies to avoid duplication of roles and responsibilities.

Particular attention will also be paid to ensuring a governance structure that incorporates representatives from a wide range of relevant national entities, including representatives of educational institutions, Government departments / ministries (for example, Finance, Statistics, Education, Labour, Gender and Family Affairs), and the national tripartite stakeholders (NTC).

The ILO will also provide technical support to build the capacity of central coordinating institution to fulfil its full mandate, including (as appropriate) the establishment and capacitation of technical sub-committees to deliver key functions. For example, this might include technical sub-committees responsible for:

- training standards and qualifications, including the implementation of National Occupational Standards (envisaged under 1.3.3);
- data collection to contribute to the LMIAS – in particular, contributions to skills mismatch analysis (envisaged under 1.3.2);
- implementation and monitoring of a National Apprenticeship Program (envisaged under 1.2.2); and
- broader policy and programming coherence, including integration and alignment of national training and skills initiatives with wider national development priorities (for example, aligning skills development priorities and programs to support the realization of strategic economic development goals, including the expansion of target sectors and industries or the development of critical national infrastructure – see under Outcome 1.1).

To the extent possible and as appropriate, sub-committees will include representatives from a range of different Government departments, employers' and workers' organizations, educational institutions, as well as subject matter experts.

As appropriate, the ILO will facilitate cooperation between national constituents and relevant institutions at the regional level to support activities related to Output 1.2.2; for example, the Caribbean Association of National Training Agencies (CANTA).

### **Output 1.2.2 – An inclusive and sustainable National Apprenticeship Program is established**

The Department of Labour was poised to implement a National Apprenticeship Program in late 2019. The program was intended to provide apprenticeship opportunities to young people (under 40) in target sectors – maritime, ICT, construction, health services – with work-based-learning complemented by formal training at the Bahamas Technical and Vocational Institute (BTVI) through a scholarship scheme. Under the proposed program, multisector skills council would oversee training and skills development in the target sectors. However, the program was suspended due to emergency budgetary cuts in response to Hurricane Dorian and, subsequently, COVID-19. A Pre-Apprenticeship Program, which provided basic literacy and numeracy training via the NTA to prepare participants for the full program, was successfully launched and graduated more than 100 pre-apprentices in 2020 (currently awaiting places on the suspended full apprenticeship program).

The ILO will support national constituents to redesign (as needed) and implement a National Apprenticeship Program (NAP), in line with the ILO's framework for quality apprenticeships (ILO 2021). In support of the objectives envisaged under Output 1.2.1, the NAP will be integrated into a coherent national training system (for example, overseen by a dedicated sub-committee of the central coordination institution for training and skills). Particular attention will be paid to ensuring that: apprenticeships contribute towards a recognized qualification by providing access to complementary TVET programs and/or establishing a clear system for recognition of prior experience and learning, and that the program is accessible to marginalized and disadvantaged groups (including women, Family Islanders, people with disabilities, and youth with low educational attainment). Attention will also be paid to ensuring the financial sustainability of the program, including consideration of employer contributions or 'training levies' (potentially offset by incentives for participating employers, such as preferential treatment in public procurement competitions).

To optimize contributions towards strategic national development objectives, as well as Outcomes under this DWCP, the apprenticeship program will focus on target sectors and industries that have most potential for future growth and that align with strategic national goals to promote economic resilience and environmentally sustainable development (see Outcome 1.1). Scope to link the apprenticeship program to pilot EIIP-based projects envisaged as part of Output 1.1.2 can be explored (for example, preferential access to EIIP job opportunities for apprentices).

### **Output 1.2.3 – National Occupational Standards are established and incorporated into the national training system**

Occupational Standards define the knowledge, skills and attitudes required for effective workplace performance in specific occupations. They provide a systematic framework from which to develop and align educational and TVET curricula, qualification and certification frameworks, and broader skills development programs, analyses, and labour market forecasting. As such, the development and/or adoption of National Occupational Standards will make important contributions and help align and support other envisaged activities and outputs under Outcomes 1.2 and 1.3.





The ILO, in cooperation with other relevant partners (for example, the Caribbean Association of National Training Agencies, CANTA), will provide support to the NTA to coordinate the development and adoption of National Occupational Standards for The Bahamas. As required, the ILO will support the review of the ILO's International Standard Classification of Occupations (ISCO), and/or CARICOM's existing Regional Occupational Standards, and their adaptation, as necessary, to the Bahamian legal, policy, and labour market context.

## Outcome 1.3

<b>Outcome 1.3: Functioning Labour Market Information and Analysis System (LMIAS) enables evidence based policymaking on employment</b>	
▶ Output 1.3.1: An integrated national Labour Market Information and Analysis System (LMIAS) is established and capacitated.	
Indicator(s)	1.3.1 (a) A coordinating body for the national LMIAS is established with a mandate and authority to generate on its own behalf, request and compile for other agencies, analyse, and disseminate all necessary data for a functioning LMIAS. 1.3.1 (b) LMIAS institutions are capacitated to fulfil their defined roles. 1.3.1 (c) Enhanced IT systems and tools for the compilation of survey and administrative data are developed and implemented.
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Policy dialogue and/or technical support to Government in relation to the design and implementation of an integrated LMIAS, including focused support in relation to labour statistics components of proposals/implementation of pending legislation to reform the national statistical system.</li> <li>▶ Training and technical support (developing data collection protocols, guidelines, sharing best practices) to core LMIAS institutions.</li> <li>▶ Advisory support on the design and implementation of enhanced IT systems and tools for the compilation of survey and administrative data.</li> <li>▶ Analysis of the gender division of unpaid care work, given that the gender gap affects women's participation in the labour force, access to decent work opportunities, productivity and skill development.</li> <li>▶ An analysis of the status of the care workforce at the frontline of COVID-19 responses.</li> </ul>
▶ Output 1.3.2: National statistical outputs are enhanced in priority areas, including skills mismatches, economic activities of children and youth, wages and cost of living, and social security coverage.	
Indicator(s)	1.3.2 (a) Number of studies carried out and reports published on skills mismatches and/or skills forecasting per year. 1.3.2 (b) Number of studies carried out and reports published on the economic activities of children and youth per year. 1.3.2 (c) Number of reports published on wages and cost of living, disaggregated by sex, sector, and geographic region, per year. 1.3.2 (d) Development and dissemination of a diagnostic study of the social protection system (also as indicator 3.2.1(b)).
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Technical support in developing an enhanced framework and methodology for regular assessment and monitoring of skills mismatches and skills forecasting, in conducting relevant studies and analyses, and in disseminating findings via published reports.</li> <li>▶ Technical support in developing an enhanced framework for collection of data on economic activities of children and youth, in conducting relevant studies and analyses, and in disseminating findings via published reports.</li> <li>▶ Technical support in developing regular non-technical public reports on wages and cost of living.</li> <li>▶ Technical support in the development and dissemination of a diagnostic report on the social protection system, including a focus on coverage rates (envisaged under Outcome 3.2).</li> </ul>



**Outcome 1.3: Functioning Labour Market Information and Analysis System (LMIAS) enables evidence based policymaking on employment**

Alignment with SDGs	<b>4</b> QUALITY EDUCATION 	<b>8</b> DECENT WORK AND ECONOMIC GROWTH 	<b>10</b> REDUCED INEQUALITIES 	<b>17</b> PARTNERSHIPS FOR THE GOALS 
SDG indicators	4.3 Equal access to TVET;  4.4 Relevant skills for employment;  4.5 Gender disparities in access to TVET	8.2 Economic diversification;  8.3 Policies that support decent jobs;  8.5 Full and productive employment;  8.6 NEETs;  8.7 Child labour;  8.8 Protect labour rights	10.3 Appropriate laws and policies to ensure equal opportunity and reduce inequality;  10.4 Wage and social protection policies, reduce income inequality	17.14 Policy coherence;  17.18 Availability of high-quality, timely and reliable data;  17.19 Support statistical capacity-building
Alignment with national development priorities	Vision 2040: National Development Plan of The Bahamas: Goals 1 (Modern, Open and Accountable Service Oriented Government), 6 (Education), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 15 (Fair and Flexible Labour Regime).  ERC Executive Summary Report: Digitization (Government e-services), Education and labour (employment, skills coordination), Cross-cutting (jobs, inclusive economy, youth).			

## Proposed path to achieve Outcome 1.3

The identification of labour market challenges, and the design of effective labour market policies and programs, relies on the availability of data, information, and analysis. An effective Labour Market Information and Analysis System (LMIAS) provides an essential basis for employment and labour policies, and informs the design, implementation, monitoring and evaluation of policies that are better focused and targeted. A well-functioning LMIAS also contributes to a reduction in the transaction costs of labour markets by filling gaps in the information available to labour market agents. More generally, a well-functioning national statistical system – of which the LMIAS is an integral part – plays an important role in monitoring and evaluating progress towards national development goals, leveraging international financial resources, and mobilising national budgetary allocations to towards development programming, including initiatives under the DWCP.

The Government has recognized the need to strengthen national statistical capacity in light of both institutional / systemic weaknesses and capacity constraints (see 3.15). Draft legislation is currently before Parliament to restructure and strengthen the national statistical system, including through the establishment of a National Statistics Institute and a National Statistical System (Ministry of Finance 2021). These proposals have important implications for activities and outputs under Outcome 1.3. On the one hand, the potential reform process represents a useful entry point for the ILO to contribute its specialist labour statistics expertise and to support national constituents in implementing a well-functioning, modern LMIAS as part of the reforms. However, the early stage of the reforms at the time of the DWCP's development means that outputs and activities set out in this DWCP are necessarily general in nature and will need to be refined according to the emerging direction and outcomes of the reform process.

### Output 1.3.1 – An integrated national Labour Market Information and Analysis System (LMIAS) is established and capacitated

The ILO can contribute to ongoing efforts to strengthen – and potentially restructure – the national statistical system by bringing to bear its specialist expertise in relation to labour statistics and the design and implementation of Labour Market Information and Analysis Systems (LMIAS). These activities will focus on enhancing capacity and improving coordination in data generation, analysis, and information sharing. This means making best use of data and information that is already generated (but not consistently analysed or disseminated) by developing systematic data sharing processes and tools across relevant Government departments and social partners, as well as ensuring that new data collection frameworks expressly include and build in multiagency data sharing / collation aspects.

Depending on the direction of the reforms, the ILO will focus support in the following areas:

- Establishing and defining the mandate and activities of a central coordinating body for the national LMIAS (for example, a specialist Labour Market Unit with the Department of Statistics and/or its successor institution in the case of reform), including the development of formal processes and protocols for the collection of data by other Government departments and agencies, their supply to the central LMIAS institution, and their further dissemination to relevant national bodies.
- Implementing IT tools and systems to facilitate the compilation, consolidation, and dissemination of survey based and administrative data, managed by the central LMIAS institution.
- Long-term strategic planning for building human and technical capacity within the LMIAS institution(s) and other Government departments that supply the LMIAS and/or use LMIAS outputs. As appropriate, the ILO will cooperate with other international and regional partners – such as ECLAC – to support capacity-building for the LMIAS institutions and its specialists (including 'train-the-trainer' approaches to capacitate LMIAS specialists to deliver training

directly to other Government bodies, as well as the development of training materials, guidelines, or protocols to support technical and operational capacity-building efforts).

### **Output 1.3.2 – National statistical outputs are enhanced in priority areas, including skills mismatches, child labour, wages, and social security coverage**

The ILO will support the development of new data collection strategies and/or analytic studies to enhance the empirical evidence base for policymaking in areas identified as critically important by national stakeholders, including skills mismatches, the economic activities of children and youth, wages and living standards, and social security coverage.

Most stakeholders agree that skills mismatches are a major impediment to growth, but there is limited empirical data on which to base a systematic analysis of skills mismatches across the labour market. Similarly, despite work to develop a comprehensive National Child Labour Policy, there remains limited data on the economic activities of children and young people. Stakeholders also note particular limitations in the availability of timely and reliable data on wages and living standards and the coverage of existing social protection systems (including estimates of informal employment). These data limitations contribute to gaps in the empirical evidence base to support effective policy interventions and program design and to facilitate informed debate among social partners on key decent work outcomes.

- **Skills mismatches:** the ILO, in consultation with national stakeholders (especially the NTC, BNPC, NTA, and LMIAS institutions) will support the methodological design and implementation of an empirical skills mismatch analysis, including a component that assess future skills demands (skills forecast). The ILO will also contribute to and, as appropriate, participate in dissemination and policy dialogue activities concerning the results of the analysis, including technical advisory support to key institutional stakeholders (including the NTC and NTA) to understand the implications of the findings for their particular areas of policymaking and programming.
- **Economic activities of children and youth:** the ILO will provide support to integrate cost-effective approaches for collection of data on the economic activities of children and youth into relevant data collection frameworks. In this context, ILO support will include – as necessary – the introduction of data collection and analysis methodologies and training for staff in relevant institutions on the use of specific tools and data collection / analysis templates.
- **Wages, cost of living, and social protection:** the ILO will support institutional partners responsible for LMIAS and social protection to strengthen existing data collection frameworks and to enhance cooperation in data sharing and analysis. These efforts will focus on establishing a regular and non-technical public report on wages and living costs (disaggregated by sex, sector, and geographic region) and the implementation and dissemination of a diagnostic report on the social protection system, which will include a focus on gaps in existing coverage for both formal and informal workers (the diagnostic study is envisaged as part of Output 3.2).



Image by ILO | Participants at a regional ILO OSH Seminar

## ► Priority 2: Social dialogue

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### ► Priority 2: Social dialogue

Strengthen social dialogue as a principal means of economic and social policymaking and harmonious labour relations, based on mutual respect and understanding and a diversity of voices, with attention to youth and women.

## 2.1. Contextual analysis

The Bahamas has made notable progress in strengthening social dialogue on labour and employment issues in recent years, including the creation of the National Tripartite Council (NTC) – a statutory tripartite body – in 2015. The promotion and institutionalization of tripartite dialogue was a priority objective of the 2008 DWCP, and the NTC emerged in part as a result of this process. Most national constituents agree that the NTC has functioned well since its establishment and that it provides a valuable mechanism for dialogue between Government, Employers, and Trade Unions. Social dialogue is also formally practiced in some other policymaking far beyond the NTC; for example, the Government’s Economic Recovery Committee (ERC), tasked with overseeing the response to the COVID-19 crisis, included tripartite representation.

In terms of social dialogue at the enterprise level, there is limited data available to indicate the extent and coverage of collective bargaining, although stakeholder interviews cite collective agreements at the enterprise and sectoral level. There is broad consensus that current dispute conciliation and settlement mechanisms could be strengthened further, in particular by building the capacity of the parties to resolve issues before they escalate into industrial disputes and thus reduce reliance on the courts to resolve disputes in the place of negotiated settlements.

### 2.1.1 Expanding the scope of social dialogue

Although most national stakeholders agree that the NTC has functioned well since its establishment, there remains scope for increasing the practice of social dialogue in wider policymaking and planning contexts that are relevant to decent work, national development, and the implementation of the SDGs. With the partial exception of the ERC, regular and meaningful tripartite dialogue around other key decent work challenges – including workforce skills, productivity, macroeconomic policy, education, gender inequality, and disaster preparedness / reconstruction – is limited. The establishment of specialist technical sub-committees under the NTC, an innovation envisaged in the [NTC Act \(2015\)](#) but not implemented to date, is one mechanism put forward by national constituents for institutionalising social dialogue around a wider range of important policy issues and/or to address technical matters pertaining to particular sectors or industries. Social partners have also underlined the need to incorporate civil society organizations into tripartite-plus social dialogue at the national level to ensure adequate representation of the diverse range of voices and interests across Bahamian society.

### 2.1.2 Workers’ organizations

The Bahamas’ trade union movement is dominated by two national confederations, the National Congress of Trade Unions of The Bahamas (NCTUB) and the Commonwealth of the Bahamas Trade Union Congress (CBTUC). Trade unions’ key substantive concerns focus on collective bargaining and adherence to the terms of collective agreements, the judicialization of industrial disputes, wages and cost of living, workplace safety and health, and working terms and conditions in the context of national crises. Trade unions also highlighted the need for greater trade union involvement in wider economic policymaking and planning that goes beyond the scope of labour and employment matters per se (Key informant interviews, July 2020).

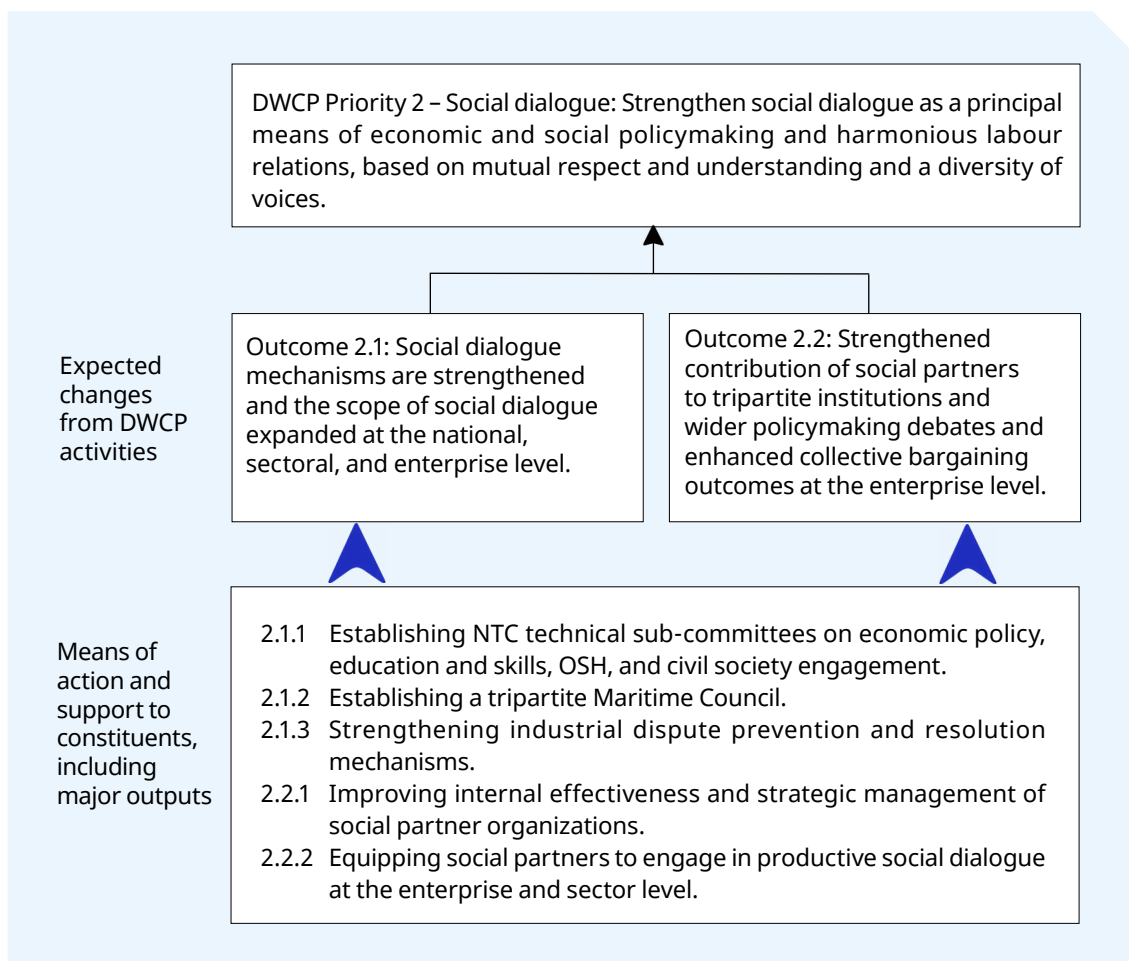
Broader strategic priorities include internal capacity building, especially in relation to negotiation strategies and technical legal understanding, as well as efforts to strengthen the participation of youth and women in the trade union movement. Gaps in institutional knowledge and expertise around specific policy issues, as well as limited organizational capacity to generate data and research to inform and support advocacy efforts, may constrain trade unions’ scope to engage in effective social dialogue on particular issues (Key informant interviews, July 2020).

### 2.1.3 Employers’ organizations

The Bahamas Chamber of Commerce and Employers’ Confederation (BCCEC) is the sole representative body for employers in the NTC. The BCCEC represents more than 34,000 businesses across all major economic sectors and includes large corporations as well as small and medium-sized enterprises (SMEs).

Employers’ substantive concerns centre on the economic challenges of COVID-19 and Hurricane Dorian (for example, support for business continuity), as well as longer-term challenges related to workforce skills shortages and productivity, the wider ease of doing business environment, and specific challenges facing employers, such as digitalization. The BCCEC’s strategic priorities reflect these concerns, and the BCCEC has established a series of technical committees to convene members and development programs and activities in relation to SME development, workforce training and skills, and energy and environment, amongst other focus areas. The BCCEC also supports training and financing for MSMEs through the SBDC, and operates its own Chamber Institute to support vocational education and training.

## 2.2 Summary theory of change - Priority 2








## 2.3 Outcomes

### Outcome 2.1

<b>Outcome 2.1: Social dialogue mechanisms are strengthened and the scope of social dialogue expanded at the national, sectoral, and enterprise level</b>	
▶ Output 2.1.1 – NTC technical subcommittees for economic policy, education and skills, OSH, and civil society engagement are established and operationalized.	
Indicator(s)	2.1.1 (a) Number of tripartite sub-committees established and meeting regularly. 2.1.1 (b) Number of proposals / recommendations prepared by sub-committees and presented to Government. 2.1.1 (c) Proportion of women among permanent members of sub-committees.
Potential contributing activities	▶ Technical support to the NTC on the design, implementation, and capacitation of NTC technical sub-committees and their members, including measures to promote and ensure the equal representation of women and other under-represented groups among committee members.
▶ Output 2.1.2 – A tripartite Maritime Council is established and operationalized.	
Indicator(s)	2.1.2 (a) A tripartite Maritime Council is established and operational with a defined role in sectoral policymaking. 2.1.2 (b) Number of proposals / recommendations prepared by the Maritime Council and presented to Government.
Potential contributing activities	▶ Technical support on the design, implementation, and capacitation of a new tripartite council for the maritime sector.
▶ Output 2.1.3 – Industrial (trade) dispute prevention and resolution mechanisms are enhanced.	
Indicator(s)	2.1.3 (a) Number of trade disputes resolved through conciliation and mediation processes and that do not progress to the Industrial Tribunal or other judicial bodies. 2.1.3 (b) Average time for resolving trade disputes through non-judicial means is reduced.
Potential contributing activities	▶ Support on the design, operation, and capacitation of alternative dispute resolution procedures.



**Outcome 2.1: Social dialogue mechanisms are strengthened and the scope of social dialogue expanded at the national, sectoral, and enterprise level**

Alignment with SDGs	<b>5</b> GENDER EQUALITY 	<b>8</b> DECENT WORK AND ECONOMIC GROWTH 	<b>10</b> REDUCED INEQUALITIES 	<b>16</b> PEACE AND JUSTICE STRONG INSTITUTIONS 	<b>17</b> PARTNERSHIPS FOR THE GOALS 
SDG indicators	5.5 Equal opportunities in political, economic, and public life.	8.3 Development-oriented policies; 8.5 Employment and decent work; 8.8 Protect labour rights.	10.2 Promote social, economic, political inclusion; 10.3 Appropriate legislation and policies to reduce inequality; 10.4 Policies to achieve equality (fiscal, wage, social protection).	16.3 Rule of law and access to justice; 16.6 Effective institutions; 16.7 Responsive, inclusive, participatory decision-making.	17.14 Policy coherence; 17.17 Public-private and civil society partnerships; 17.18 Availability of high-quality, timely, reliable data; 17.19 Measuring progress on sustainable development.
Alignment with national development priorities	<p>Vision 2040: National Development Plan of The Bahamas: Goals 2 (Well Governed Public Institutions), 3 (Respect for Rule of Law), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 14 (Diversified Economy), 15 (Fair and Flexible Labour Regime).</p> <p>ERC Executive Summary Report: Health and social capital (civil society engagement), Structural reform (ease of doing business, promote maritime sector), Cross-cutting (inclusive economy, youth, economic diversification).</p>				

## Proposed path to achieve Outcome 2.1

### **Output 2.1.1 – Establishing NTC technical subcommittees for economic policy, education and skills, OSH, and civil society engagement**

The ILO will provide technical support on the design and implementation of NTC technical sub-committees to cover key policymaking areas of strategic importance to national development, including economic policy and planning, education/training and skills, and OSH. It will also support the formation of a sub-committee for engagement with civil society organizations as a means of diversifying the range of voices and interests represented by the NTC. These objectives align with the NTC Act, which expressly envisages the creation of sub-committees to strengthen and inform the contributions of the NTC to legislative and policymaking processes.

Throughout this work, special attention will be paid to ensuring that the regulatory and operational framework and practices of sub-committees guarantee and promote equal opportunities and diversity, and that the sub-committees both reflect in their composition, and are mandated and equipped to consider in their technical work, the diverse perspectives and needs of the Bahamian population.

The ILO might also offer advice and support in relation to establishing formal mechanisms through which NTC sub-committees can engage with other policymaking bodies in their area of focus; for example, the Economic Planning and Development Unit which oversees the Government’s strategic economic policymaking.

### **Output 2.1.2 – Establishing a tripartite Maritime Council**

The expansion of the maritime sector is a key national economic development objective and an important potential source of new employment and entrepreneurship opportunities for Bahamians. For example, several ERC (2020) recommendations focused on measures to promote growth and investment in Grand Bahama’s maritime sector. The maritime sector is also identified as a strategic focus for DWCP activities under Priority 1.

In this context, it is vital to implement an effective mechanism for tripartite social dialogue in the maritime sector as a principal means for driving effective policymaking and program design that supports the sector’s growth. Social dialogue can ensure decent work considerations are fully taken into account in strategic planning for the sector and linkages to other DWCP priorities (such as skills development) are implemented.

The ILO will provide technical support on the design, implementation and capacitation of a new tripartite (or “tripartite plus”) council for the maritime sector. The new institution will be an independent entity separate from the NTC in order to involve a wider range of actors (this approach aligns with the NTC’s stated preference). However, it will be important that formal institutional links are established between the new maritime council and the NTC to ensure coherence in policymaking and advocacy efforts. Key institutional members of the new council will include, inter alia: tripartite representatives of the NTC; the Bahamian Maritime Authority; Ministry of Labour; Ministry of Transport; Ministry of Financial Services, Trade and Industry and Immigration; Port Authorities; major employers in the sector; and the NTA and Maritime Academy (vocational training centre).

### **Output 2.1.3 – Industrial (trade) dispute prevention and resolution mechanisms are enhanced**

There is broad consensus that current dispute conciliation and settlement mechanisms need to be strengthened in order to reduce the number of disputes that escalate to industrial action and/or resort to judicial processes. More effective dispute prevention and resolution mechanisms offer clear advantages

to both workers and employers / businesses. Effective alternative dispute resolution (ADR) mechanisms reduce the financial costs associated with lengthy judicial processes (which often limit access to remedy for workers in particular), relieve the burden on courts, and provide a streamlined process for resolving disputes in a timely manner (with benefits to both workers and employers). Moreover, the existence of a reliable ADR system is attractive to business and can help promote investor confidence in The Bahamas.

The ILO can provide specialist advisory support to national constituents, via the NTC and social partners, on reform (as necessary) and capacitation of the ADR system, either in relation to existing ADR procedures (under the Department of Labour's Conciliation Unit) or in the creation of new ADR mechanisms (proposal for a new arbitration mechanism currently under consideration by the NTC). As appropriate, activities in relation to Output 2.1.3 will inform capacity-building of social partners to engage effectively in ADR processes as part of Output 2.2.2.








Image by BIS | Robert Farquharson, Director of Labour and former Chairman of the National Tripartite Council.

## Outcome 2.2

Outcome 2.2: Strengthened contribution of social partners to tripartite institutions and wider policymaking debates, including wage-setting mechanisms and national economic policy discussions	
▶ Output 2.2.1 – The capacities and internal effectiveness of social partner organizations are strengthened.	
Indicator(s)	2.2.1 (a) Adoption / updating of a long-term strategic plan by national-level social partner organizations. 2.2.1 (b) Increased membership of social partner organizations in target sectors or population groups, as defined in the strategic plan (2.2.1(a)). 2.2.1 (c) Enhanced linkages between the membership and national-level representatives of social partner organizations. 2.2.1 (d) Enhanced sex-disaggregated data collection and compilation frameworks and processes.
Potential contributing activities	▶ Technical support to workers' and employers' organizations on strategic planning, membership outreach and services, internal communications and decision-making processes, and methodologies and tools for data collection and analysis.
▶ Output 2.2.2 – Social partners are better equipped to engage in productive social dialogue at the enterprise and sector level.	
Indicator(s)	2.2.2 (a) Increased number of trade disputes that are resolved through conciliation and mediation processes and thus do not progress to the Industrial Tribunal or other judicial bodies [also, indicator 2.1.3 (a)]. 2.2.2 (b) Number of new collective bargaining agreements concluded or existing agreements updated / renewed at the enterprise level. 2.2.2 (c) Number of new collective bargaining agreements concluded or existing agreements updated / renewed at the sector level. 2.2.2 (d) Number of workers covered by a collective bargaining agreement. 2.2.2 (e) Number of industrial actions per year.
Potential contributing activities	▶ Technical support and training to workers' and employers' organization to build skills and capacity in relation to collective bargaining and negotiated settlement of disputes (including negotiating skills and strategies, as well as technical understanding of relevant legal, administrative, and policy considerations, especially in relation to wages and wage setting and social security).
▶ Output 2.2.3 –The knowledge base of social partner organizations is expanded on key policy issues to support evidence-based contributions to national policymaking debates.	
Indicator(s)	2.2.3 (a) The number of public briefs, reports, position papers and similar outputs produced by social partner organizations. 2.2.3 (b) The number of recommendations developed by social partners on implementing national development objectives related to, inter alia, jobs, skills developments, OSH, economic diversification / development, social protection, decent work and MSME development, with focus on target groups, and adopted by the Government.
Potential contributing activities	▶ Technical and advisory support and/or training to social partners on key substantive topics of relevance to national development objectives. ▶ Technical and advisory support and/or training to social partners on preparing formal proposals and recommendations to Government and NTC.

**Outcome 2.2: Strengthened contribution of social partners to tripartite institutions and wider policymaking debates, including wage-setting mechanisms and national economic policy discussions**

Alignment with SDGs	<b>5</b> GENDER EQUALITY 	<b>8</b> DECENT WORK AND ECONOMIC GROWTH 	<b>10</b> REDUCED INEQUALITIES 	<b>16</b> PEACE AND JUSTICE STRONG INSTITUTIONS 	<b>17</b> PARTNERSHIPS FOR THE GOALS 
SDG indicators	5.5 Equal opportunities in political, economic, and public life.	8.3 Development-oriented policies; 8.5 Employment and decent work; 8.8 Protect labour rights.	10.2 Promote social, economic, political inclusion; 10.3 Appropriate legislation and policies to reduce inequality; 10.4 Policies to achieve equality (fiscal, wage, social protection).	16.3 Rule of law and access to justice; 16.6 Effective institutions; 16.7 Responsive, inclusive, participatory decision-making.	17.14 Policy coherence; 17.17 Public-private and civil society partnerships; 17.18 Availability of high-quality, timely, reliable data; 17.19 Measuring progress on sustainable development.
Alignment with national development priorities	<p>Vision 2040: National Development Plan of The Bahamas: Goals 2 (Well Governed Public Institutions), 3 (Respect for Rule of Law), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 15 (Fair and Flexible Labour Regime).</p> <p>ERC Executive Summary Report: Health and social capital (civil society engagement), Education and labour (education standards, skills coordination), Cross-cutting (inclusive economy, youth).</p>				

## Proposed path to achieve Outcome 2.2

### Output 2.2.1 – The capacities and internal effectiveness of social partner organizations are strengthened

The ILO will support the BCCEC and Bahamian trade unions to enhance services to their members by strengthening internal capacities in areas such as strategic planning and advocacy, organizational management, data collection and analysis, and outreach to members. This will entail focused advisory input for employers' and workers' organizations on internal regulations, financial and accounting protocols, standard operating procedures, and data collection and analysis methodologies and tools. It will also include direct training and support to develop or update organizational strategies.

For the BCCEC, this may entail advisory support on membership structures and funding to reduce reliance on volunteers and boost internal research capacity within the BCCEC itself. Support might also focus on strategies for expanding membership and influence in strategic sectors where the BCCEC has limited current membership (for example, maritime) and the further development of the BCCEC's member services, including training and advisory services. This might include a particular focus on raising awareness and sharing best practice with respect to gender equality (including workplace harassment), as well as strengthening contributions to MSME development / members.

For workers' organizations, this may include developing strategic planning, as well as support for strengthening internal capacity to generate, analyse, and disseminate data to support strategic advocacy aims. Support might also focus on enhancing outreach to key target groups – such as youth and women – and sectors with lower unionisation rates, as well as building strategic partnerships with international trade union federations. Support for institutional initiatives to strengthen the role of women in the trade union (including, where appropriate, building on recent successful efforts to create women's and youth sections) is another key area of activity.

For both employers' and workers' organizations, support will also focus on strengthening the articulation between members and their national level representatives in tripartite fora (for example, institutionalising communication and participatory decision-making processes) to ensure that the views and interests of all members are effectively represented at the national level and that outcomes and decisions taken by national representatives are clearly communicated throughout the membership.

### Output 2.2.2 – Social partners are better equipped to engage in productive social dialogue at the enterprise level

In addition to building the organizational capacity (2.2.1) and thematic policy competencies (2.2.3) of social partner organizations, the ILO will support Bahamian workers' and employers' organizations – and the women and men within those organizations – to enhance their capacity around core labour relations functions. In particular, support will aim to build capacity in relation to negotiation and mediation strategies and skills, as well as understanding of technical legal, judicial, and administrative processes (especially in relation to wage setting and social protection), to strengthen social partners' capabilities to engage in more effective collective bargaining at the enterprise level and more constructive engagement in dispute prevention and resolution processes (complementary to activities under Output 2.1.3).

In the short-term, particular attention will be paid to resolving through negotiated settlement outstanding trade disputes related to the extraordinary situation – and implications for working terms and conditions (including wages, leave entitlements, social security contributions, and OSH) – presented by the dual crises of Hurricane Dorian and COVID-19.

### **Output 2.2.3 – The knowledge base of social partner organizations is expanded on key policy issues to support evidence-based contributions to national policymaking debates**

Gaps in institutional knowledge and expertise on key policy and programming issues may limit the capacity of social partner organizations to engage effectively in dialogue and monitoring in relation to key decent work priorities and/or national development objectives. The ILO is well-placed to work to enhance the capacities of social partners to establish and articulate more clearly their positions on key decent work issues in order to inform national legislation and policymaking in line with international labour standards.

The proposed creation of several new technical sub-committees of the NTC (Output 2.1.1), in addition to the pending establishment of a tripartite Bahamas National Productivity Council and proposals for a new Tripartite Maritime Committee (envisaged under 2.1.2), provide some effective focus areas for initial capacity building (for example, economic policy, education and skills, OSH, and productivity). Ongoing debates around minimum-wage fixing and wages more generally, as well as social protection, offer further potential focus areas for knowledge-based capacity building. These thematic areas also link to a number of pending and/or draft legislative proposals, as well as key areas of proposed activity under this DWCP (for example, see under Outcome 3.3).

In this context, efforts to increase social partner contributions to policymaking debates in these areas can help create a positive demonstration effect to Government and the public on the value of social dialogue as a means of guiding and delivering effective policies and programs in areas of national importance.

The ILO will work to enhance the capacities of social partners to clearly articulate their positions on decent work so as to inform national legislation and policymaking in line with international labour standards. These efforts will be enhanced by social partners' increased capacity in relation to data collection and analysis, envisaged as part of Output 2.2.1.



Image by ILO | Regional and national tripartite leaders meet at 11<sup>th</sup> ILO Meeting of Caribbean Ministers of Labour in Barbados.



## ▶ Priority 3: Governance

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### ► Priority 3: Governance

Strengthen labour market governance to promote the realization of Fundamental Principles and Rights at Work and Decent Work for all.

## 3.1. Contextual analysis

### 3.1.1 Labour inspection

There are significant constraints on labour inspection capacity in The Bahamas. The Department of Labour has just seven permanent labour inspectors responsible for inspection activities across the entire archipelago. Four inspectors are located in New Providence, one in Abaco, one in Grand Bahama, and one in Andros that also covers the Berry Islands (Key informant interviews, July 2020). Labour inspectors carry out workplace visits both on their own initiative and in response to complaints. Inspectors aim to prioritize high-risk workplaces – such as large construction sites – but there is no systematic application of a unit-wide strategic compliance approach and inspection activities are primarily reactive, not proactive (Key informant interviews, July 2020).

Severe data limitations prevent an adequate assessment of enforcement outcomes (ILO CEACR [2019a](#)), as well as impeding operational effectiveness (for example, data to inform a proactive risk-based inspection approach) and contributing to significant gaps in the wider Labour Market Information and Analysis System (see under Outcome 1.3). The lack of systematic data sharing between the Department of Labour and the National Insurance Board (NIB) impedes effective coordination in relation to occupational safety and health (for example, identifying workplaces with a high incidence of OSH accidents).

### 3.1.2 Freedom of association

Collective labour relations are regulated by the Industrial Relations Act ([IRA](#)). Despite recent amendments to the IRA in [2012](#) and [2017](#), both the ILO's CEACR and national trade union organizations point to remaining constraints on the independent operation of trade unions. In particular, the Department of Labour's has legal authority under Section 20 of the IRA to supervise internal trade union procedures, including ballots for the election or removal of trade union officials, changes to trade union constitutions, and strike ballots, while Section 75 of the IRA restricts legal strike action to the context of industrial disputes and thus prohibits strikes in relation to wider social or economic policy (ILO CEACR [2021a](#); [2021b](#)). The ILO's CEACR has also noted gaps in existing legislation in relation to protections against interference in the affairs of trade unions' and employers' associations and high representativeness thresholds for trade unions seeking to engage in collective bargaining (ILO CEACR [2021c](#)). The NTC has identified the amendment of Section 20 of the IRA as a priority issue for the next DWCP (NTC 2020).

In practice, relations between trade unions and employers are at times confrontational, although mutual commitment to social dialogue has grown in recent years. Recent industrial disputes have included issues related to workplace safety and health, as well as overtime and holiday pay, in the context of post-hurricane and COVID-19 crises. There is a lack of data on which to assess the coverage of collective bargaining agreements, a limitation noted by the ILO's CEACR with respect to the application in practice of ILO Right to Organise and Collective Bargaining Convention, 1949 (No. 98) (ILO C98) ([2021c](#)).

### 3.1.3 Child labour

The Employment Act (EA) prohibits the employment of children under the age of 14 years or under 16 years on ships. However, the more recent Child Protection Act (2007) sets a minimum age of employment of 16 years and the Government has proposed an amendment to the EA to align with the higher age threshold. The ILO's CEACR has also noted the absence of a comprehensive list of

hazardous activities for the employment of young people, as well as the lack of a clear legal definition of 'light work' permissible for children under the age of 14 years (ILO CEACR [2019b](#)).

In practice, there are few reports of violations of existing child labour laws, although international stakeholders have noted an increased risk of minors engaging in hazardous work in the context of post-hurricane recovery activities (UNICEF [2019](#)). International observers have also noted the particular vulnerability of children of Haitian migrants, including the children of undocumented migrants (ILO CEACR [2019b](#); Robles and Knowles [2019](#)).

Key challenges in addressing child labour in The Bahamas include a lack of statistical data that impedes assessment of the incidence and characteristics of child labour in the country (see Output 1.3.2); a general lack of awareness of what constitutes child labour among employers and parents, combined with a widely held perception that insertion of children into the labour market from an early age is an important component of young people's education; and a lack of monitoring and inspection capacity to prevent and detect exploitative labour relationships (Conticini 2016).

In recognition of these challenges, the Government has recently begun work on the development of a National Child Labour Policy (NCLP) to coordinate prevention, detection, and remediation efforts with respect to child labour. The Government is currently reviewing recommendations for the development of the NCLP developed with support from the NTC and ILO.

### 3.1.4 Discrimination

The Employment Act (EA) prohibits discrimination on the part of an employer towards an employee or job applicant on the grounds of race, creed, sex, marital status, political opinion, age, or Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome (HIV/AIDS) status. The definition of discrimination expressly includes pay inequality (EA, 6), although the legislation fails to provide full legal expression of the principle of equal pay for work of equal value (ILO CEACR [2019c](#)). Additionally, the EA notably omits express prohibition against discrimination on the grounds of colour, nationality, or social origin, while a proposal to add 'sex' to the list of prohibited grounds of discrimination in the Constitution was rejected in a 2016 public referendum (ILO CEACR [2019d](#); [2019e](#)).

#### Women

Women continue to face particular challenges in the labour force. One recent study estimated that women's average income amounted to just 66 per cent of men's average income, a gender pay gap of 33 per cent (Department of Gender and Family Affairs [2019](#)). Women are significantly under-represented in senior management positions in the private sector (ILO [2018](#)), while women's employment overall is concentrated in specific economic activities that may often be lower paid and with lower levels of employment security, including disproportionate employment in the informal economy, indicative of barriers to women's access to specific sectors and occupations (Department of Statistics [2017](#); ILO CEACR [2019d](#); UN CEDAW [2018](#)).

Workplace sexual harassment is prohibited under the Sexual Offences and Domestic Violence Act (Chapter 99), although in practice there is reportedly low awareness of sexual harassment and other forms of gender-based violence (GBV) and it remains widely under-reported (Key informant interviews, July 2020). Under-reporting is likely to be a particular issue in the case of migrant women employed in domestic work and other minimum wage occupations. The Government established a Strategic Plan to Address Gender-Based Violence in 2015, which included elements related to workplace GBV (Ministry of Social Services and Community Development [2015](#)). The NTC has already recommended to the Government the ratification of ILO Convention No. 190 (Violence and Harassment).

## Foreign and migrant workers

There are some negative social perceptions of some migrant communities in The Bahamas, including towards particular individuals of Haitian descent, and these may result in discrimination against migrant workers. The UN human rights mechanism has previously noted concerns about discriminatory attitudes and negative public declarations concerning Haitian migrants (for example, UNHCR 2019), while the Government has acknowledged the vulnerability of undocumented migrants to labour rights abuses and the need to expedite residency applications of eligible non-Bahamians (Government of The Bahamas 2018). Some foreign and migrant workers legally employed in The Bahamas reportedly experience inferior working conditions and pay compared to Bahamian workers, as well as poor-quality employer-provided accommodation (Key informant interviews, March 2021).

## Disability

The Persons with Disabilities (Equal Opportunities) Act was adopted in 2014 to provide people with disabilities access to equal opportunities in training and employment. The National Commission for Persons with Disabilities was established in the same year. In 2015, The Bahamas ratified the UN Convention on the Rights of Persons with Disabilities (UN CRPD). The NTC has recommended to the Government the ratification of ILO Convention No. 159 (Vocational Rehabilitation and Employment of Disabled Persons), which to date has not been ratified by The Bahamas. In practice, discrimination against people with disabilities (including in relation to employment) remains a concern. According to the 2010 national census, unemployment rates among people with disabilities exceed 70 per cent, while many lack adequate health insurance and other social protection coverage. Moreover, the population of people with disabilities is growing due to the prevalence of non-communicable diseases that can cause preventable disabilities (Government of The Bahamas 2018).

### 3.1.5 Social protection

The National Insurance Board (NIB), the Ministry of Social Services and Urban Development, and the Ministry of Labour administer The Bahamas' social protection system, which includes both contributory and non-contributory benefits for eligible Bahamian nationals and residents. The NIB covers approximately 85 per cent of the employed population and offers comprehensive protection for old age, disability, death, employment injury, maternity and sickness benefits, and a prescription drugs plan for the covered population with chronic diseases (ILO 2016). The Bahamas is also one of the few countries in the region to establish an unemployment insurance scheme. Individuals who do not qualify for relevant contributory benefits may be eligible for non-contributory social assistance from the NIB (old-age pensions, sickness benefit, invalidity benefit) and/or social assistance in the form of cash transfers or subsidized services administered by the Ministry of Social Services and Urban Development.

There are very limited data on social protection coverage rates. According to the latest available information from the ILO's statistical database (covering the period 2011-2012), approximately 85 per cent of people above retirement age received a pension, while 25 per cent of unemployed persons received unemployment benefits (ILOSTAT nd). The Government's voluntary review of the implementation of the SDGs (Government of The Bahamas 2018) notes that current social security safety nets do not provide full coverage, with particular gaps with respect to those at or below national poverty lines.

There are additional potential gaps in coverage affecting self-employed workers (who are not eligible for the NIB's regular contributory unemployment benefit) and some younger workers who do not meet a minimum contribution threshold for unemployment insurance (UNDP 2020).<sup>10</sup> Informal workers and/or self-employed persons who are not registered with the NIB fall outside the scope of contributory social security benefits and may in practice face difficulties in accessing non-

<sup>10</sup> These gaps have been partly bridged, albeit temporarily, by extraordinary social protection measures introduced in response to COVID-19.

contributory social assistance (in part due to the lack of a comprehensive social register). The NIB has taken initial steps to increase the registration of informal / unregistered workers, including through introducing registration as a precondition for access to extraordinary unemployment benefits implemented in response to COVID-19 (Key informant interviews, July 2020).

### 3.1.6 Occupational safety and health

The Department of Labour is the competent authority for ensuring OSH standards. The Occupational Health and Safety Unit (OHSU) of the National Insurance Board (NIB) is responsible for administering OSH accident and injury insurance and benefits. The Health and Safety at Work Act (HSWA) and the Employment Act (EA) regulate OSH standards for all public and private sector workplaces irrespective of economic activity.

Although the HSWA and EA provide a basic legal framework for establishing OSH standards, the absence of secondary legislation in this area – for example, to address high risk sectors (such as agriculture or construction) and categories of workers (such as young workers), or to implement specific provisions (such as the establishment of joint workplace OSH committees), is an important constraint on ensuring adequate OSH standards in practice (NTC 2020). Additionally, the lack of an overarching OSH policy is an important gap in the Government’s national OSH management capabilities. A national OSH policy is a key tool for Governments to promote the continuous improvement of the working environment and preventive OSH measures.

Once again, significant gaps in data collection and information sharing in relation to OSH accidents and injuries (for example, the lack of data collected and/or disseminated on industrial accident and injury rates disaggregated by sector) constrain efforts to identify high risk industries or individual workplaces that may warrant particular policy and/or enforcement attention (Key informant interviews, July 2020).

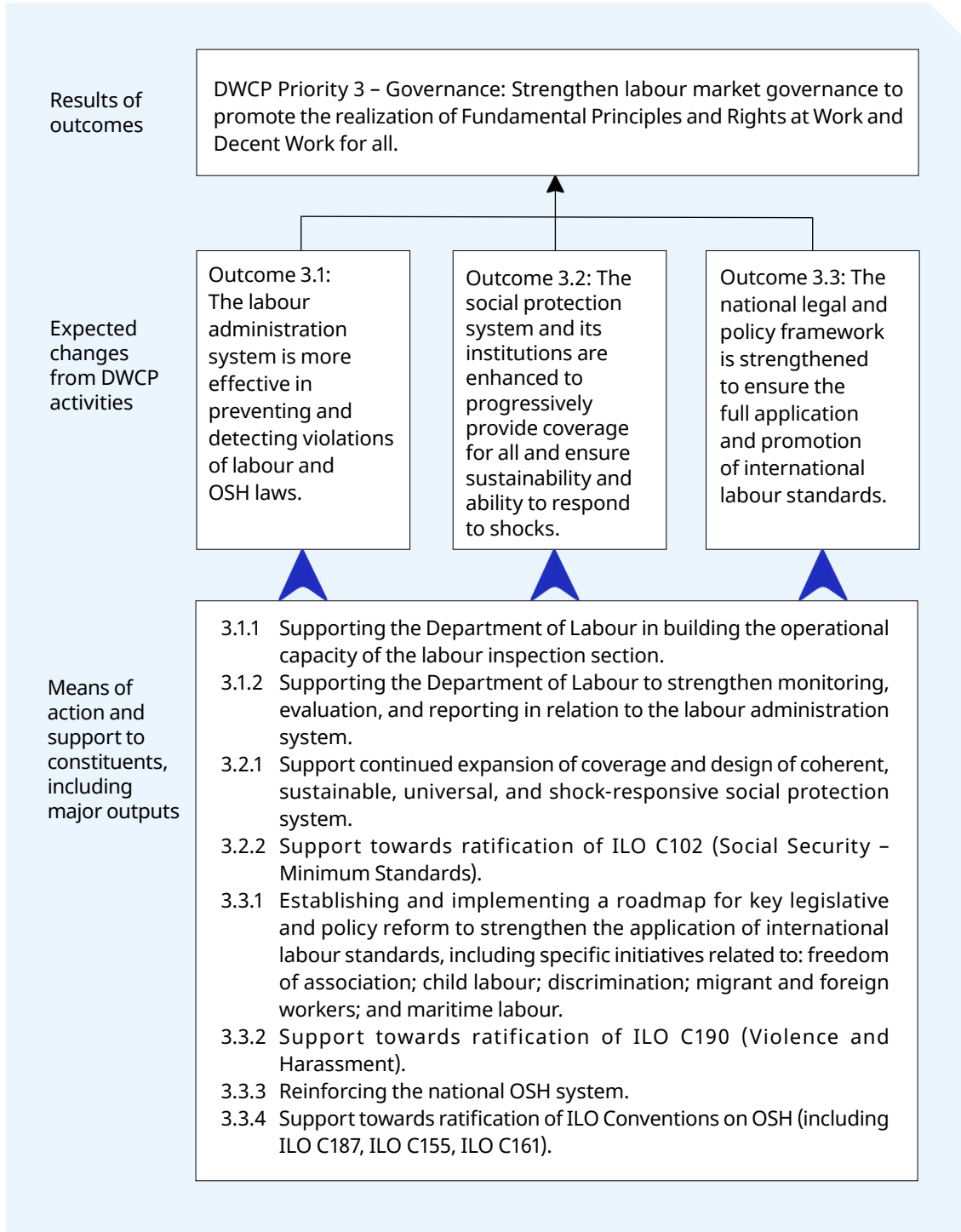
### 3.1.7 Maritime labour

The Bahamas has the world’s third largest shipping fleet with more than 1,500 registered vessels at over 27 million Gross register tonnage (GRT). The Bahamas Maritime Authority (BMA), a Government-owned corporation, administers The Bahamas fleet, including responsibility for enforcing the Maritime Labour Convention (MLC).

In its most recent observations concerning the application of the MLC in The Bahamas, the ILO’s CEACR raised concerns and/or sought clarification concerning the absence of a list of prohibited hazardous work for seafarers under the age of 18 years; the authority of the BMA to provide for exceptions to working hours regulations without tripartite agreement; social security coverage for seafarers ordinarily resident in The Bahamas but working on ships registered with other countries; and several definitional issues in relation to national law concerning the range of occupations included within the scope of ‘seafarer’, and the range of vessels included within the scope of ‘ship’, and thus the scope of application of the MLC’s provisions (ILO CEACR [2021d](#)).

International maritime labour experts have also raised some concerns about the insufficient and/or inconsistent participation of maritime stakeholders in maritime governance and labour affairs, noting a lack of clarity over the role of different Government bodies and social partners and the Government’s failure to submit mandatory state party reports under the MLC (Key informant interviews, July 2020; ILO CEACR [2021d](#)). The tripartite Maritime Committee envisaged under Outcome 2.1, as well as outputs under Outcome 3.3 (below), are intended to address some of these concerns.






### 3.2 Summary theory of change – Priority 3



### 3.3 Outcomes

#### Outcome 3.1

Outcome 3.1 - The labour administration system is more effective in preventing and detecting non-compliances with labour and OSH laws.	
▶ Output 3.1.1 – Operational capacity of the labour inspection section is strengthened.	
Indicator(s)	<p>3.1.1 (a) Amendments to legislation and/or regulations to focus the labour inspectorate’s mandate on core prevention, detection, and remediation functions.</p> <p>3.1.1 (b) Adoption and implementation of a strategic compliance planning approach by the labour inspectorate.</p> <p>3.1.1 (c) Capacity of labour inspectors enhanced through delivery of training and tools (for example, checklists, guidelines, SOPs).</p>
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Technical advisory support to Department of Labour to refine and focus the labour inspectorate’s mandate in line with international best practice.</li> <li>▶ Provision of capacity building/training and technical support for implementation of strategic compliance model for labour inspection.</li> <li>▶ Provision of additional capacity building/training in relation to specific operational priorities, including (as required) preventative and detection activities related to child labour, OSH, informal work, discrimination and sexual harassment.</li> </ul>
▶ Output 3.1.2 – Monitoring, evaluation, and reporting in relation to the labour administration system is enhanced.	
Indicator(s)	<p>3.1.2 (a) Development and implementation of a Strategic Plan for the Department of Labour on data collection and record-keeping.</p> <p>3.1.2 (b) Availability of an operational ICT-based case management and information system for the labour inspection system that is integrated to the central LMIAS (in line with the Strategic Plan).</p> <p>3.1.3 (c) Number of annual quality reports on the labour inspection system published by the Department of Labour (in line with ILO Labour Inspection Convention, 1947 (No. 81) (ILO81) requirements).</p>
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Support the implementation of an enhanced electronic case management and data collection and reporting system for labour inspection and its integration into the national LMIAS.</li> <li>▶ Support in preparation of annual reports on the labour inspection system in line with ILO C81, including technical support on methodologies, drafting, and publication/dissemination.</li> </ul>

Outcome 3.1 - The labour administration system is more effective in preventing and detecting non-compliances with labour and OSH laws.						
Alignment with SDGs	5 GENDER EQUALITY 	8 DECENT WORK AND ECONOMIC GROWTH 	10 REDUCED INEQUALITIES 	16 PEACE AND JUSTICE STRONG INSTITUTIONS 	17 PARTNERSHIPS FOR THE GOALS 	
SDG indicators	5.1 Non-discrimination	8.5 Employment and decent work; 8.7 Child labour; 8.8 Protect labour rights and ensure safe and secure working environments.	10.4 Policies to achieve equality (fiscal, wage, social protection).	16.3 Rule of law and access to justice; 16.6 Effective institutions; 16.10 Fundamental freedoms	17.18 Availability of high-quality, timely, reliable data.	
Alignment with national development priorities	Vision 2040: National Development Plan of The Bahamas: Goals 1 (Modern, Open and Accountable Service-Oriented Government), 2 (Well Governed Public Institutions), 7 (Poverty and Discrimination), 15 (Fair and Flexible Labour Service). ERC Executive Summary Report: Cross-cutting (jobs, health, inclusive economy).					



## Proposed path for achieve Outcome 3.1

Strengthening the operational capacity of the labour inspection system is a priority issue for the DWCP given the potential for an effective labour administration system to have wide-ranging positive impacts on the realization of multiple decent work objectives.<sup>11</sup> In addition, there remain severe capacity deficits in relation to labour administration record-keeping systems, the digitisation of inspection activities, and inter-agency information sharing. These limitations related to data collection, monitoring, and reporting activities imply direct operational constraints on labour inspection activities (for example, providing an evidence base for any risk-based compliance approach) as well as undermining efforts to enhance the national LMIAS and promote evidence-based policymaking and planning in relation to labour administration.

### Output 3.1.1 – Operational capacity of the labour inspection section is strengthened

The ILO, in close cooperation with national constituent partners, can provide specialist technical expertise to support the Department of Labour to build the operational capacity of the labour inspection system.

The ILO will provide initial advisory support to the Department of Labour and the NTC in relation to the review – and, where possible, the implementation of measures to reduce the scope of – the labour inspection unit’s mandate in order to enhance its focus on core preventative and compliance activities and optimize scarce human resources (for example, implementation of amendments to the IRA to eliminate the role of labour inspectors in supervising certain internal trade union procedures, or consider streamlining or re-assigning to another agency some or all of the administrative tasks associated with work permits for foreign workers).<sup>12</sup>

The ILO will also provide training and technical support for the implementation of a ‘strategic compliance’ model for labour inspection in The Bahamas, drawing on the ILO’s extensive range of technical tools and expertise in developing and operationalising Strategic Compliance Plans for labour inspection (for example, ILO [nd; 2017](#)). In this context, the ILO will facilitate technical training for the labour inspection unit to design and support compliance interventions, including proactive education, information, and advisory activities as well as interventions oriented towards detection.

In consultation with national constituents, strategic compliance planning and capacity building will include, as appropriate, a focus on interventions that target particular compliance issues (such as child labour and OSH) and/or high-risk sectors or categories of workers (such as the maritime, construction, or agriculture sectors, or informal workers, youth, or foreign workers). Strategic compliance planning will also focus on enhancing labour inspection effectiveness outside the larger population centres, including many of the Family Islands, where there is no permanent labour inspector presence.

### Output 3.1.2 – Monitoring, evaluation, and reporting in relation to the labour administration system is enhanced

In parallel and complementary to Output 3.1.1, the ILO will provide advisory support to enhance the capacity of the Department of Labour to collect and compile labour administration data and report publicly on labour inspection activities in line with The Bahamas’ commitments under ILO C81. The

<sup>11</sup> Building OSH capacity in the Labour Inspectorate was a focus of the 2008 DWCP and resulted in the establishment of an OSHA unit in the Department of Labour and certification of OSHA Inspectors. However, further training for OSHA inspectors, and the upgrade of labour administration services and capacity, remain among the priority objectives identified by the NTC in its review of the first DWCP.

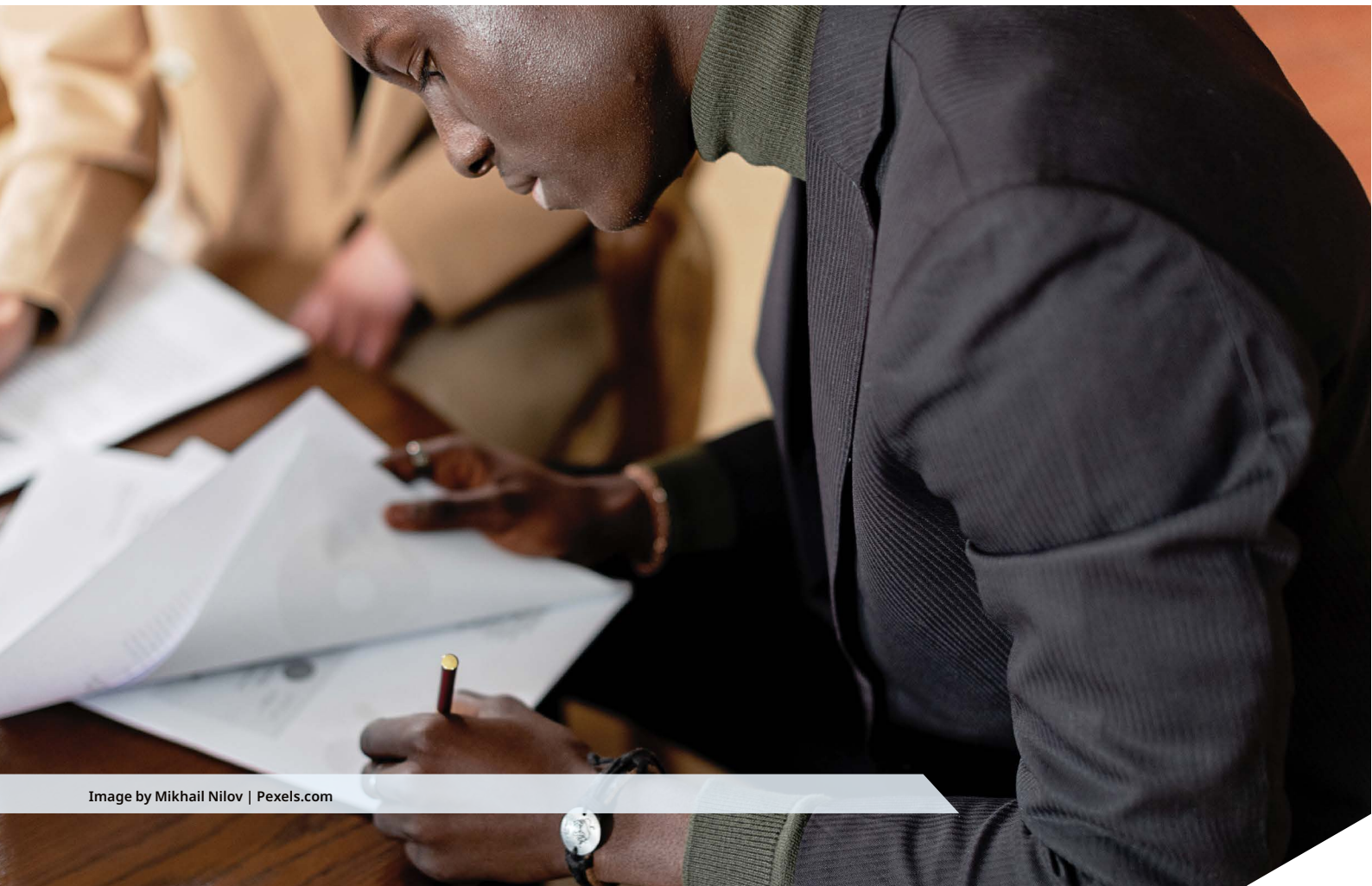
<sup>12</sup> In addition to resource constraints, the supervision of specific trade union procedures by labour inspectors may contravene provision of ILO Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) (ILO C87). Draft proposals for amendment to the relevant section(s) of the IRA are currently under consideration of Government (see under Outcome 3.3).

generation and dissemination of labour administration data are important components of a well-functioning LMIAS, envisaged under Outcome 1.3.

The ILO's support will focus on the development and implementation of a strategic plan for the Department of Labour on data collection and record-keeping, including the implementation of an integrated electronic case management and data management system for labour administration (including labour inspection). The information management system will enhance record-keeping and provide a reliable mechanism for the systematic collection and dissemination of administrative data on labour inspection (inspections, violations, remediation, etc.) that is accessible to the LMIAS and other relevant Government departments (for example, the NIB).






With respect to the technical design and implementation of the ICT system, the ILO will cooperate with and draw on the expertise of the Government's Information Technology department. Consultants from the department have previously carried out a review and needs assessment of the labour administration system (as part of the IDB-funded Skills for Current and Future Jobs program), but system upgrades were not implemented due to a reprioritisation of resources in response to COVID-19. The insights and proposals for suitable upgrades developed as part of the original assessment may provide a suitable starting point for activities related to this Output. The feasibility of developing in-build capability to receive and automatically log and classify user e-submissions, and other automated labour inspection functions and processes, will be assessed as part of the system design and implementation.

The ILO will also provide technical support to the Department of Labour in drafting annual reports on labour inspection activities as required under ILO C81. The ILO's CEACR has noted the absence of such reporting previously (ILO CEACR [2019a](#)). The Bahamas is required to submit its next regular report to the ILO's CEACR on ILO C81 in 2022, and particular efforts will be made to prepare the first annual report in time for inclusion in that submission.



## Outcome 3.2

Outcome 3.2 - The social protection system and its institutions are enhanced to progressively provide coverage for all and ensure sustainability and ability to respond to shocks	
▶ Output 3.2.1 – The coverage, coherence, sustainability, and shock-responsive capability of the social protection system are enhanced.	
Indicator(s)	<p>3.2.1 (a) Actuarial review for 2020/2021 is completed and results disseminated to policymakers.</p> <p>3.2.1 (b) A diagnostic study on the social protection system (complementary to the actuarial review) is completed and recommendations adopted by policymakers [also, as Indicator 1.3.2 (d)].</p> <p>3.2.1 (c) Increase in number of people covered by social protection system by sex.</p> <p>3.2.1 (d) Formal procedures/protocols and appropriate IT systems are in place to ensure social protection data are integrated into and accessible to the LMIAS.</p>
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Technical support to the NIB on completion of the new actuarial review and participation in high-level policy dialogue focused on the results and their policy implications.</li> <li>▶ Technical support on methodology, analysis, and development of policy recommendations in relation to a diagnostic study of the social protection system, including mapping of its elements, review of system and its findings (building on and complementing outcomes from the actuarial review).</li> <li>▶ Continued support for social protection reforms, with a particular focus on self-employed workers and enhanced coherence of the social protection system (including input from the diagnostic and/or actuarial review).</li> <li>▶ Support in enhancing cooperation and information sharing between the NIB and other LMIAS institutions.</li> </ul>
▶ Output 3.2.2 – ILO Social Security (Minimum Standards) Convention, 1952 (No. 102) (ILO C102) is ratified.	
Indicator(s)	3.2.2 ILO C102 is ratified.
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Support tripartite social dialogue, and provide training and advisory support as needed, to key national stakeholders in relation to the ratification of ILO C102.</li> <li>▶ Technical support to conduct a review of national laws, policies, and institutional arrangements and develop a roadmap for reforms necessary to facilitate the ratification of ILO C102.</li> </ul>

Outcome 2.2: Strengthened contribution of social partners to tripartite institutions and wider policymaking debates, including wage-setting mechanisms and national economic policy discussions						
Alignment with SDGs	1 NO POVERTY 	5 GENDER EQUALITY 	8 DECENT WORK AND ECONOMIC GROWTH 	10 REDUCED INEQUALITIES 	17 PARTNERSHIPS FOR THE GOALS 	
SDG indicators	1.3 Implement nationally appropriate social protection systems	5.4 Social protection policies recognising unpaid work	8.3 Policies that support decent jobs	10.1 Income growth of the bottom 40% of the population; 10.2 Promote social and economic inclusion; 10.4 Social protection policies to achieve greater equality	17.14 Policy coherence; 17.18 Availability of high-quality, timely, reliable data; 17.19 Measuring progress on sustainable development	
Alignment with national development priorities	<p>Vision 2040: National Development Plan of The Bahamas: Goals 1 (Modern, Open and Accountable Service-Oriented Government), 2 (Well Governed Public Institutions), 7 (Poverty and Discrimination).</p> <p>ERC Executive Summary Report: Financial services (pensions reform), Cross-cutting (household financial resilience, jobs, inclusive economy).</p>					

## Proposed path to achieve Outcome 3.2

As the national experiences of Hurricane Dorian and COVID-19 have demonstrated, major external shocks and disasters can lead to the destruction and/or closure of businesses, loss of employment/livelihoods, and significant demands on public finances. To minimize the adverse social and economic impacts of external shocks, it is vital to strengthen social safety nets to protect the incomes of individuals and families and provide social services during the height of a crisis. Longer-term, enhanced coherence among existing social protection mechanisms (contributory and non-contributory), as well as with labour market interventions (such as employment programs and formalization efforts), is important to progress towards universal, adaptive, and financially sustainable social protection systems.

Although The Bahamas has established a relatively comprehensive social protection system overall, there remain important gaps in coverage (especially in relation to self-employed and young workers), as well as concerns around the long-term financial sustainability of the current system. The extraordinary and persisting demands on the social protection system to support households through the COVID-19 crisis and post-crisis economic recovery place exceptional pressure on social insurance and assistance mechanisms and underline the need for continued reform and financial sustainability planning. More generally, limited data on coverage rates across the population remains a significant constraint for effective evidence-based strategic planning and reform.

### Output 3.2.1 – The coverage, coherence, sustainability, and shock-responsive capability of the social protection system are enhanced

The ILO has extensive specialist expertise in supporting national governments and social partners to strengthen social protection systems and their institutions, with a dual emphasis on ensuring adaptability to respond to the extraordinary needs of short-term crises while making steady progress towards universal coverage and ensuring financial sustainability in the longer term.

The ILO, in close cooperation with national partners (including the NIB, Department of Labour, Ministry of Finance, Ministry of Social Services and Urban Development, and the LMIAS institutions), will continue to provide strategic advisory and technical support to facilitate ongoing social protection reforms in The Bahamas. Activities will focus on supporting national partners to:

- Assess the impact of the COVID-19 pandemic and propose reforms to ensure the long-term financial sustainability of the social security system (in part, based on findings from the ongoing actuarial review). Assessment will consider, as appropriate, proposals for a National Disaster Fund to relieve pressure on the national insurance system in the case of future economic crises.
- Conduct a diagnostic of the social protection system, including a mapping of its elements (for example, national objectives, strategies, policies, programs, and schemes) and an analysis of the system and a review of its financing. These activities will draw on and complement the findings of the actuarial review.
- Extend coverage to difficult-to-cover groups, including via efforts to increase registration and formalization rates (especially among the self-employed), and to enhance coherence across sub-components of the social protection system (for example, contributory and non-contributory) and related labour market interventions (for example, employment programs).
- Improve cooperation and information sharing between the NIB and the key institution(s) of the LMIAS and other Government agencies, including information sharing with the Department of Labour in relation to workplace accidents and injuries.
- Activities in this area can make important contributions to meeting other Outcomes under this DWCP, supporting the ratification of ILO C102 (Output 3.2.2) and contributing to Outcomes 1.3 (labour market information systems), Outcome 2.1 (social dialogue), and Outcome 3.1 (labour administration).

### Output 3.2.2 – ILO C102 is ratified

The ILO will also provide specific support to tripartite constituents and key stakeholders to work towards the ratification of ILO C102 (Social Security – Minimum Standards). As required, this will include national consultations, training, and technical support in assessing gaps in national law, institutional capacity, and practices in relation to the requirements of ILO C102. Support will include the development of a clear roadmap of time-bound actions to achieve ratification. In addition to supporting ratification, the roadmap can provide a useful strategic framework for developing initiatives to achieve specific items under Output 3.2.1 (above).



## Outcome 3.3

Outcome 3.3 – The national legal and policy framework is strengthened to ensure the full application and promotion of the relevant international labour standards	
▶ Output 3.3.1 – A roadmap for key legislative and policy reform to strengthen the application of international labour standards is developed and implemented, including specific initiatives related to freedom of association, child labour, discrimination, and the maritime sector.	
Indicator(s)	3.3.1 (a) Development of a roadmap for legislative and policy reform and its adoption by Government. 3.3.1 (b) Number of legislative and/or policy proposals addressing specific roadmap items implemented by Government [sub-indicators TBD based on final agreed roadmap items].
Potential contributing activities	▶ Support to NTC and other stakeholders (as appropriate) in developing a roadmap of priority legislative and policy reforms, with a particular focus on addressing issues raised in recent comments from the ILO’s Committee of Experts. ▶ Support to NTC in drafting proposals for legislative amendments or policy recommendations to Government.
▶ Output 3.3.2 – ILO Violence and Harassment Convention, 2019 (No. 190) (ILO C190) is ratified.	
Indicator(s)	3.3.2 ILO C190 ratified.
Potential contributing activities	▶ Support tripartite social dialogue, and provide training and advisory support as needed, to key national stakeholders in relation to the ratification of ILO C190. ▶ Technical support to conduct a review of national laws, policies, and institutional arrangements and develop a roadmap for reforms necessary to facilitate the ratification of ILO C190.
▶ Output 3.3.3 – The national OSH system is reinforced.	
Indicator(s)	3.3.3 (a) Adoption of a national OSH policy. 3.3.3 (b) Completion of a national OSH profile. 3.3.3 (c) Adoption and implementation of a national OSH program. 3.3.3 (d) Number of joint workplace OSH committees established and capacitated.
Potential contributing activities	▶ Technical advisory support to the NTC and other national stakeholders (as appropriate) to develop a National OSH Policy, OSH Profile, and OSH Program (consultations, drafting, implementation). ▶ Technical support to the NTC and other national stakeholders (as appropriate) to develop and implement regulations to the HSWA to establish bipartite joint workplace OSH committees and training to national constituents (Government and social partner organizations) on capacitation of OSH committees.

<b>Outcome 3.3 – The national legal and policy framework is strengthened to ensure the full application and promotion of the relevant international labour standards</b>						
▶ Output 3.3.4 – ILO Conventions on OSH are ratified (including ILO Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) (ILO C187), ILO Occupational Safety and Health Convention, 1981 (No. 155) (ILO C155), ILO Occupational Health Services Convention, 1985 (No. 161) (ILO C161).						
Indicator(s)	3.3.4 Number of OSH Conventions ratified.					
Potential contributing activities	<ul style="list-style-type: none"> <li>▶ Support tripartite social dialogue, and provide training and advisory support as needed, to key national stakeholders in relation to the ratification of OSH Conventions.</li> <li>▶ Technical support to conduct a review of national laws, policies, and institutional arrangements and develop a roadmap for reforms necessary to facilitate the ratification of defined OSH Conventions.</li> </ul>					
Alignment with SDGs	<div style="background-color: #e91e63; color: white; padding: 5px; text-align: center;"> <b>5</b> GENDER EQUALITY </div>	<div style="background-color: #c85135; color: white; padding: 5px; text-align: center;"> <b>8</b> DECENT WORK AND ECONOMIC GROWTH </div>	<div style="background-color: #e91e63; color: white; padding: 5px; text-align: center;"> <b>10</b> REDUCED INEQUALITIES </div>	<div style="background-color: #0070c0; color: white; padding: 5px; text-align: center;"> <b>16</b> PEACE AND JUSTICE STRONG INSTITUTIONS </div>	<div style="background-color: #0056b3; color: white; padding: 5px; text-align: center;"> <b>17</b> PARTNERSHIPS FOR THE GOALS </div>	
SDG indicators	5.2 Eliminate violence against women;  5.5 Equal opportunities in political, economic, and public life.	8.3 Development-oriented policies;  8.5 Employment and decent work;  8.7 Child labour;  8.8 Protect labour rights.	10.2 Promote social, economic, political inclusion;  10.3 Appropriate legislation and policies to reduce inequality;  10.4 Policies to achieve equality (fiscal, wage, social protection).	16.3 Rule of law and access to justice;  16.6 Effective institutions.	17.14 Policy coherence.	
Alignment with national development priorities	Vision 2040: National Development Plan of The Bahamas: Goals 2 (Well Governed Public Institutions), 3 (Respect for Rule of Law), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 15 (Fair and Flexible Labour Regime).  ERC Executive Summary Report: Structural (maritime sector), Financial services (pensions reform), Cross-cutting (jobs, health, youth, inclusive economy).					



## Proposed path to achieve Outcome 3.3

Legislative reform was a particular area of progress under the first DWCP and has been identified by the NTC as a priority for further activity. National constituents and international labour experts have highlighted several key areas for potential legislative reform, including several proposals that are currently in progress or under consideration.

### **Output 3.3.1 – A roadmap for key legislative and policy reform to strengthen the application of international labour standards is developed and implemented, including specific initiatives related to freedom of association, child labour, discrimination, and the maritime sector**

In recent years, and in line with the priorities agreed under the 2008 DWCP, the Government has amended key national labour legislation to align more fully with ILO core Conventions. Amongst other revisions, amendments to the Employment Act (EA) and Industrial Relations Act (IRA) in 2017 strengthened employee protections in the context of redundancy, extended the jurisdiction of the Industrial Tribunal, and removed a ban on employers' and workers' organizations affiliating outside The Bahamas. However, there remain some outstanding gaps in the scope and application of current legislation with respect to specific aspects of the fundamental principles and rights at work.

In cooperation with national legal experts, the ILO will provide advisory and technical support to the NTC to develop a roadmap for key legislative and policy reform, and implement the roadmap through providing the Government with concrete legislative and policy proposals, to enhance the application of international labour standards in The Bahamas. The roadmap will prioritize addressing specific issues raised by the ILO's CEACR related to the application in law and in practice of ILO Conventions ratified by The Bahamas, including the addition of new items raised in future CEACR comments through the duration of the DWCP. Subject to consultation with national constituents, the roadmap will include, inter alia:

- Industrial relations: amendment of sections 20 and 75 of the IRA to remove the authority of the Department of Labour to supervise certain internal trade union procedures and unduly restrict the scope of legal strike action;<sup>13</sup> review representativeness thresholds for trade unions seeking recognition as legal bargaining agents;<sup>14</sup> consolidation of the revised texts of both the EA and IRA to incorporate their respective recent amendments.
- Child labour: amendments to existing legislation to support the implementation of the National Child Labour Policy, including an increase in the minimum age of employment and clear legal definitions for hazardous activities for minors and light work for younger children.<sup>15</sup> Efforts will be made to implement measures prior to The Bahamas' next regular report to ILO CEACR under ILO Minimum Age Convention, 1973 (No. 138) (ILO C138) and ILO Worst Forms of Child Labour Convention, 1999 (No. 182) (ILO C182), due 2024.
- Discrimination: strengthening the legal framework concerning discrimination in line with international standards, including (i) a stronger legal expression of the principle of equality between women and men (currently absent from the Constitution; (ii) the addition of 'colour', 'social origin', and 'national extraction' to the expressly prohibited grounds of discrimination under the EA; and (iii) full legislative expression to the principle of equal pay for men and women for work of equal value. Additionally, implementation of institutional and policy measures to address gender-based occupational segregation and ensure equal opportunities for people with disabilities (including through measures to strengthen the newly established National Commission For Persons With Disabilities).<sup>16</sup> Note:

13 ILO CEACR comments in relation to ILO C87 (2021a, 2021b).

14 ILO CEACR comments in relation to ILO C98 (2021c).

15 ILO CEACR comments in relation to ILO C138 (2019b).

16 ILO CEACR comments in relation to ILO Equal Remuneration Convention, 1951 (No. 100) (ILO C100) (2019c) and ILO Discrimination (Employment and Occupation) Convention, 1958 (No. 111) (ILO C111) (2019d, 2019e).

roadmap will also include legislative and other measures necessary for the ratification of ILO C190, envisaged under Output 3.3.2.

- Foreign workers: legislative and/or policy measures to strengthen protections for migrant and foreign workers to ensure fair working terms and conditions (that are comparable to Bahamian nationals) and the full enjoyment of fundamental labour rights.
- Maritime sector: amendments to the Merchant Shipping Act and other legislation to align national law with the Maritime Labour Convention (MLC), including in relation to scope of application, employment of minors on ships, leave and other entitlements, and social security.<sup>17</sup> The ILO will also provide technical support to national constituents to prepare a state party report under the MLC. The Bahamas has failed to submit state party reports due since 2015 (for example, ILO CEACR [2021d](#)).

### Output 3.3.2 – ILO C190 is ratified

Sexual harassment and other forms of gender-based violence (GBV) represent a significant barrier to women’s equal access to and treatment in employment. There are limited data on which to assess the incidence of workplace sexual harassment (prohibited under the Sexual Offences and Domestic Violence Act). However, national stakeholders report that awareness of GBV is low in general and that sexual harassment and other forms of GBV in the workplace are widely under-reported and remain a significant concern (Key informant interviews, July 2020; UN CEDAW [2018](#)). Under-reporting is likely to be a particular issue in the case of migrant women employed in domestic work and other minimum wage occupations, where fears of losing legal immigration status and/or vital family income dissuade complaints (Government of The Bahamas [2015](#)).

In line with global efforts to promote ratification of the ILO C190, the ILO – in close cooperation and through consultation with national stakeholders (Government, social partners, civil society organizations) – will support the review and (as necessary) reform of national legislation and policy frameworks to facilitate ratification of ILO C190. These efforts will align with and build on previous national efforts to address GBV – for example, the 2015 Strategic Plan to Address Gender-Based Violence (Government of The Bahamas [2015](#)) – and can draw on strong reported support from the social partners for the ratification of ILO C190 (Key informant interviews, July 2020).

### Output 3.3.3 – Reinforcing the national OSH system

There remain significant legal and policy gaps with respect to occupational safety and health (OSH). The Health and Safety at Work Act (HSWA) relies on supplementary regulations to implement key provisions (such as the establishment of workplace OSH committees) and to set OSH standards for specific industries, but these regulations have not yet been developed. Moreover, The Bahamas lacks a national OSH policy or program to coordinate and guide efforts to implement legislation and promote improved OSH standards across the economy.

The ILO can bring to bear its particular technical expertise to support national constituents (including via the NTC new OSH sub-committee, envisaged under 2.2.1) to reinforce the national OSH system through the development of its key elements: a National OSH Policy; National OSH Profile; and a National OSH Program.<sup>18</sup>

17 ILO CEACR comments in relation to the MLC ([2021d](#)).

18 According to the ILO’s strategic approach to occupational safety and health, a National OSH Policy sets the main principles guiding national action on OSH, the specific areas of action, and the functions and responsibilities of the main stakeholders. The National OSH Profile is a diagnostic document that summarizes the existing OSH situation, including national data on occupational accidents and diseases, high-risk industries and occupations, and a description of the national OSH system (legislation, policy, institutions) and its current capacity. Finally, the National OSH Program includes priorities, objectives, and targets for improving occupational safety and health within a predetermined timeframe, and indicators to assess progress (see, for example, ILO [2012](#)).

Support will focus on conducting the necessary consultations and legal and policy reviews as well as the drafting of the Policy and Profile and support in implementing the OSH Program (including training and provision of technical tools and guides). In developing and implementing the OSH policy and program, special attention will be paid to addressing OSH concerns in high-risk sectors (such as maritime, construction, and agriculture), as well as vulnerable categories of workers (notably, youth, informal workers, and migrant and foreign workers).

In parallel to and/or as a priority component of the development of the national OSH policy and program, the ILO will provide specific support to establish and capacitate bipartite workplace OSH committees. The establishment of bipartite OSH committees at the enterprise level offers a potential mechanism through which to enhance OSH standards notwithstanding national legal and enforcement gaps through institutionalising the concept of joint responsibility for worker safety and health.

The HSWA envisages the creation of such committees (Section 22), but defers implementation to subsequent regulations that are yet to be established. The ILO will support national constituents to draft and implement regulations to the HSWA to establish bipartite workplace OSH committees. The ILO will also support the operationalization of workplace committees by providing training and tools to social partner organizations who can, in turn, train OSH committee representatives among their membership directly.

#### **Output 3.3.4 ILO Conventions on OSH are ratified**

Activities to deliver Output 3.3.3 (above) can also build towards the ratification of key ILO Conventions on OSH (including ILO C187, ILO C155, and ILO Social Security (Seafarers) Convention (Revised), 1987 (No. 165) (ILO C165) by aligning national law, policy, and practice with international standards set out in the relevant Conventions. Conversely, ILO Conventions on OSH can provide a valuable guide and framework for designing and implementing specific initiatives in relation to Output 3.3.3.

To facilitate this mutually reinforcing process, the ILO will provide specific support to tripartite national constituents and key stakeholders to work towards the ratification of relevant ILO Conventions on OSH. As required, this will include national consultations, training, and technical support to assess gaps in national law, institutional capacity, and practices in relation to the Conventions. This support includes the development of a clear roadmap of time-bound actions to achieve specific ratifications.



Image by D. Moore | Workers at recreation.

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# Annexes

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## ► Annex 1: Management, implementation, planning, monitoring, reporting and evaluation

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### Managing the DWCP

The ILO will support a tripartite DWCP Steering Committee, which will be the national entity responsible for the DWCP. The DWCP Steering Committee will comprise the Executive Committee of the National Tripartite Council (NTC) of The Bahamas, representatives of the ILO's Decent Work Team and Office for the Caribbean (DWT/CO-POS), and selected representatives from the NTC's wider membership. The terms of reference for this tripartite committee will set out the governance structure for the DWCP.

The Steering Committee will also invite representatives of other national institutional stakeholders – including other Government departments and representatives from the private sector, education, and civil society – as well as other international organizations and national experts to participate in meetings as appropriate.

The Steering Committee will meet on a monthly basis to monitor and oversee implementation of the DWCP, with annual strategic reviews that provide an opportunity for broader consultation with a wider range of stakeholders. The ILO will promote the participation of women, youth, people with disabilities, and Family Islanders – and their representative organizations – in the activities of the Steering Committee.

The Steering Committee will validate the DWCP implementation plan and monitor its progress, providing technical, monitoring and evaluation (M&E) and policy support, as required. The DWCP Results Framework will allow for regular monitoring against anticipated results. At the end of the programme period, the ILO will conduct an evaluation of the DWCP.

It is important that the Steering Committee is provided with a strong national mandate from the Government to facilitate engagement and collaboration with Government departments, the private sector, and private and public institution in relation to DWCP implementation and monitoring.

### Monitoring and evaluation

Consistent with lessons learned from the first DWCP, the Steering Committee will focus particular attention and ensure adequate resources are allocated to monitoring and evaluation. The ILO will provide technical and/or advisory support to the Steering Committee as needed to support its coordinating efforts to monitor and evaluate the DWCP's implementation.

### Government capacity for monitoring and evaluation

The Department of Statistics (DoS), under the Ministry of Finance, is the responsible institution for the collection, analysis, and dissemination of economic and social data for The Bahamas, including in relation to SDGs. The SDG Unit under the Office of Prime Minister has responsibility for promoting and reporting on progress towards the SDGs.

The DoS has a mandate to collaborate with other Government departments, commissions, and bodies in the collection, compilation, analysis, and publication of statistical records. The DoS has demonstrated some capacity to fulfil this mandate. It produces biennial Labour Force Survey reports, as well as regular reports on wages and occupations (in the hospitality sector), Labour Market Information newsletters (limited primarily to national education graduation rates and test results), and various macroeconomic and financial statistical reports. However, with some exceptions,

the DoS relies primarily on data generated through its own surveys and analyses and does not systematically or consistently compile and analysis administrative data from other Government departments (Key informant interviews, March 2021).

It is important to note that in its Voluntary National Review (VNR) on the SDGs (Government of The Bahamas 2018), the Government observed that it faced major challenges in monitoring the implementation of the SDGs. This included inadequate data on the majority of the SDGs, including lack of data for 5 out of 10 indicators for SDG8 and inadequate data disaggregated by gender and geography. The SDG Unit, which is currently preparing the VNR for 2021, has indicated that significant data remain (Key informant interviews, March 2021).

In addition to the DoS, several other public bodies have M&E responsibilities relevant to the DWCP:

- The Statistical Unit with the Ministry of Labour is mandated to plan, organize, evaluate, collect and interpret statistical data on the national labour market, including in relation to registration of job applicants and vacancies, labour disputes, and labour inspection. However, it is not clear to what extent the Statistical Unit functions as mandated, and there appears to be limited M&E capacity within the Ministry of Labour overall.
- The National Insurance Board (NIB) collects, analyses and publishes data on social security contributions and benefits awards. However, key informants noted important gaps in terms of data and information sharing with other key Government departments and agencies, including the MoL.
- The SDG Unit is tasked with monitoring and reporting on progress towards the SDGs, although the Unit does not generate its own statistical data.
- Other relevant line ministries – including the Ministry of Education, Ministry of Social Services and Urban Development – also include statistical data collection within their mandates. However, key informant interviews suggest systematic M&E, and coordination with other Government departments and agencies on data collection and dissemination, is inconsistent.

There is limited available information on which to assess the human capital and expertise of these other relevant ministries and departments with respect to the conduct of adequate M&E for decent work initiatives in their specific areas of responsibility. However, it is likely that human resources / expertise in M&E are extremely limited and may be entirely absent in some cases.

## Social partner capacity

There are internal capacity constraints amongst the BCCEC and the trade unions, both in terms of human resources (numbers of personnel and expertise) and relevant systems / processes for M&E. Including, limited capacity for data generation and analysis – for instance, around membership numbers – but this is not always complete or up to date. The extent of centralized and consistently maintained recordkeeping systems is not clear.

There is limited evidence that M&E activities are systematically integrated by trade unions and employers into the planning and implementation of their own programmes and activities. Nevertheless, there is broad recognition from the BCCEC and trade unions alike that improving M&E activities is strategically important to strengthen their effectiveness. Internal resources (financial and expertise) are the principal constraints. ILO will provide support in this regard.

## Monitoring and evaluation for the DWCP 2021-2026

There are substantial gaps in the capacity of the ILO constituents to engage in activities and processes to monitor systematically DWCP implementation and outcomes, including both Government and social partners. However, the Government has recognized weaknesses in the



national statistical system (NSS), and a draft Statistics Bill to restructure and strengthen the NSS is currently before parliament. Moreover, the Government has previously demonstrated capacity to conduct effective and large-scale public consultation around national development initiatives in the preparation of the draft NDP in 2015-2016.

The DWCP 2021-2026 offers an opportunity for The Bahamas and the ILO's national constituents to enhance monitoring and evaluation capacity and processes in relation to critical national development goals, building on and contributing to ongoing reform of the national statistical system and national reporting on the SDGs. An express focus on strengthening data generation, analysis, and dissemination capacity is incorporated into several of the DWCP's outcomes – including efforts to strengthen the LMIAS (1.3), address productivity challenges (1.1), improve coordination of national skills development (1.2), and build social partners' internal research and data generation capacity – and these activities can contribute to monitoring and evaluation of the DWCP itself.

Monitoring and evaluating the DWCP 2021-2016 will therefore entail making use of existing statistical capacity (for example, the DoS and NIB), building on in-progress efforts to strengthen national statistical capacity, and taking advantage of initial gains from relevant capacity-building activities under the DWCP itself.

The ILO will support constituents to undertake formal mid-term and final DWCP reviews. The ILO will also support capacity enhancement on evaluations of Decent Work and SDGs.

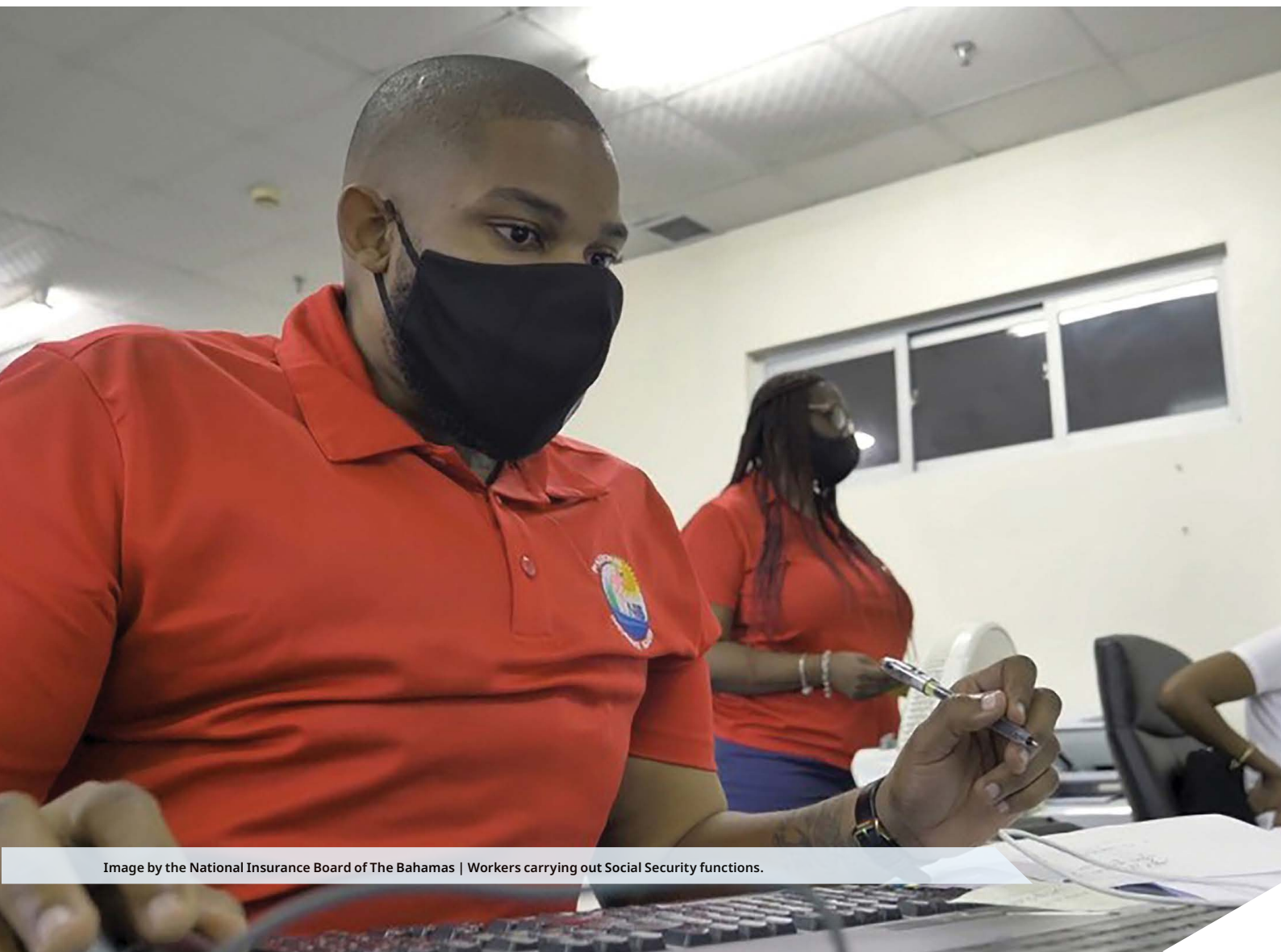




Image by National Training Agency, The Bahamas | Graduate proudly displays certification

## ► Annex 2: Risks and assumptions

The following risk assessment table provides a risk assessment description at the level of the Outcomes and a brief description of mitigation factors and strategy.

'Risk level' (low, moderate, high) is based on assessment of both the likelihood of the assumption not being met and the severity of impact on the DWCP of the assumption not being met.

Assumption	Risk level	Mitigation
Social partners take ownership of the DWCP and all social partners are able to contribute to the implementation of the DWCP.	Moderate	The ILO has promoted national ownership of the DWCP process – from inception (Country Diagnostic) through to drafting and implementation of the full DWCP. The ILO has learned from the experience of implementing projects in The Bahamas (most recently, Actuarial Valuation of National Insurance) that where there is strong national interest and investment, stakeholders play a very crucial role in proactively addressing issues related to inter-agency or multi-partner coordination. In The Bahamas, NTC has led the process throughout, including development of priorities and conducting extensive public consultations. NTC will continue to lead implementation, including regular meetings of the tripartite Steering Committee that will draw on broader stakeholder participation as appropriate. Capacity-building for social partners to strengthen contributions to DWCP implementation is among the key outcomes of the Programme itself.
There will be continued agreement on the priorities and outcomes of the DWCP.	Moderate	There has been a comprehensive consultative process in developing the DWCP during which a wide range of stakeholders have been engaged, both in bilateral and multilateral contexts. There will be regular meetings of the Steering Committee to discuss the DWCP implementation, challenges, and future directions.
Anticipated reform processes (legislative, institutional) do not fundamentally alter the feasibility or appropriateness of relevant outputs under the DWCP.	High	There will be ongoing close consultation with national stakeholders and adaptation of outputs as necessary to align with and take full advantage of any reforms implemented. There will be regular meetings and monitoring on the part of the Steering Committee and annual strategic reviews with wider participation to ensure DWCP outputs are appropriately aligned with the changing national context.
Efforts to support long-term improvements – for example, employment creation, MSME development, social partner capacity building, institutional reforms (NTA, NPC, LMIAS) – yield results at adequate scale and within the timeframe of the DWCP.	Moderate	The ILO's value-added contribution to The Bahamas' national development vision is linked to the capacity of the DWCP to deliver demonstrable and sustainable change over time, supporting the creation of decent work for all. The DWCP comprises a blend of activities designed to support and demonstrate change in the short, medium and longer term, and provides a results-based framework to track and demonstrate change at each stage. Close alignment between the DWCP and existing national development priorities and programs is a further mitigation factor, enabling the DWCP to contribute to the expansion and realization of existing programs (or aspects of programs) and/or implement specific initiatives that are mutually enhanceive of the work of other national and international partners.

Assumption	Risk level	Mitigation
Gradual reduction in public health risks associated with COVID-19 permits full implementation of DWCP activities.	Moderate	Public health risks – and their implications for DWCP activities and timescales – will be monitored regularly, including necessary adjustments to format for delivery.
National responses to any potential natural disasters (hurricanes) are adequate to ensure a timely recovery without the need for substantial reallocation of human and financial resources.	Moderate	The Steering Committee will convene extraordinary sessions to assess the conduct of DWCP activities in the event of a natural disaster, in coordination with the ILO, national stakeholders, and international organizations as appropriate.
Funding is available for DWCP activities.	High	The Steering Committee will take part in resource mobilization efforts for the DWCP, with support from the ILO. These activities will build on concerted efforts through the development process to raise awareness of the DWCP and underline its contributions to broader national development objectives, strengthen the case for national budget allocation. The DWCP is closely aligned with national development priorities, including both the NDP and recommendations from the ERC. The Steering Committee will continue to monitor alignment of the DWCP with national priorities and consider adapting implementation activities and resource mobilization approaches as appropriate.
Monitoring and evaluation capacity can be utilized and enhanced to demonstrate DWCP contributions to decent work.	High	Existing capacity and capacity gaps have been mapped as part of the DWCP development process and an M&E strategy put in place (see Annex 1). Moreover, strengthening monitoring and evaluation capacity is mainstreamed throughout the DWCP as a priority focus area. The Steering Committee will regularly assess M&E capacity and gaps throughout implementation.
National elections in 2022 do not fundamentally alter national development priorities or Government commitment to the DWCP.	Moderate	The Steering Committee will have a strong mandate to implement the DWCP independently of political party interests and through any interruption to policymaking in the case of Government / Cabinet changes. The DWCP itself is aligned with national development objectives that are shared across political parties and has been validated by national tripartite constituents and open to consultation with stakeholders from across the political spectrum.

## ► Annex 3: Funding plan

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The primary funding source will be the national budget. The previous DWCP was successfully funded primarily through the national budget. However, the extraordinary and ongoing demands on public finances as a result of the severe economic impacts of both Hurricane Dorian and the COVID-19 pandemic mean that Government, private sector, and civil society have limited material and financial resources to deploy. The close alignment of the DWCP with key national development priorities – including short-term post-crisis recovery and reconstruction objectives – will strengthen the case for targeted budgetary allocations to key DWCP priorities that can have broader impacts in line with existing strategic objectives (including those with pre-existing budget allocations).

As a high-income country, the availability of external donor funding for DWCP implementation will be limited, although the ILO will support the Steering Committee in identifying potential partnerships with donors that can support the Programme. The Steering Committee, with support from ILO, will also consider opportunities for partnership with UN and non-UN actors (for instance, International Financial Institutions (IFIs)) that are active in relevant fields in The Bahamas, with a view to avoiding duplication of efforts and, by extension, identifying areas where DWCP activities can complement other donor programmes to reduce direct resource demands.

The ILO will also work with partners to make optimal use of its own resources for technical assistance and capacity building, which underpin many of the key outputs of the DWCP.





## ► Annex 4: Advocacy and communication plan

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The ILO will support the national constituents, in particular the NTC, to continue to raise awareness of the DWCP and specific implementation activities among key national stakeholders, potential external donors, and the general public, with a view to supporting the achievement of the DWCP outcomes by informing and engaging key audiences and moving them to action.

Among other areas of focus, external communications for national audiences will place a particular emphasis on:

- The meaning of Decent Work and its relevance to Bahamians by positioning how the Decent Work Agenda – and the DWCP in particular – can contribute to achieving The Bahamas’ key social and economic development aims (including, inter alia, national objectives related to economic diversification, economic and environmental resilience, post-hurricane and post-COVID-19 recovery, strengthening the national education system, addressing unemployment, promoting youth inclusion, and Family Island development).
- How the DWCP can contribute to broader governance enhancements by promoting and building the capacity of key institutional stakeholders to implement a results-based approach to policymaking and programming, including a strong emphasis on systematic monitoring and evaluation based on the generation, analysis, and dissemination of reliable statistical data.
- The importance of consultative and participatory decision-making processes in shaping the direction of national development and the design, implementation, coordination, and monitoring of policies and programs, as well as the broader role of social dialogue in building greater inclusiveness, resolving social conflicts, and promoting social cohesion.
- In addition, communications related to the DWCP will consistently refer to the UN Sustainable Development Goals (SDGs), including to highlight how the work of the ILO and the DWCP align with the activities of other UN agencies in The Bahamas and the wider Caribbean region (for example, in relation to contributions to the objectives of the new MSDCF for The Caribbean) and the importance of partnership in realizing progress towards the SDGs.

To support the DWCP’s priorities, the ILO will:

- provide strategic leadership for all communication matters related to the DWCP, in close cooperation with national constituents (especially the NTC);
- enhance outreach to key audiences in relation to DWCP activities and achievements, via news and social media;
- support the preparation and dissemination of reports and publications;
- build communications capacity of ILO constituents through training and access to existing guides and tools; and
- support and promote effective communication between ILO and constituents, and among constituents themselves, to support achieving the DWCP outcomes.

Communications and advocacy efforts will focus on ILO constituents in The Bahamas, Parliamentarians, external donors, the national news media, the private sector, civil society organizations, and academic institutions. The ILO will also work with the UN system and other national and international partners to

strengthen the visibility of its work – the work of national constituents in The Bahamas – in implementing the DWCP.

For its communication and advocacy efforts, the ILO will use diverse communication channels, including websites and social media channels of global / regional ILO offices and other UN bodies, newsletters, print and audio-visual materials (reports, factsheets, tools, photos, videos), media materials (press releases, advisories) and media engagement opportunities, and other public events (including online events). In all materials, the ILO will work to ensure the visibility of all sections of Bahamian society, including women, youth, and people with disabilities.





## ► Annex 5: Results framework<sup>1</sup>

### 1. Priority 1

#### 1.1 Outcome 1.1




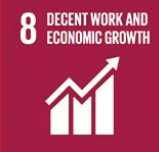




DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)				
► Outcome 1.1: Sustainable economic development and post-crisis recovery create opportunities for decent jobs and enterprise development. (ILO P&B Outcome 3, 4).	Partners: Ministries of Finance, Labour, Public Works, Transport and Local Government, Environment and Housing, Disaster Preparedness, Agriculture and Marine Resources, Economic Planning Unit, local governments, National Training Agency, National Productivity Council, BCCEC, trade unions.	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	Efforts to support long-term improvements – e.g., employment creation, MSME development yield results at adequate scale and within the timeframe of the DWCP.
		US\$ TBC	US\$ TBC	
► Output 1.1.1: Enterprise resilience is strengthened to support jobs and sustainable economic growth.				Output 1.1.1 assumption
1.1.1 (a) Enhanced capacity of constituents in relation to workforce resilience and crisis response, and business continuity planning.	Baseline: Limited knowledge / awareness of enterprise and workforce resilience planning and no formal training programme available to social partner organizations or membership.	Target(s): 1.1.1 (a) (i) One training programme for social partner organizations ('train the trainer') on enterprise and workforce resilience and disaster preparedness.  1.1.1 (a) (ii) Two sets of training materials developed on enterprise and workforce resilience and disaster preparedness for workers' and employers' organizations, respectively.	Means of verification/ sources: Official national reports and documentation	Duration and nature of potential environmental and economic disasters are moderate and its impact appropriately integrated into agile continuity plans and measures.

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)				
▶ Output 1.1.1: Enterprise resilience is strengthened to support jobs and sustainable economic growth. <i>(continued)</i>				Output 1.1.1 assumption
		1.1.1 (a) (iii) Training on enterprise and workforce resilience and disaster preparedness delivered by social partner organizations to [number / percentage] of membership.		
1.1.1 (b) Enhanced capacity and awareness of constituents in relation to a 'green recovery' from the COVID-19 crisis and a 'just transition' to environmentally sustainable economies and societies for all.	Baseline: Limited awareness of jobs and employment dimensions of climate change and adaption strategies, including 'green recovery', 'green jobs' and 'just transition'.	Target(s): 1.1.1 (b) (i) One training programme on the 'green recovery' and 'just transition' / 'green jobs' for tripartite constituents conducted by 2022.  1.1.1 (b) (ii) One advocacy and knowledge package on the 'green recovery' and 'just transition' / 'green jobs' developed by 2022.  1.1.1 (b) (iii) One awareness raising programme at the national level on conservation, improving green jobs, and just transition conducted by 2022.	Means of verification/ sources: Official national reports and documentation	
1.1.1 (c) New employment and/or self-employment opportunities in target sectors [target sectors TBD, but may include: maritime, agriculture and fisheries, light manufacturing, sustainable tourism and conservation].	Baseline: [TBD] [current number of jobs in each target sector by 2024 / 2026]; OR [number of beneficiaries of existing enterprise and employment support programmes targeting the selected sectors].	Target: [TBD] [number of jobs in each target sector by 2024 / 2026]; OR [number of beneficiaries of enterprise and employment support programmes targeting the selected sectors].	Means of verification/ sources: Official national reports and documentation	

**DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)**

<p>► Output 1.1.2: An Employment Intensive Investment Programme (EIIP) based approach is piloted in target subnational regions.</p>				Output 1.1.2 assumption
<p>Indicator 1.1.2 (a) Increased number of employment opportunities for local workers in pilot area (in relation to pilot EIIP project).</p>	<p>Baseline: No existing programme.</p>	<p>Target(s): 1.1.2 (a) (i) [Number of people employed (i) directly and (ii) indirectly (i.e., via contractors) in relation to pilot EIIP projects] by sex.  1.1.2 (a) (ii) [Number of employees in EIIP pilot project(s) that receive formal training via an accredited educational provider / recognized qualification or certificate through the pilot project by 2026] by sex.</p>	<p>Means of verification/ sources: Official national reports and documentation</p>	<p>National responses to any potential natural disasters (hurricanes) are adequate to ensure a timely recovery without the need for substantial reallocation of human and financial resources.</p>
<p>1.1.2 (b) Number of new infrastructure audits and/or island-specific development plans with an express job creation assessment or strategy [TBD; applicable only if the Government implements relevant ERC recommendations to conduct local infrastructure audits and/ or prepare island-specific development plans].</p>	<p>Baseline: No existing programme.</p>	<p>Target(s): [Number of new infrastructure audits and/or island-specific development plans with an express job assessment and/or job creation strategy].</p>	<p>Means of verification/ sources: Official national reports and documentation</p>	
<p>► Output 1.1.3: The Bahamas National Productivity Council (BNPC) is operationalized.</p>				Output 1.1.3 assumption
<p>Indicator 1.1.3 (a) The BNPC is legally established and operational.</p>	<p>Baseline: BNPC not established or operational.</p>	<p>Target(s): 1.1.3 (a) (i) BNPC is legally established.  1.1.3 (a) (ii) [Number] regular meetings / session held by the BNPC by [year].</p>	<p>Means of verification/ sources: Official national reports and documentation</p>	<p>The BNPC's medium term performance (3 - 5 years) will positively contribute to national goals.</p>

<b>DWCP Priority 1: Jobs and skills (ILO P&amp;B Outcomes 3, 4, 5, A)</b>				
▶ Output 1.1.3: The Bahamas National Productivity Council (BNPC) is operationalized. <i>(continued)</i>				Output 1.1.3 assumption
		1.1.3 (a) (iii) [Number] legislative and/or policy proposals or recommendations submitted by the BNPC to the NTC and/or Government.		
Indicator 1.1.3 (b) An Enabling Environment for Sustainable Enterprises (ESEE) study is completed and recommendations / proposals presented to Government.	Baseline: No ESEE study.	Target(s): 1.1.3 (b) (i) ESEE study completed.  1.1.3 (b) (ii) Recommendations from ESEE study adopted by Government.	Means of verification/ sources: Official national reports and documentation	
▶ Output 1.1.4: Financial and business development services for MSMEs are enhanced, with a focus on youth, women, and Family Islanders.				Output 1.1.4 assumption
Indicator 1.1.4 (a) Number of entrepreneurs / MSMEs securing business grants / loans in target groups.	Baseline: [Number for 2020].	Target(s): 1.1.4 (a) (i) [Number] female entrepreneurs / female-led MSME secure business finance (grant / loans) in [year 1, 2, etc.].  1.1.4 (a) (ii) [Number] entrepreneurs / MSMEs led by owners under the age of 25 secure business finance (grant / loans) in [year 1, 2, etc.] by sex.  1.1.4 (a) (iii) [Number] entrepreneurs / MSMEs led by owners based in the Family Islands secure business finance (grant / loan) in [year 1, 2, etc.] by sex.	Means of verification/ sources: Official national reports and documentation	Eligibility criteria and processing requirements do not create barriers to access for MSMEs.
1.1.4 (b) Number of entrepreneurs / MSMEs receiving business development services in target groups.	Baseline: [Number for 2020].	Target(s): 1.1.4 (b) (i) [Number] female entrepreneurs / female-led MSME receive business development services in [year 1, 2, etc.].	Means of verification/ sources: Official national reports and documentation	

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)									
▶ Output 1.1.4: Financial and business development services for MSMEs are enhanced, with a focus on youth, women, and Family Islanders.								Output 1.1.4 assumption	
				1.1.4 (a) (ii) [Number] entrepreneurs / MSMEs led by owners under the age of 25 receive business development services in [year 1, 2, etc.].					
				1.1.4 (a) (iii) [Number] entrepreneurs / MSMEs led by owners based in the Family Islands receive business development services in [year 1, 2, etc.].					
Alignment with SDGs									
	1.1, 1.2 Poverty.	2.3 Agricultural productivity, rural jobs;  2.4 Sustainable food production;  2a Rural infrastructure	4.4 Relevant skills for employment.	8.2 Economic diversification, employment-intensive sectors;  8.3 Decent jobs and SMEs;  8.4. Environmentally sustainable growth;  8.5 Full employment;  8.6 Reduce NEETs;	9.1 Resilient infrastructure;  9.2 Industrial employment;  9.3 Value chain integration.	10.3 Reduce inequalities.	11.5 Disaster preparedness.	13.1 Resilience to climate-related disasters;  13.2 Climate change measures.	

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)									
				8.9 Sustainable tourism;					
				8.10 Access to finance.					
Alignment with national development priorities	<p>Vision 2040: The National Development Plan of The Bahamas: Goals 7 (Poverty and Discrimination), 9 (Modern Infrastructure), 11 (Natural Environment), 12 (Healthy Macroeconomy), 13 (Competitive Business Environment), 14 (Diversified Economy).</p> <p>ERC Executive Summary Report: Structural Reform (accelerate infrastructure development, disaster resilience policy), Agriculture and Fisheries (promote expansion, create jobs, diversify economy), Entrepreneurship and FDI (MSME support, entrepreneurship training, promote new sectors), Family Island Development (infrastructure plans), Education and Labour (employment, Bahamas National Productivity Council), Energy and Environment (conservation and parks infrastructure, renewable energy / energy infrastructure), Financial Services (access to finance, financial literacy), Cross-cutting (jobs, economic vulnerability, business continuity, business and personal financial resilience, economic diversification).</p>								








## 1.2 Outcome 1.2

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)				
<p>► Outcome 1.2: Workforce skills are enhanced and aligned to labour market needs to support increased employment and entrepreneurship. (ILO P&amp;B Outcome 5).</p>	<p>Partners: Ministries of Finance, Education, Labour, Youth Sports and Culture, Department of Gender and Family Affairs, National Training Agency, local governments (Family Islands), BTVI and educational institutions, Small Business Development Centre, social partners.</p>	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	<p>Efforts to support long-term improvements – e.g., employment creation, MSME development yield results at adequate scale and within the timeframe of the DWCP.</p>
		US\$ TBC	US\$ TBC	
<p>► Output 1.2.1: National coordination on training and skills policies and programming is enhanced.</p>				Output 1.2.1. assumption
<p>Indicator 1.2.1 (a) Legislation and/or regulations are amended (as needed) to establish and clearly define the mandate of a national</p>	<p>Baseline: No single national coordinating body for training and skills policymaking and programming (overlapping mandates among several existing / proposed bodies).</p>	<p>Target(s): An institution is established as the national coordinating body for training and skills policy and programming, with a clear mandate to coordinate the activities of all relevant actors (e.g., Ministry of</p>	<p>Means of verification/ sources: Official national reports and documentation</p>	<p>Anticipated reform processes (legislative, institutional) do not fundamentally alter the feasibility or focus of coordination efforts.</p>

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)				
▶ Output 1.2.1: National coordination on training and skills policies and programming is enhanced. <i>(continued)</i>				Output 1.2.1. assumption
coordinating body for training and skills.		Education, Ministry of Labour, educational institutions, etc.) and advise Government on all training and skills issues.		
Indicator 1.2.1 (b) The [coordinating institution's] capacity is enhanced to fulfil its coordinating role of the national training system.	Baseline: No single existing institution has capacity to perform a comprehensive national coordinating role.	Target(s): 1.2.1 (b) [Coordinating institution] is evaluated, fully operational, and adequately resourced to fulfil its coordinating mandate. [TBD [Number] trainings provided for core [coordinating institution] staff].	Means of verification/ sources: Official national reports and documentation	
▶ Output 1.2.2: An inclusive and sustainable National Apprenticeship Program is established				Output 1.2.2. assumption
Indicator 1.2.2 (a) A sustainable national apprenticeship program is established and operational.	Baseline: No operational national apprenticeship program.	Target(s): 1.2.2 (a) A national apprenticeship programme is evaluated in line with ILO guidance on quality apprenticeships (ILO, 2021 <sup>2</sup> ), fully operational and adequately resourced from the national budget.	Means of verification/ sources: Official national reports and documentation.	The National Apprenticeship Program's medium term performance (3 - 5 years) will positively contribute to national goals.
Indicator 1.2.2 (b) Number of apprentices completing the National Apprenticeship Program each year by sex.	Baseline: Zero.	Target(s): 1.2.2 (b) (i) [Number] apprentices complete the apprenticeship program in [year 1]. 1.2.2 (b) (ii) [Number] apprentices complete the apprenticeship program in [year 2]. 1.2.2 (b) (iii) [Number] apprentices complete the apprenticeship program in [year 3]. [add as appropriate to cover each year of operation until 2026].	Means of verification/ sources: Official national reports and documentation.	

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)				
▶ Output 1.2.3: National Occupational Standards are established and incorporated into the national training system.				Output 1.2.3. assumption
Indicator 1.2.3 (a) National Occupational Standards are developed and approved by the Government.	Baseline: No comprehensive National Occupational Standards.	Target(s): [TBD] [1.2.3 (a) National Occupational Standards are developed and formally adopted]; OR [1.2.3 (a) The International Standard Classification of Occupations (ISCO) are adopted as National Occupational Standards for The Bahamas].	Means of verification/ sources: Official national reports and documentation.	Consensus among stakeholders on national definitions of occupations which will form the basis for developing standards.
Indicator 1.2.3 (b) National Occupational Standards are incorporated into the national training system.	Baseline: No comprehensive National Occupational Standards.	Target(s): 1.2.3 (b) (i) Proposals / roadmap for amendments to align the national training system (e.g., curricula, qualifications framework) with the National Occupational Standards are developed and adopted by Government.  1.2.3 (b) (ii) [Number] items from proposals / roadmap for amendments to align the national training system (e.g., curricula, qualifications framework) with the National Occupational Standards are implemented.	Means of verification/ sources: Official national reports and documentation	







DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)								
Alignment with SDGs	 1 NO POVERTY	 2 ZERO HUNGER	 4 QUALITY EDUCATION	 8 DECENT WORK AND ECONOMIC GROWTH	 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE	 10 REDUCED INEQUALITIES	 17 PARTNERSHIPS FOR THE GOALS	
	1.1, 1.2 Poverty reduction	2.3 Agricultural productivity, rural jobs	4.3 Equal access to TVET; 4.4 Relevant skills for employment; 4.5 Gender disparities in access to TVET; 4.6 Literacy and numeracy	8.2 Economic diversification; 8.3 Decent jobs and SMEs; 8.4 Sustainable growth; 8.5 Full and productive employment; 8.6 Reduce NEETs;	9.2 Industrial employment	10.2, 10.3 Social and economic inclusion	17.14 Policy coherence	
Alignment with national development priorities	<p>Vision 2040: The National Development Plan of The Bahamas: Goals 6 (Education), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 14 (Diversified Economy).</p> <p>ERC Executive Summary Report: Structural Reform (MSME development, maritime sector), Agriculture and Fisheries (create jobs), Entrepreneurship and FDI (new sectors), Education and Labour (employment, coordination on skills, apprenticeships), Cross-cutting (jobs, inclusive economy, youth, economic diversification).</p>							

### 1.3 Outcome 1.3

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)				
<p>► Outcome 1.3: Functioning Labour Market Information and Analysis System (LMIAS) enables evidence based policymaking on employment. (ILO P&amp;B Outcome A).</p>	<p>Partners: Department of Statistics, Department of Labour, NTA, National Insurance Board (NIB), Ministry of Education, SDG Unit, social partners (CANTA).</p>	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	Efforts to support long-term improvements – e.g., LMIAS development yield results at adequate scale and within the timeframe of the DWCP.
		US\$ TBC	US\$ TBC	
<p>► Output 1.3.1: An integrated national Labour Market Information and Analysis System (LMIAS) is established and capacitated.</p>				Output 1.3.1. assumption
<p>Indicator 1.3.1 (a) A coordinating body for the national LMIAS is established with a mandate and authority to generate on its own behalf, request and compile for other agencies, analyse, and disseminate all necessary data for a functioning LMIAS.</p>	<p>Baseline: No national coordinating body (the Department of Statistics fulfils some of the core LMIAS roles, but its mandate is limited and there are insufficient systems / processes in place to facilitate in practice the compilation of data from other Government agencies).</p>	<p>Target(s): 1.3.1 (a) Central coordinating body for the LMIAS is fully operational and adequately resourced (with a mandate and authority to generate on its own behalf, request and compile for other agencies, analyse, and disseminate all necessary data for a functioning LMIAS).</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	<p>The medium term performance (3 - 5 years) of the LMIAS' coordinating body will positively contribute to national labour market goals.</p>
<p>Indicator 1.3.1 (b) LMIAS institutions are capacitated to fulfil their defined roles.</p>	<p>Baseline: Current LMIAS institutions (Dept of Statistics) have appropriate expertise but insufficient capacity to fulfil more comprehensive mandate envisaged under 1.3.1.</p>	<p>Target(s): 1.3.1 (b) (i) [Number] technical staff of LMIAS institution(s) trained on core aspects of labour statistics.  1.3.1 (b) (ii) [Number] of data collection protocols, guidelines, checklists, etc. developed to support LMIAS activities.</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	
<p>Indicator 1.3.1 (c) Enhanced IT systems and tools for the compilation of survey and administrative data are developed and implemented.</p>	<p>Baseline: No integrated IT system / tools for compiling different types of data from across Government departments.</p>	<p>Target(s): 1.3.1 (c) An upgraded IT system / tool for the central LMIAS institution is developed and fully operational, which allows for the compilation and analysis of survey and administrative data, including easy integration of data received from other Government departments.</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	

**DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)**

<p>► Output 1.3.2: National statistical outputs are enhanced in priority areas, including skills mismatches, economic activities of children and youth, wages and cost of living, and social security coverage.</p>				Output 1.3.2. assumption
<p>Indicator 1.3.2 (a) Number of studies carried out and reports published on skills mismatches and/or skills forecasting per year.</p>	<p>Baseline: No periodic skills mismatch analysis / forecasting and no recent empirical skills mismatch analysis.</p>	<p>Target(s): 1.3.2 (a) (i) Framework and methodology for regular assessment and monitoring of skills mismatches and skills forecasting developed as core component of LMIAS.  1.3.2 (a) (ii) Skills mismatch analysis conducted and results disseminated (national and/or sectoral focus).</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	<p>Relevant information that impacts The Bahamas' labour market is available.</p>
<p>Indicator 1.3.2 (b) Number of studies carried out and reports published on the economic activities of children and youth per year.</p>	<p>Baseline: No periodic analysis of economic activity of children/youth, and no recent empirical study of economic activities of children/youth.</p>	<p>Target(s): 1.3.2 (b) (i) Framework and methodology for regular assessment and monitoring of economic activity of persons under 18 developed as component of LMIAS.  1.3.2 (b) (ii) Survey and analysis of economic activity of persons under 18 conducted and results disseminated.</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	
<p>Indicator 1.3.2 (c) Number of reports published on wages and cost of living, disaggregated by sex, sector, and geographic region, per year.</p>	<p>Baseline: The Department of Statistics already publishes some analysis of wages data (for the hospitality sector) as well as wider economic indicators relevant to cost of living (e.g., CPI). However, there is no clear published analysis of wages (by sex, sector, location) and cost of living and an assessment of implications for household expenditure, budgets, etc.</p>	<p>Target(s): 1.3.2 (c) [Number] regular, non-technical reports on wages and living costs (disaggregated by sex, sector, and location) published in [year 1, 2, etc.].</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	

DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)					
<p>▶ Output 1.3.2: National statistical outputs are enhanced in priority areas, including skills mismatches, economic activities of children and youth, wages and cost of living, and social security coverage. <i>(continued)</i></p>				Output 1.3.2. assumption	
1.3.2 (d) Development and dissemination of a diagnostic study of the social protection system (also as indicator 3.2.1(b)).	Baseline: No recent diagnostic study.	Target(s): [Targets are related to Indicator 3.2.1 (b)].  3.2.1 (b) (i) Diagnostic study on the social protection system (mapping on components, gaps, financial sustainability, etc.) is completed and recommendations presented to Government.  3.2.1 (b) (ii) [Number] recommendations implemented by Government / [Number] of initiatives implemented based on recommendations.	Means of verification/ sources: Official national reports and documentation.		
Alignment with SDGs	<p><b>4</b> QUALITY EDUCATION</p> 	<p><b>8</b> DECENT WORK AND ECONOMIC GROWTH</p> 	<p><b>10</b> REDUCED INEQUALITIES</p> 	<p><b>17</b> PARTNERSHIPS FOR THE GOALS</p> 	
	<p>4.3 Equal access to TVET;</p> <p>4.4 Relevant skills for employment;</p> <p>4.5 Gender disparities in access to TVET.</p>	<p>8.2 Economic diversification;</p> <p>8.3 Policies that support decent jobs;</p> <p>8.5 Full and productive employment;</p> <p>8.6 NEETs;</p> <p>8.7 Child labour;</p> <p>8.8 Protect labour rights.</p>	<p>10.3 Appropriate laws and policies to ensure equal opportunity and reduce inequality;</p> <p>10.4 Wage and social protection policies, reduce income inequality.</p>	<p>17.14 Policy coherence;</p> <p>17.18 Availability of high-quality, timely and reliable data;</p> <p>17.19 Support statistical capacity-building.</p>	






DWCP Priority 1: Jobs and skills (ILO P&B Outcomes 3, 4, 5, A)		
▶ Output 1.3.2: National statistical outputs are enhanced in priority areas, including skills mismatches, economic activities of children and youth, wages and cost of living, and social security coverage. <i>(continued)</i>		Output 1.3.2. assumption
Alignment with national development priorities	Vision 2040: The National Development Plan of The Bahamas: Goals 1 (Modern, Open and Accountable Service Oriented Government), 6 (Education), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 15 (Fair and Flexible Labour Regime).  ERC Executive Summary Report: Digitization (Government e-services), Education and Labour (employment, skills coordination), Cross-cutting (jobs, inclusive economy, youth).	

## 2. Priority 2

### 2.1 Outcome 2.1

DWCP Priority 2: Social dialogue (ILO P&B Outcome 1)				
▶ Outcome 2.1: Social dialogue mechanisms are strengthened and the scope of social dialogue expanded at the national, sectoral, and enterprise level. (ILO P&B Outcome 1).	Partners: Ministries of Finance, Education, Department of Labour, NTA, NIB, Bahamas Maritime Authority (BMA), social partners.	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	
		US\$ TBC	US\$ TBC	
▶ Output 2.1.1: NTC technical subcommittees for economic policy, education and skills, OSH, and civil society engagement are established and operationalized.				Output 2.1.1. assumption
Indicator 2.1.1 (a) Number of tripartite sub-committees established and meeting regularly.	Baseline: No sub-committees.	Target(s): 2.1.1 (a) (i) [Number] technical sub-committees formally established, adequately resourced, and members confirmed.  2.1.1 (a) (ii) [Number] meetings / technical working sessions of technical sub-committees (year 1, year 2, etc.).	Means of verification/ sources:	The medium term performance (3 - 5 years) of technical subcommittees will positively contribute to national goals.

<b>DWCP Priority 2: Social dialogue (ILO P&amp;B Outcome 1)</b>				
▶ Output 2.1.1: NTC technical subcommittees for economic policy, education and skills, OSH, and civil society engagement are established and operationalized. <i>(continued)</i>				Output 2.1.1. assumption
Indicator 2.1.1 (b) Number of proposals / recommendations prepared by sub-committees and presented to Government.	Baseline: Zero.	Target(s): 2.1.1 (b) [Number] proposals or recommendations developed by technical sub-committees adopted by Government.	Means of verification/ sources: Official national reports and documentation.	
Indicator 2.1.1 (c) Proportion of women among permanent members of sub-committees.	Baseline: No sub-committees.	Target(s): 2.1.1 (c) [Number / proportion of] women among permanent members of technical sub-committees.	Means of verification/ sources: Official national reports and documentation.	
▶ Output 2.1.2: A tripartite Maritime Council is established and operationalized.				Output 2.1.2. assumption
2.1.2 (a) A tripartite maritime council is established and operational with a defined role in sectoral policymaking.	Baseline: No tripartite maritime committee.	Target(s): 2.1.2 (a) (i) A tripartite Maritime Council is formally established, adequately resourced, and members confirmed.  2.1.2 (a) (ii) [Number] meetings / technical working sessions of the Maritime Council (year 1, year 2, etc.).	Means of verification/ sources: Official national reports and documentation.	The medium term performance (3 - 5 years) of the tripartite maritime council will positively contribute to national goals.
2.1.2 (b) Number of proposals / recommendations prepared by the maritime council and presented to Government.	Baseline: Zero	Target(s): 2.1.2 (b) [Number] proposals or recommendations developed by maritime committee adopted by Government.		
▶ Output 2.1.3: Industrial (trade) dispute prevention and resolution mechanisms are enhanced.				Output 2.1.3. assumption
2.1.3 (a) Number of trade disputes resolved through conciliation and mediation processes and do not progress to the Industrial Tribunal or other judicial bodies.	Baseline: [Number of trade disputes resolved through conciliation / mediation in 2020].	Target(s): 2.1.3 (a) [Number/percentage] trade disputes resolved through conciliation and mediation processes.	Means of verification/ sources: Official national reports and documentation.	The medium term performance (3 - 5 years) of industrial dispute prevention and resolution mechanisms contribute to national goals.

DWCP Priority 2: Social dialogue (ILO P&B Outcome 1)						
▶ Output 2.1.3: Industrial (trade) dispute prevention and resolution mechanisms are enhanced. (continued)					Output 2.1.3. assumption	
2.1.3 (b) Average time for resolving trade disputes through non-judicial means is reduced.	Baseline: [Average time to resolve trade disputes through conciliation / mediation / arbitration in 2020].	Target(s): 2.1.3 (b) Trade disputes resolved via conciliation / mediation / arbitration in less than [average time year 1, 2, etc.].	Means of verification/ sources: Official national reports and documentation.			
Alignment with SDGs	<b>5 GENDER EQUALITY</b> 	<b>8 DECENT WORK AND ECONOMIC GROWTH</b> 	<b>10 REDUCED INEQUALITIES</b> 	<b>16 PEACE AND JUSTICE STRONG INSTITUTIONS</b> 	<b>17 PARTNERSHIPS FOR THE GOALS</b> 	
	5.5 Equal opportunities in political, economic, and public life.	8.3 Development-oriented policies; 8.5 Employment and decent work; 8.8 Protect labour rights.	10.2 Promote social, economic, political inclusion; 10.3 Appropriate legislation and policies to reduce inequality; 10.4 Policies to achieve equality (fiscal, wage, social protection).	16.3 Rule of law and access to justice; 16.6 Effective institutions; 16.7 Responsive, inclusive, participatory decision-making.	17.14 Policy coherence; 17.17 Public-private and civil society partnerships; 17.18 Availability of high-quality, timely, reliable data; 17.19 Measuring progress on sustainable development.	
Alignment with national development priorities	Vision 2040: The National Development Plan of The Bahamas: Goals 2 (Well Governed Public Institutions), 3 (Respect for Rule of Law), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 14 (Diversified Economy), 15 (Fair and Flexible Labour Regime).  ERC Executive Summary Report: Health and Social Capital (civil society engagement), Structural Reform (ease of doing business, promote maritime sector), Cross-cutting (inclusive economy, youth, economic diversification).					

## 2.2 Outcome 2.2






DWCP Priority 2: Social dialogue (ILO P&B Outcome 1)				
<p>► Outcome 2.2: Strengthened contribution of social partners to tripartite institutions and wider policymaking debates, including wage-setting mechanisms and national economic policy discussions. (ILO P&amp;B Outcome 1).</p>	Partners: BCCEC, trade unions.	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	Social partner ownership of and demonstrated commitment to DWCP implementation result in strong dialogue mechanisms and expansion.
		US\$ TBC	US\$ TBC	
<p>► Output 2.2.1: The capacities and internal effectiveness of social partner organizations are strengthened.</p>				Output 2.2.1. assumption
Indicator 2.2.1 (a) Adoption / updating of a long-term strategic plan by national-level social partner organizations.	Baseline: [Number] national social partner organizations have a formal strategic plan that covers a defined period.	Target(s): 2.2.1 (a) [Number] social partner organizations that have adopted / updated a strategic plan.	Means of verification/ sources: Official national reports and documentation.	The medium term performance (3 - 5 years) of social partner organizations contributes to national goals.
Indicator 2.2.1 (b) Increased membership of social partner organizations in target sectors or population groups, as defined in the strategic plan (2.2.1(a)).	Baseline: [Membership numbers for workers' and employers' organizations in target groups in [year strategic plan adopted]].	Target(s): 2.2.1 (b) [Number / percentage increase] members in target sectors and/or population groups.	Means of verification/ sources: Official national reports and documentation.	
Indicator 2.2.1 (c) Enhanced linkages between the membership and national-level representatives of social partner organizations.	Baseline: [TBD].	Target(s): 2.2.1 (c) (i) [Number] newsletters, activity reports, policy briefs, position papers or other internal communications outputs developed by national leadership of social partner organizations (i.e., NTC representatives) and disseminated to membership each year.	Means of verification/ sources: Official national reports and documentation.	



**DWCP Priority 2: Social dialogue (ILO P&B Outcome 1)**

▶ Output 2.2.1: The capacities and internal effectiveness of social partner organizations are strengthened. <i>(continued)</i>				Output 2.2.1. assumption
		2.2.1 (c) (ii) [Number] meetings at which members can participate in agenda-setting and decision-making concerning the priorities and activities of the social partner organization at the national level.		
		2.2.1 (c) (iii) [Number] proposals, recommendations, or information requests received related to social partner organizations' advocacy / social dialogue.		
Indicator 2.2.1 (d) Enhanced sex-disaggregated data collection and compilation frameworks and processes.	Baseline: [TBD – limited use and awareness of systematic data collection methods and tools].	Target(s): 2.2.1 (d) [Number] trainings for social partner organizations on data collection / compilation / analysis methodologies and available tools.	Means of verification/ sources: Official national reports and documentation.	
▶ Output 2.2.2: Social partners are better equipped to engage in productive social dialogue at the enterprise and sector level.				Output 2.2.2. assumption
Indicator 2.2.2 (a) Number of trade disputes resolved through conciliation and mediation processes and that do not progress to the Industrial Tribunal or other judicial bodies [also, indicator 2.1.3 (a)].	Baseline: [Number of trade disputes resolved through conciliation / mediation in 2020] [also, indicator 2.1.3 (a)].	Target(s): 2.2.2 (a) [Number/percentage] trade disputes resolved through conciliation and mediation processes [also, indicator 2.1.3 (a)].	Means of verification/ sources: Official national reports and documentation.	The medium term performance (3 - 5 years) of social partner organizations contributes to national goals.
Indicator 2.2.2 (b) Number of new collective bargaining agreements concluded or existing agreements updated or renewed at the enterprise level.	Baseline: [Number of collective bargaining agreements at the enterprise level concluded or updated in [base year]].	Target(s): 2.2.2 (b) [Number] collective bargaining agreements at the enterprise level concluded, renewed, or updated in [year 1, 2 etc.].	Means of verification/ sources:	

<b>DWCP Priority 2: Social dialogue (ILO P&amp;B Outcome 1)</b>				
▶ Output 2.2.2: Social partners are better equipped to engage in productive social dialogue at the enterprise and sector level <i>(continued)</i>				Output 2.2.2. assumption
2.2.2 (c) Number of new collective bargaining agreements concluded or existing agreements updated / renewed at the sector level.	Baseline: [Number of collective bargaining agreements at the sector level concluded or updated in [base year]].	Target(s): 2.2.2 (c) [Number] collective bargaining agreements at the sector level concluded, renewed, or updated in [year 1, 2 etc.].	Means of verification/ sources: Official national reports and documentation.	
2.2.2 (d) Number of workers covered by a collective bargaining agreement.	Baseline: [Number of workers covered by a collective agreement in [base year]].	Target(s): 2.2.2 (d) [Number] workers covered by a collective agreement in [year 1, 2 etc.] by sex.	Means of verification/ sources: Official national reports and documentation.	
2.2.2 (e) Number of industrial actions per year.	Baseline: [Number of industrial actions in [base year]].	Target(s): 2.2.2 (e) [Number] industrial actions in [year 1, 2 etc.].	Means of verification/ sources: Official national reports and documentation.	
▶ Output 2.2.3: The knowledge base of social partner organizations is expanded on key policy issues to support evidence-based contributions to national policymaking debates.				Output 2.2.3. assumption
Indicator 2.2.3 (a) The number of public briefs, reports, position papers and similar outputs produced by social partner organizations.	Baseline: [Number of briefs, reports, position papers and similar outputs produced by social partner organizations in base year].	Target(s): 2.2.3 (a) [Number] public briefs, reports, position papers and similar outputs produced by social partner organizations that include new primary data or research generated by the social partner.	Means of verification/ sources: Official national reports and documentation.	Social partners can commit resources to develop products, services and improve capacity in the medium term (3 – 5 years).

DWCP Priority 2: Social dialogue (ILO P&B Outcome 1)					
► Output 2.2.3: The knowledge base of social partner organizations is expanded on key policy issues to support evidence-based contributions to national policymaking debates. <i>(continued)</i>					Output 2.2.2. assumption
Indicator 2.2.3 (b) The number of recommendations developed by social partners on implementing national development objectives related to jobs, skills developments, OSH, economic diversification / development, social protection, decent work and MSME development, with focus on target groups, and adopted by the Government.	Baseline: [Number of recommendations produced by social partner organizations and adopted by the Government in base year].	Target(s): 2.2.3 (b) [Number] of recommendations developed by social partners related on implementing national development objectives related to jobs, skills developments, OSH, economic diversification / development, decent work and MSME development that are adopted by the Government.	Means of verification/ sources: Official national reports and documentation.		
Alignment with SDGs	<b>5</b> GENDER EQUALITY 	<b>8</b> DECENT WORK AND ECONOMIC GROWTH 	<b>10</b> REDUCED INEQUALITIES 	<b>16</b> PEACE AND JUSTICE STRONG INSTITUTIONS 	<b>17</b> PARTNERSHIPS FOR THE GOALS 
	5.5 Equal opportunities in political, economic, and public life	8.3 Development-oriented policies; 8.5 Employment and decent work; 8.8 Protect labour rights	10.2 Promote social, economic, political inclusion; 10.3 Appropriate legislation and policies to reduce inequality;	16.3 Rule of law and access to justice; 16.6 Effective institutions; 16.7 Responsive, inclusive, participatory decision-making.	17.14 Policy coherence; 17.17 Public-private and civil society partnerships; 17.18 Availability of high-quality, timely, reliable data;

DWCP Priority 2: Social dialogue (ILO P&B Outcome 1)							
			10.4 Policies to achieve equality (fiscal, wage, social protection).		17.19 Measuring progress on sustainable development.		
Alignment with national development priorities	<p>Vision 2040: The National Development Plan of The Bahamas: Goals 2 (Well Governed Public Institutions), 3 (Respect for Rule of Law), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 15 (Fair and Flexible Labour Regime).</p> <p>ERC Executive Summary Report: Health and Social Capital (civil society engagement), Education and Labour (education standards, skills coordination), Cross-cutting (inclusive economy, youth).</p>						






### 3. Priority 3

#### 3.1 Outcome 3.1

DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)				
<p>► Outcome 3.1 – The labour administration system is more effective in preventing and detecting non-compliances with labour and OSH laws. (ILO P&amp;B Outcomes 1, 2, 7).</p>	Partners: Department of Labour, social partners	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	
		US\$ TBC	US\$ TBC	
<p>► Output 3.1.1: Operational capacity of the labour inspection section is strengthened.</p>				Output 3.1.1. assumption
3.1.1 (a) Amendments to legislation and/or regulations to focus the labour inspectorate’s mandate on core prevention, detection, and remediation functions.	Baseline: Current legislation / regulations provide for a broad mandate for the labour inspection unit.	Target(s): 3.1.1 (a) Reduced scope of labour inspectors mandate through legislative and/or regulatory amendments (as needed).	Means of verification/ sources: Official national reports and documentation.	National development priorities and Government commitment remain consistent in the medium term (3 – 5 years).

**DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)**

▶ Output 3.1.1: Operational capacity of the labour inspection section is strengthened. <i>(continued)</i>				Output 3.1.1. assumption
3.1.1 (b) Adoption and implementation of a strategic compliance planning approach by the labour inspectorate.	Baseline: No formal strategic compliance plan.	Target(s): 3.1.1 (b) (i) [Number] trainings provided to Department of Labour on development and implementation of a strategic compliance approach to labour inspection.  3.1.1 (b) (ii) Strategic compliance plan developed and approved by Government and adequately resourced.	Means of verification/ sources: Official national reports and documentation.	
3.1.1 (c) Capacity of labour inspectors enhanced through delivery of training and tools (e.g., checklists, guidelines, SOPs).	Baseline: [Number of trainings on defined operational priorities carried out in base year].	Target(s): 3.1.1 (c) (i) [Number] trainings provided to labour inspectors on defined operational priorities.  3.1.1 (c) (ii) [Number] practical tools and resources developed by/ for labour inspection unit (e.g., checklists, guidelines, SOPs).	Means of verification/ sources:	
▶ Output 3.1.2: Monitoring, evaluation, and reporting in relation to the labour administration system is enhanced.				Output 3.1.2. assumption
3.1.2 (a) Development and implementation of a Strategic Plan for the Department of Labour on data collection and record-keeping.	Baseline: No existing strategic plan.	Target(s): 3.1.2 (a) Development and formal adoption of a Strategic Plan on data collection and record-keeping for the Department of Labour.	Means of verification/ sources: Official national reports and documentation.	Monitoring and evaluation capacity can be utilized and enhanced.
3.1.2 (b) Availability of an operational ICT-based case management and information system for the labour inspection system that is integrated to the central LMIAS (in line with the Strategic Plan, 3.1.2 (a)).	Baseline: No existing system.	Target(s): 3.1.2 (b) Case and data management IT system fully operational and data accessible to the central LMIAS (no. of inspections, violations, remediation actions, etc. disaggregated by sector, type of non-compliance, etc.).	Means of verification/ sources: Official national reports and documentation	






DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)					
▶ Output 3.1.2: Monitoring, evaluation, and reporting in relation to the labour administration system is enhanced. <i>(continued)</i>					Output 3.1.2. assumption
3.1.3 (c) Number of annual quality reports on the labour inspection system published by the Department of Labour (in line with C81 requirements).	Baseline: No annual report on labour inspection performance previously produced.	Target(s): 3.1.3 (c) Preparation and publishing of annual reports on labour inspection activities required under C81 for [year 1, 2, etc.].  <i>*Note: best efforts should be made to prepare and publish a first report in 2021 in advance of The Bahamas' next regular submission of a state party report under C81 (due in 2022).</i>	Means of verification/ sources: Official national reports and documentation		
Alignment with SDGs	<b>5</b> GENDER EQUALITY 	<b>8</b> DECENT WORK AND ECONOMIC GROWTH 	<b>10</b> REDUCED INEQUALITIES 	<b>16</b> PEACE AND JUSTICE STRONG INSTITUTIONS 	<b>17</b> PARTNERSHIPS FOR THE GOALS 
	5.1 Non-discrimination	8.5 Employment and decent work; 8.7 Child labour; 8.8 Protect labour rights and ensure safe and secure working environments.	10.4 Policies to achieve equality (fiscal, wage, social protection).	16.3 Rule of law and access to justice; 16.6 Effective institutions; 16.10 Fundamental freedoms.	17.18 Availability of high-quality, timely, reliable data
Alignment with national development priorities	Vision 2040: The National Development Plan of The Bahamas: Goals 1 (Modern, Open and Accountable Service-Oriented Government), 2 (Well Governed Public Institutions), 7 (Poverty and Discrimination), 15 (Fair and Flexible Labour Service). ERC Executive Summary Report: Cross-cutting (jobs, health, inclusive economy).				

## 3.2 Outcome 3.2

DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)				
<p>► Outcome 3.2 - The social protection system and its institutions are enhanced to progressively provide coverage for all and ensure sustainability and ability to respond to shocks. (ILO P&amp;B Outcome 2, 8).</p>	<p>Partners: National Insurance Board, Ministry of Social Services and Urban Development, (Ministry of Finance), (Department of Statistics), social partners.</p>	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	<p>Periodical actuarial valuations will be carried out and recommendations of the valuations will be adopted for the better design and financial sustainability of the schemes.</p>
		US\$ TBC	US\$ TBC	
<p>► Output 3.2.1: The coverage, coherence, sustainability, and shock-responsive capability of the social protection system are enhanced.</p>				Output 3.2.1 assumption
<p>Indicator 3.2.1 (a) Actuarial review for 2020/2021 is completed and results disseminated to policymakers.</p>	<p>Baseline: No actuarial review for 2020/2021.</p>	<p>Target(s): 3.2.1 (a) Actuarial review published and at least [number] dissemination event with key policymakers on findings and implications.</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	<p>Findings and recommendations are adopted and disseminated by the relevant authority.</p>
<p>Indicator 3.2.1 (b) A diagnostic study on the social protection system (complementary to the actuarial review) is completed and recommendations adopted by policymakers [also, as Indicator 1.3.2 (d)].</p>	<p>Baseline: No recent diagnostic study.</p>	<p>Target(s): 3.2.1 (b) (i) Diagnostic study on the social protection system (mapping on components, gaps, financial sustainability, etc.) is completed and recommendations presented to Government.  3.2.1 (b) (ii) [Number] recommendations implemented by Government focusing on the target groups / [Number] of initiatives implemented based on recommendations.</p>	<p>Means of verification/ sources: Official national reports and documentation.</p>	

DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)				
▶ Output 3.2.1: The coverage, coherence, sustainability, and shock-responsive capability of the social protection system are enhanced. <i>(continued)</i>				Output 3.2.1 assumption
Indicator 3.2.1 (c) Increase in number of people covered by social protection system by sex.	Baseline: [TBD] [proportion of population covered by social protection floors/systems; i.e., SDG indicator 1.3.1 and/or sub-indicators]; AND/OR [proportion of population in target groups covered by social protection floors/systems; i.e., SDG indicator 1.3.1 and/or sub-indicators].	Target(s): [TBD] 3.2.1 (c) [percentage] of population covered by social protection floors/systems (SDG indicator 1.3.1 and/or sub-indicators); AND/OR 3.2.1 (c) [percentage] of population in target groups covered by social protection floors/systems (SDG indicator 1.3.1 and/or sub-indicators).	Means of verification/ sources: Official national reports and documentation	
Indicator 3.2.1 (d) Formal procedures / protocols and appropriate IT systems are in place to ensure social protection data are integrated into and accessible to the LMIAS.	Baseline: Limited data on social protection system generated and/or disseminated to/via LMIAS.	Target(s): 3.2.1 (d) (i) Formal procedures and protocols established for the sharing of information between social protection institutions and the LMIAS.  3.2.1 (d) (ii) [Number] outputs from LMIAS that contain data generated and/or provided by social protection institutions.	Means of verification/ sources: Official national reports and documentation	
▶ Output 3.2.2: Ratification of ILO C102.				Output 3.2.2. assumptions
Indicator 3.2.2 ILO C102 is ratified.	Baseline: C102 not ratified.	Target(s): 3.2.2 C102 is ratified.	Means of verification/ sources: Official national reports and documentation.	National development priorities and Government commitment to the DWCP remain consistent in the medium term (3 – 5 years).








DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)						
Alignment with SDGs	 <p>1 NO POVERTY</p>	 <p>5 GENDER EQUALITY</p>	 <p>8 DECENT WORK AND ECONOMIC GROWTH</p>	 <p>10 REDUCED INEQUALITIES</p>	 <p>17 PARTNERSHIPS FOR THE GOALS</p>	
	1.3 Implement nationally appropriate social protection systems.	5.4 Social protection policies recognising unpaid work.	8.3 Policies that support decent jobs.	10.1 Income growth of the bottom 40% of the population; 10.2 Promote social and economic inclusion; 10.4 Social protection policies to achieve greater equality.	17.14 Policy coherence; 17.18 Availability of high-quality, timely, reliable data; 17.19 Measuring progress on sustainable development.	
Alignment with national development priorities	<p>Vision 2040: The National Development Plan of The Bahamas: Goals 1 (Modern, Open and Accountable Service-Oriented Government), 2 (Well Governed Public Institutions), 7 (Poverty and Discrimination).</p> <p>ERC Executive Summary Report: Financial Services (pensions reform), Cross-cutting (household financial resilience, jobs, inclusive economy).</p>					

### 3.3 Outcome 3.3

DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)				
<p>► Outcome 3.3 – The national legal and policy framework is strengthened to ensure the full application and promotion of international labour standards. (ILO P&amp;B Outcome 2).</p>	<p>Partners: Ministries of Labour, Sports Culture and Youth, Education, Department of Gender and Family Affairs, SDG Unit, BMA, NIB, social partners.</p>	Integrated resource framework		Outcome assumption
		Estimated to be available	To be mobilized	<p>Anticipated reform processes (legislative, institutional) do not fundamentally alter the feasibility or focus.</p>
		US\$ TBC	US\$ TBC	
<p>► Output 3.3.1: A roadmap for key legislative and policy reform to strengthen the application of international labour standards is developed and implemented, including specific initiatives related to freedom of association, child labour, discrimination, and the maritime sector.</p>				Output 3.3.1 assumption
<p>3.3.1 (a) Development of a roadmap for legislative and policy reform and its adoption by Government.</p>	<p>Baseline: No roadmap.</p>	<p>Target(s): 3.3.1 (a) Roadmap developed and formally adopted by Government.</p> <p><i>*Note: option to include sub-indicators on inclusion in roadmap of items on specific key issues, including: freedom of association; child labour; discrimination; foreign workers; maritime labour.</i></p>	<p>Means of verification/ sources: Official national reports and documentation</p>	<p>Consensus among stakeholders on priority legislative and policy issues.</p>
<p>3.3.1 (b) Number of legislative and/or policy proposals addressing specific roadmap items implemented by Government [sub-indicators TBD based on final agreed roadmap items].</p>	<p>Baseline: No roadmap.</p>	<p>Target(s): 3.3.1 (b) [Number] legislative and policy proposals to address specific roadmap items implemented by Government.</p> <p><i>*Note: sub-indicators to be added on inclusion in roadmap of items on specific key issues, including: freedom of association; child labour; discrimination; foreign workers; maritime labour.</i></p>	<p>Means of verification/ sources: Official national reports and documentation</p>	

DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)				
▶ Output 3.3.2: ILO C190 is ratified.				Output 3.3.2. assumptions
Indicator 3.3.2 ILO C190 is ratified.	Baseline: C190 not ratified.	Target(s): 3.3.2 C190 ratified.	Means of verification/ sources: Official national reports and documentation.	National development priorities and Government commitment to the DWCP remain consistent in the medium term (3 – 5 years).
▶ Output 3.3.3: The national OSH system is reinforced.				Output 3.3.3. assumption
3.3.3 (a) Adoption of a National OSH Policy.	Baseline: No national OSH policy.	Target(s): 3.3.3 (a) (i) National OSH Policy is developed and formally adopted by Government. 3.3.3 (a) (ii) [Number] meetings / high-level workshops with key institutional policymakers and social partners to raise awareness of / train constituents to implement the National OSH Policy.	Means of verification/ sources: Official national reports and documentation.	National development priorities and Government commitment to the DWCP remain consistent in the medium term (3 – 5 years).
3.3.3 (b) Completion of a National OSH Profile.	Baseline: No national OSH profile.	Target(s): 3.3.3 (b) (i) National OSH Profile is developed and published. 3.3.3 (b) (ii) [Number] meetings / high-level workshops with key institutional policymakers and social partners on findings of OSH Profile (with focus on OSH Program development).	Means of verification/ sources: Official national reports and documentation	
3.3.3 (c) Adoption and implementation of a National OSH Program.	Baseline: No national OSH program.	Target(s): 3.3.3 (c) (i) Development and formal approval by Government of National OSH Program. 3.3.3 (c) (ii) [Number] of initiatives set out in National OSH Program implemented by [year].	Means of verification/ sources: Official national reports and documentation	

DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)				
▶ Output 3.3.3: The national OSH system is reinforced. <i>(continued)</i>				Output 3.3.3. assumption
3.3.3 (d) Number of joint workplace OSH committees established and capacitated.	Baseline: No workplace OSH committees.	Target(s): 3.3.3 (d) (i) Requisite regulations for the establishment and operation of bipartite workplace OSH committees are enacted.  3.3.3 (d) (ii) Selected members of workers' and employers' organizations complete one training program ('train the trainer' approach) on core OSH standards and practices and training methods, to enable trained social partner representatives to capacitate OSH committee representatives at the workplace level.  3.3.3 (d) (iii) [Number] workplace OSH committees that are fully operational with members trained by [year 1, 2, etc.].	Means of verification/ sources:	
▶ Output 3.3.4: ILO Conventions on OSH are ratified.				Output 3.3.4. assumptions
Indicator 3.3.4 Number of OSH Conventions ratified.	Baseline: No OSH Conventions ratified.	Target(s): 3.3.4 [Number] OSH Conventions ratified (including C187, C155, C161).	Means of verification/ sources: Official national reports and documentation.	National development priorities and Government commitment to the DWCP remain consistent in the medium term (3 – 5 years).

DWCP Priority 3: Governance (ILO P&B Outcomes 1, 2, 7, 8)						
Alignment with SDGs	5 GENDER EQUALITY 	8 DECENT WORK AND ECONOMIC GROWTH 	10 REDUCED INEQUALITIES 	16 PEACE AND JUSTICE STRONG INSTITUTIONS 	17 PARTNERSHIPS FOR THE GOALS 	
	<p>5.2 Eliminate violence against women;</p> <p>5.5 Equal opportunities in political, economic, and public life.</p>	<p>8.3 Development-oriented policies;</p> <p>8.5 Employment and decent work;</p> <p>8.7 Child labour;</p> <p>8.8 Protect labour rights.</p>	<p>10.2 Promote social, economic, political inclusion;</p> <p>10.3 Appropriate legislation and policies to reduce inequality;</p> <p>10.4 Policies to achieve equality (fiscal, wage, social protection).</p>	<p>16.3 Rule of law and access to justice;</p> <p>16.6 Effective institutions.</p>	<p>17.14 Policy coherence</p>	
Alignment with national development priorities	<p>Vision 2040: The National Development Plan of The Bahamas: Goals 2 (Well Governed Public Institutions), 3 (Respect for Rule of Law), 7 (Poverty and Discrimination), 13 (Competitive Business Environment), 15 (Fair and Flexible Labour Regime).</p> <p>ERC Executive Summary Report: Structural (maritime sector), Financial Services (pensions reform), Cross-cutting (jobs, health, youth, inclusive economy).</p>					



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