Building State Capacity in the Caribbean

The State of the Civil Service in Suriname

Prepared for the Innovation in Citizen Services Division by:

Joan H. Underwood

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IDB
Inter-American
Development Bank

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IDB

Abstract*

The potential of public policies and the services provided by any State are closely linked to the quality of its civil service. The ways in which the civil service is managed—in other words, the human resource planning policies, recruitment and selection, professional development, and the incentives for professionalization, among other factors—are critical conditioning factors when it comes to attracting, retaining, and motivating suitable staff to carry out these tasks. This report presents the main findings of Suriname's civil service diagnostic carried out in early 2018. It evaluates the efficacy of the human resource management (HRM) systems in the civil service. The analysis takes as reference the methodology used by the Inter-American Development Bank (IDB) in Latin American countries (Longo and Iacoviello, 2010) and the Charter for Caribbean Public Services led by the Caribbean Centre for Development Administration (CARICAD). This is the first evaluation for the country, and it contributed as an input to the series "Building State Capacity in the Caribbean: A Baseline Report of the Civil Service."

Contents

Acronyms

CEBUMA	Central Mechanical Processing Centre	IDB	Inter-American Development Bank
		ILO	International Labour Organisation
FISO	A wage reform system introduced in 2009	IMF	International Monetary Fund
		MoHA	Ministry of Home Affairs
HR	Human Resources	RR	Recurrent revenue
HRIS	Human Resource Information Systems	TVET	Technical and vocational education and training
HRM	Human Resource Management	WBG	World Bank Group

Acknowledgements

Executive Summary

Of the many factors that contribute to building State capacity, human resources are among the most important. The potential of public policies and the services provided by any State are closely linked to the quality of its civil service. It is civil servants whom we trust every day to carry out the tasks of public service in our countries.

The ways in which the civil service is managed—in other words, the human resource planning policies, recruitment and selection, professional development, and incentives for professionalization, among other factors—are critical determinants in attracting, retaining, and motivating suitable staff to carry out these tasks. Effective management of the State's human resources is also important because of the amount of resources that taxpayers invest to finance this workforce.

In 2004, the Inter-American Development Bank (IDB) helped design and implement a methodology for measuring how the central government civil service operates in Latin American countries with respect to the reference points identified by the Ibero-American Charter. These assessments, implemented at different times in the last 14 years, helped generate a reform agenda and contributed to important progress in several countries (Cortazar, Lafuente, and Sangines, 2014).

In 2017 the IDB, persuaded of the importance of this subject, started an initiative to replicate this work in the Caribbean. The process began with the adaptation of the original methodology and analytical framework to secure alignment with Caribbean realities and priorities.[1] In this regard, the Charter for Caribbean Public Services served as an essential reference point.

This report analyzes the management of the civil service in Suriname. It begins with an examination of the status of the civil service along the parameters detailed in the adapted methodology. The analysis culminates in a report card on the level of efficacy of the HRM systems in the civil service of Suriname. For this assessment, the definition of the Public Service[2] is restricted to central government and specifically those officers appointed by the Public Service Commission (PSC) and excludes those workers whose

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[1] Please see full details of the methodology in Lafuente and Molina (2018).

[2] The term civil service is also used in the report and has the same meaning. In the Caribbean context, it traditionally refers to the group of individuals hired by the Public Service Commission and tends to exclude those government workers hired on contract or by the political directorate.

services are retained via short-term contracts or those who are appointed by any of the other Service Commissions. The term civil service is also utilized in the report and has the same meaning. In the Caribbean context, it traditionally refers to the group of individuals hired by the Public Service Commission and tends to exclude those government workers hired on contract or by the political directorate.

Good management of the civil service entails having in place solid workforce planning routines; reliable data on staff and pay; adequate organizational structures with updated and relevant job profiles; a merit-based system for recruitment, selection, and promotion with a reasonable level of flexibility; competitive and fair pay; a solid performance framework; career development opportunities for staff; and good relations with staff associations, among others. In addition, having a high-performing organization in charge of the system is critical to make all this happen.

This report assesses 38 critical points to calculate aggregate scores for the 8 HRM subsystems[3] and 7 quality indices[4] that are aligned with the practices described in the paragraph above. The maximum score for each HRM subsystem and quality index is 100. Higher scores are indicative of greater maturity, as evidenced by the degree of instrumentality (i.e., the availability of technical rules and instruments that enable the management practice established in the critical point to be developed), coverage (i.e., the extent to which the practice exists in the various public organizations in the country), and implementation (i.e., the degree of effective implementation and ultimately institutionalization of the practice). The following table summarizes the main results for Suriname.

The aggregated Civil Service Development Index enables both civil service development and degree of implementation of the CPS Charter to be measured. Countries can be classified into three levels of civil service development: (i) low, scores between 0 and 39 points; (ii) medium, with scores between 40 and 59; and (iii) high or professional systems levels, with scores above

TABLE 1
Quality Indices and HR subsystems

QUALITY INDICES	2017
Civil Service Development (aggregated index)	**13**
Efficiency	8
Merit	13
Structural Consistency	18
Functional Capacity	16
Integrative Capacity	30
Management Capabilities	7
Diversity Management	0
HR Subsystems	
Human Resources Planning	9
Work Organization	47
Employment Management	13
Performance Management	7
Compensation Management	15
Development Management	4
Human and Social Relations Management	30
Organization of HRM Function	20

Source: Author's elaboration.

60. A score of 13 out of 100 shows that Suriname has significant room for improvement.

The best-performing quality index was Integrative Capacity, which evaluates the efficacy with which the civil service system harmonizes the expectations and interests of the different actors (management, employees, and other interest groups), reinforcing a sense of belonging and reducing conflict. The score on this index was 30. This reflects the government's good progress in generating a sense of belonging among employees.

At the other end of the spectrum, the quality index with the lowest score was Diversity

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[3] The subsystems in question are HR Planning, Work Organization, Employment Management, Performance Management, Compensation Management, Development Management, Human and Social Relations Management and the Organization of the HRM Function.

[4] The seven quality indices are Efficiency, Merit, Structural Consistency, Functional Consistency, Integrative Capacity, Management Capabilities, and Diversity Management.

Management, which provides information on the extent to which workers' access to employment and/or advancement opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, or disability. The score on this index was 0. While Suriname has the most diverse workforce of the six countries that participated in the diagnostic, it has the least rigorous legal and regulatory framework to protect government employees against discrimination based on variables such as race, ethnicity, gender, place of origin, religion, and political affiliation.

Of the eight HRM subsystems, Suriname recorded the highest score for Work Organization, which defines and specifies the content of the tasks and the characteristics of the people required to carry them out. The aggregate score of 47 reflects the government's efforts to specify the contents and characteristics of jobs.

Development Management, which focuses on individual and collective growth, was identified as the least mature HRM Subsystem, with an aggregate score of 4. This shows that the government should focus its efforts on promotion policies, career paths, training, and development.

The report concludes with a series of recommendations designed to help strengthen the less mature HRM subsystems and quality indices, specifically, improving the tools and routines for workforce planning and management of the size and cost of the central administration's wage bill, regulatory reforms related to diversity management, and enhancing the existing performance framework, among others. It is important to acknowledge the various initiatives under way, which will undoubtedly have a positive impact on Suriname's current scores. These initiatives include the Roadmap to an Excellent Public Sector, the full implementation of the HRM Directorate within the Ministry of Home Affairs, and the amendment of the Personnel Act. The recommendations included in this report are intended to complement and supplement these initiatives.

Context

Background

The Republic of Suriname is located on the northern coast of South America. With an area of 163,800 sq km, Suriname is one of the smallest countries in South America. However, its population of 560,000 is among the most ethnically diverse, consisting primarily of South Asians, Maroons, Creoles, Javanese, and Amerindians.[5] Given its size and population, Suriname is ranked as one of the most sparsely populated countries in the world.[6] Combined with the unequal distribution of the population, this presents some challenges for economic activities.

Formerly a colony of the Netherlands, Suriname gained its independence in 1975. From 1980 to 1987, the military ruled Suriname. A civilian constitution came into effect in 1987. There was a short-lived military coup in 1990. However, civilian administration resumed in 1991 when a four-party coalition was elected to office. The current President is Desire Bouterse, whose coalition has been in office since 2010. The last general elections were held in 2015.

Suriname's economy is based primarily on mining. Recent declines in commodity prices have had a severe adverse impact. Other sources of income include agriculture and remittances. According to data published by the World Bank, Suriname's 2016 gross domestic product (GDP) was US$3.62 billion, and its gross national income (GNI) per capita stood at US$7,070. This is associated with the designation of an upper-middle-income country.

Both Suriname's 2018 Annual Plan and its 2017–2021 Development Plan reflect the government's intention to transform the public service. The latter document also includes a candid assessment of the failure to date to effect meaningful change. To rectify these deficiencies, the current development plan contains an unprecedented emphasis on planning, implementation, and monitoring and evaluation.[7]

At a macro level, the government has identified two transformation imperatives: (i) the

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[5] South Asians are primarily descendants of contract workers from India; Maroons are African descendants; Afro-Surinamese are referred to as Creoles; Javanese are originally from the island of Java in Indonesia.

[6] Suriname is the 6th most sparsely populated country in the world (World Development Indicators 2015).

[7] Phase 1 of this process is slated for 2017 and includes operationalizing the Planning Act, strengthening the Planning Bureau, and establishing planning units within line ministries. Phase 2 is slated for 2018 and includes the mandatory submission of monitoring and evaluation reports.

reform of the political-administrative machinery to achieve greater efficiency and effectiveness, and (ii) the diversification of the economy as a means to transfer labor from the public to the private sectors.

The foregoing priorities resulted in an acknowledgement of the need to strengthen the planning function at both the national and the ministerial levels. In an even more targeted pronouncement, the 2018 Annual Plan identifies strengthening the HRM policy as one of the primary areas of focus for the Ministry of Home Affairs. Among the initiatives in this regard is the introduction of the Directorate of HRM to replace the Sub-Directorate for Personnel Policy.

Yet another HRM-related item on the government's priority agenda is wage bill restraint as outlined in the country's Standby Arrangement with the International Monetary Fund (IMF).[8] While a hiring freeze has officially been in place for several years, the size of the civil service has continued to increase. This has occurred through the use of contract employees as well as permanent employees.

This report is the result of a diagnostic conducted on the Central Public Service in Suriname. The process began with a desk review and culminated with a country mission conducted in October 2017. For the purpose of this exercise, the definition of the Public Service is restricted to central government.[9] However, teachers have been excluded to approximate the target population in the other Caribbean countries that are participating in the IDB-funded Caribbean Civil Service Diagnostic.

Institutional Context

Unlike the countries in Commonwealth Caribbean, Suriname does not have a Public Service Commission. Rather, the authority to hire employees is vested in the Council of Ministers (a political directorate), and for lower hierarchical levels, the authority is delegated to individual ministers. The key institutions with authority to administer HRM functions are: (i) the Council for

Personnel Affairs at the Cabinet of the President; (ii) the Ministry of Home Affairs, the Bureau for Performance Excellence at the Office of the Vice President; and (iii) the Personnel Affairs Units in line ministries.

Council for Personnel Affairs, Cabinet of the President

This Council consists of five members, including representatives from the Cabinet of the Vice President and Ministry of Home Affairs (MoHA). The Council has delegated authority from the President in personnel affairs, which is vested primarily in the State Advisor. One of its most important roles is supporting the State Advisor to the President in the approval of hiring or promotions to positions in the highest levels of the civil service (grades 9 to 11).

Ministry of Home Affairs

The MoHA has overall responsibility for HRM policy formulation. That function is carried out under the direction of the President and Vice President. The Sub-Directorate for Personnel Policy within the ministry is tasked with managing the civil service. As the name of the unit suggests, the execution of this function has been restricted to administrative tasks and lacks strategic orientation.

The specific functions of the Sub-Directorate for Personnel Policy include:

- The creation a central management structure for human resources policy
- Ensuring that ministries have the appropriate human resources to execute their mandates
- Organizing all departments of the government that are primarily concerned with human resources

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[8] In May 2016, the IMF approved a 24-month standby arrangement valued at US$478 million. It was designed to support the government's economic reform program (IMF, 2016a).

[9] The term civil service is also utilized in the report and has the same meaning.

FIGURE 1
Roadmap toward an Excellent Public Sector

Awareness, desire, knowledge, ability, and reinforcement	Redefine business model for public sector based on Baldrige Performance Excellence Framework	Description primary- and supporting processes in all departments	Baseline cq. sectoral studies labor and job market in primary, secondary, tertiary and quaternary sector
Operate mobility center	Pilot new performance excellence business model in 3 departments	Develop strategic business plan for shared Services Center (SSC)	Pilot SSC in 3 ministries
Full fledge deployment of new performance excellence in business model in all 16 departments	Full fledge deployment of SSC in all 16 departments	1. Internal service providor government 2. Strengthening core economy 3. Community development 4. Employment agency private sector 5. Strategic partnership private sector	• Excellent government • Direct support economy • Sustainable employment • Social return on investment

Source: Government of Suriname.

- Managing the storage of employee data
- Ensuring the effective and uniformed application of the Personnel Act
- Supervising and drafting guidelines for a strict application of disciplinary measures
- Enforcing the principles of good governance, effectiveness, and efficiency

In the wake of the 2015 general elections, pending changes affecting MoHA include the establishment of an HRM Commission and the replacement of the Sub-Directorate for Personnel Policy with a HRM Directorate. The latter was approved by the Council of Ministers in 2016.

Bureau for Performance Excellence, Cabinet of the Vice President

The work being done by MoHA is complemented by the Bureau for Performance Excellence, established in the Cabinet of the Vice President. The Bureau has created a Roadmap to an Excellent Public Sector. The Roadmap is still in draft form and has not yet been approved by the Council of Ministers. However, pilot projects have been launched in three ministries.[10] (Please see overleaf for an outline of the Roadmap.)

The primary objective of the Roadmap is to consistently, systematically, and gradually transform the public service into a high-performing, flexible, and effective vehicle for development. This will be done by means of implementation of a holistic Performance Excellence Model and a standardized Performance Excellence norm, known as the Baldrige Performance Excellence Model.[11]

Ultimately, through this initiative the government aims to establish a Shared Services Center, which will relieve the ministries of the secondary (supporting) activities, thereby enabling them to better focus on their core business.

Personnel Affairs Units

The recruitment of public officers in levels 1–6 is decentralized, thereby giving line ministries a certain level of autonomy. Each ministry has a

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[10] The ministries are Ministry of Trade and Industry, Ministry of Natural Resources and Ministry of Home Affairs.

[11] The Baldrige Performance Excellence Model uses a systems perspective to enable organizations to better achieve their goals, improve results, and become more competitive. The framework includes core values and concepts, criteria for performance excellence, and a scoring system.

Deputy Director of Administrative Services. In addition to the responsibilities associated with the recruitment and selection of employees, the Deputy Director is responsible for the design and implementation of policy on administrative services, the coordination of administrative services, advising the permanent secretary on policy matters related to administrative efficiency, guiding, instructing and assessing the Heads of Units under his/her responsibility, and identifying the training needs of his/her direct reports.

Legal Framework

Article 119 of the Constitution of Suriname designates the Council of Ministers as the highest executive and administrative arm of government. Pursuant to this mandate, the administrative functions carried out by the Council include decisions related to the hiring and promotion of civil servants.[12] This is a significant difference compared to most of the English-speaking Caribbean where the Constitution vests that authority in the Public Service Commission.

After the Constitution, the next component of the legal framework governing the operation of the public service is the 1985 Personnel Act. That piece of legislation was under review at the time of the field visit in October 2017 and is likely to be subjected to significant amendments to bring it in line with the government's stated intention to transition from personnel management to human resource management.

Typically, national legislation is supplemented by regional and international treaties and conventions to which the country is a signatory. However, with the exception of International Labour Organisation (ILO) Convention No. 151, international conventions are not generally applied or enforced in relation to public sector employment.

As a result of this legislative void, moral suasion and good governance arguments are the primary mechanisms utilized by worker advocates in addressing complaints brought before the Minister of Labor. Based on the nature of complaints received from public service workers, the Ministry of Labor has identified the following issues to be addressed in the amended Act:

- Transparency in recruitment
- Provisions for dismissal/termination of employment
- Discipline
- Conflict of interest
- Promotion criteria and transparency related to same
- Sexual harassment
- Occupational safety and health

The relevant legal instruments are detailed in Table 2.

TABLE 2
Relevant Legislation and Regulations

LAW/REGULATION/DIRECTIVE	SCOPE
Constitution of Suriname	• Designates the Council of Ministers as the highest executive and administrative arm of government • Identifies the Council of Ministers' administrative responsibilities, which include the hiring and promotion of civil servants • Provides for equality between men and women
Personnel Act (1985) (NB: a major overhaul of this legislation was underway during the country mission)	• Identifies minimum eligibility requirements for government employment • Asserts that promotions should be based on capability, skills, reliability, and experience • Stipulates the rights and obligations of government officials, disciplinary measures including internal complaint procedures, and grounds for termination • Provides for dismissal based on individual unsuitability or reorganization of the service

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[12] Transfers of public servants are based on the approval of the ministers of the receiving and sending ministry and do not require the approval of the Council of Ministers.

Analysis of HRM Subsystems

This diagnostic used 38 critical points organized under 8 HRM subsystems. This section presents a definition, the associated critical points, and a narrative on the status of each subsystem. The findings are based on secondary research as well as a series of one-on-one interviews, focus groups, and other consultations with internal and external stakeholders.

Human Resource Planning

This HRM subsystem addresses the degree to which the organization has the necessary human capital—both quantitative and qualitative—in place to effectively implement its strategy. This extends to the existence of appropriate HRM policies and procedures as well as the availability of information systems to enable management to gather, store, retrieve, analyze, and interpret staff-related information and use it to inform effective decision making.

Strategic Alignment

- **Critical point 1:** Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.

The four pillars of Suriname's 2017–2021 National Development Plan are:

1. Strengthening development capacity
2. Economic growth and diversification
3. Social progress
4. Utilization and protection of the environment

The explanatory notes associated with the first pillar are particularly relevant to this diagnostic. Specific mention is made of strengthening public administration institutions to achieve greater efficiency, political balance, and transparency. There is also specific reference to augmenting the institutional framework for planning.

The Bureau for Performance Excellence recently completed Malcolm Baldrige[13] Level 1 scans in three pilot ministries. The HR Planning subsystem is highly correlated with the Baldrige Category—Human Resource Focus. The report from the Malcolm Baldrige scan referenced, *inter alia,* the lack of a systemic approach to HRM and

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[13] The Malcolm Baldrige Program is a performance excellence framework which rates organizations in a number of categories, including Human Resources Focus.

a lack of alignment. This is consistent with the findings of this diagnostic.

Suriname's multi-year plan and the current annual plan detail the national and ministerial priorities. However, there is no readily discernible link between those priorities and the quantitative and qualitative staffing levels in the various ministries. It is generally acknowledged that the public service is overstaffed. The phenomenon occurs primarily at the lower levels due to a combination of the government's social policies and a lack of employment opportunities in the private sector.

All ministries are required to prepare annual plans. However, according to the Suriname Planning Foundation, these plans are not always implemented. Factors contributing to this implementation deficit include inadequate human, material, and technological resources. Additionally, senior managers indicated that they do not have enough time to devote to strategic planning or management.

Information-based Decision Making

- **Critical point 2:** *The HR information systems (HRIS) enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.*

There is no centralized HRIS that can be readily used to inform decision making. In 2012 there was an attempt to register all civil servants. At that time, 70 percent of the records were found to be reliable. The remaining records were either missing or noncompliant in terms of the forms and formats. Some agencies have built or sourced their own electronic information systems. However, in such cases, no provisions have been made to facilitate integration throughout the sector.

MoHA is responsible for maintaining records on hires, transfers and promotions and has embarked on a record digitization process. However, it is in the very early stages of implementation and progressing slowly.

The payroll is automated and administered by the Central Mechanical Processing Centre (CEBUMA).

Effectiveness of Planning

- **Critical point 3:** *In general, there are neither significant staff shortages nor overages.*
- **Critical point 4:** *The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.*
- **Critical point 5:** *The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.*

Based on information provided by the Ministry of Finance, as at June 2017, the staff complement was 40,403. This represented approximately a 1.6 percent decrease based on the headcount in June 2016.

There was broad-based consensus among both internal and external stakeholders that the civil service is overstaffed yet under-resourced in that essential skills and competencies are lacking. This issue is contextualized in Suriname's 2017–2021 development plan by referencing the economy's limited capacity to generate new jobs due to the extreme dependence on the capital-intensive mining sector.

The current five-year development plan describes the public service as having "a serious shortage of highly qualified and experienced executives but a large surplus of unskilled or low-skilled personnel." It goes on to assert, "A significant portion of the people in the pay scales for highly qualified executives do not have qualifications."

According to the IMF (2016b), public employment in Suriname as a share of the working-age population was among the highest in the world.

Given the important weight of public employment within the Surinamese economy, the wage bill in 2016 represented 7.8 percent of GDP; projections for 2018 are that it will

FIGURE 2
Civil Service Headcount
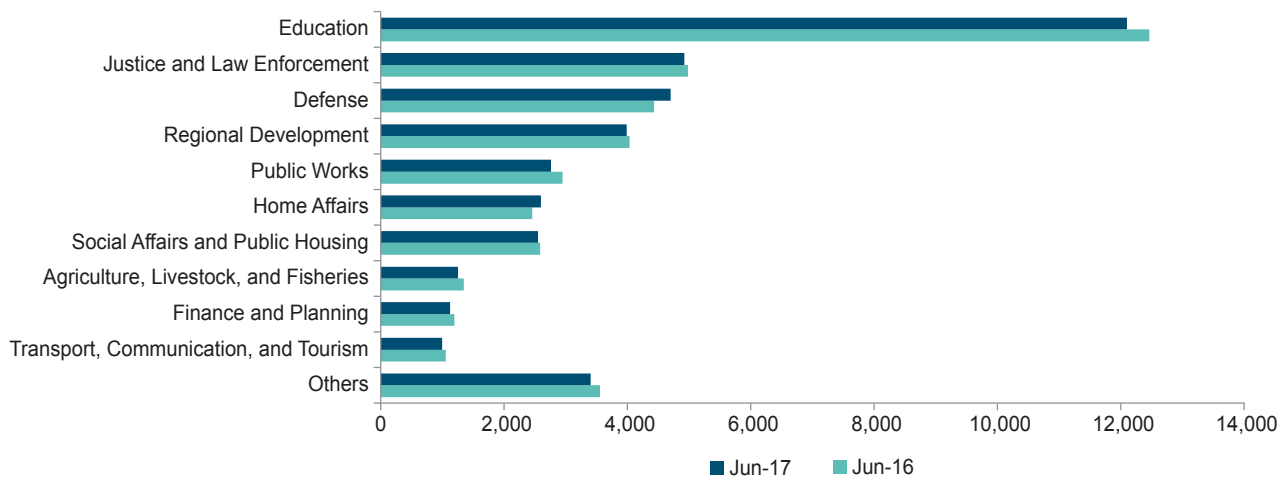
Source: Ministry of Finance (2018).

increase to 8.7 percent of GPD. Wages and sal-aries consume about one third of total public expenditures but half of total revenues (Table 3). According to the Ministry of Finance and Institute of Statistics in 2017, the wage bill will increase to 50 percent of revenues and 38 per-cent of expenditure. The IMF Article IV 2016 press release mentions the need to refrain from large wage increases and to launch a broad-based reform of the civil service.

Compared with other countries of the Carib-bean, Suriname has the highest ratio of wages and salaries to GDP, revenues, and expenditure (Figure 3).

No national or sectoral labor market data were available regarding the prevalence of tertiary education. However, it is notewor-thy that a bachelor's degree is a minimum requirement for jobs in levels 8 to 11 (see next subsystem on work organization for a more detailed analysis of job classification). Despite this fact, employees who do not satisfy that requirement are regularly appointed to fill such positions.

There is also a dearth of workers who have completed certified technical-vocational educa-tion and training (TVET) programs. The current five-year development plan addresses this defi-ciency with a policy goal to produce "certified individuals with the technical and social skills that allow them to function better nationally, region-ally and internationally."

Strategic Human Resource Management
- **Critical point 6:** *The staffing policies, deci-sions, and practices in each area of HRM arise*

TABLE 3
Overall Cost of the Public Service in Suriname

| VARIABLE	2016	2017	2018
Wages and salaries as % of GDP	7.8	10.5	8.7
Wages and salaries as % of revenues	47.5	50.2	47.2
Wages and salaries as % of expenditure	32.2	37.9	36.4

Source: Ministry of Finance (2018).

FIGURE 3
Overall Cost of the Public Service in the Region, 2017
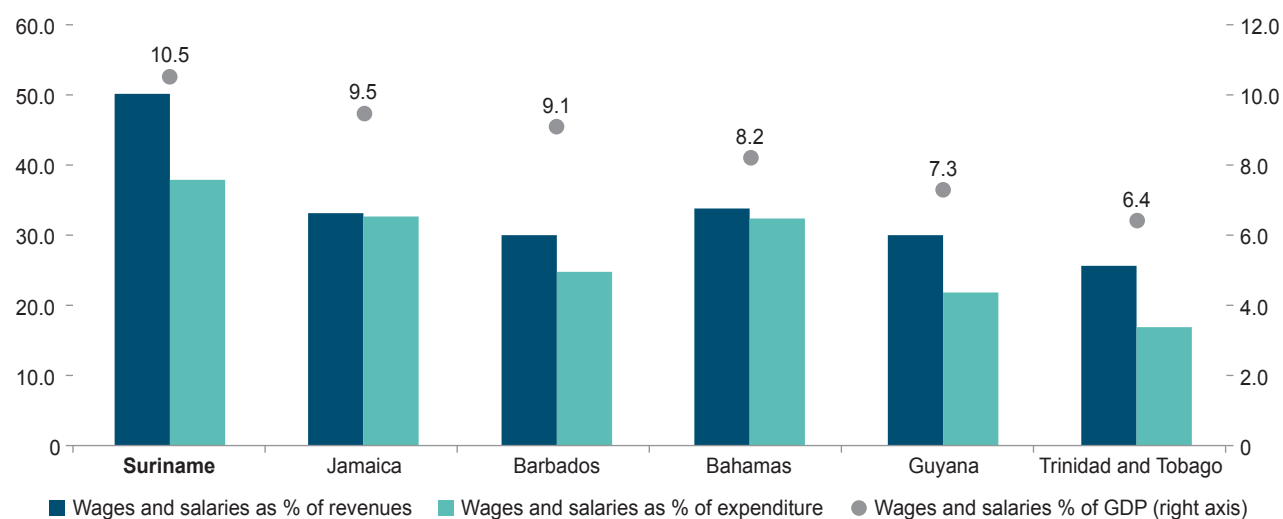
Source: Elaborated by the IDB based on government data and IMF country-specific Article IV Consultations.

from intentions that are determined during the planning process.

- **Critical point 35:** *Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.*
- **Critical point 36:** *Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the Service to the next level of performance and success.*
- **Critical point 38:** *Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.*

Management's orientation is more operational than strategic. According to the permanent secretaries and other internal stakeholders,[14] estimates of the amount of time devoted to strategic thinking and management were as low as 10 percent. The Cabinet of the Vice President described the typical orientation as "fire-fighting" and "management by crisis." The lack of strategic orientation is also evidenced by the fact that there is no succession planning system in place.

The Suriname Planning Foundation was created to help secure interministerial collaboration. The 1973 Planning Act requires the operationalization of a Tripartite Planning Council which was intended to give stakeholders the opportunity to contribute to the formulation of the national development plan. This Council is not currently in place. While the institutional framework has not been implemented, some public sector leaders take the initiative to consult private sector interests when formulating policy and designing programs.

The Planning Act also envisages the creation of a Planning Coordination Committee, which should consist of all permanent secretaries. While the Council of Ministers is responsible for policy formulation, the Coordination Committee should be responsible for implementation. However, the ministerial order to establish it was never issued. Although the Planning Coordination Committee has not been created, permanent secretaries are

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[14] Permanent secretaries were asked to estimate how much time they devoted to strategic planning and management (versus administrative or operational duties). Internal and external stakeholders were also asked to share their impressions of that variable.

reported to meet monthly. However, the focus of such meetings is more operational than strategic.

The government has advised that a concept state decree has been approved by the Council of Ministers for the establishment of a Planning Coordination Mission. The Director of the Planning Foundation, Permanent Secretaries of ministries and representatives of the Cabinet of the President and Vice President, among others, will staff the Mission. Additionally, a Research and Planning Unit will be established in each ministry. The intended purpose of these changes is to increase the strategic orientation.

Work Organization

Work Organization establishes and specifies the contents of the tasks for each job and the characteristics of the people who will carry them out. This is reflected in the job design, that is, the description of activities, functions, responsibilities, and targets assigned to each position and the profile definition (i.e., the competencies, skills, and aptitudes required for successful performance in the given role).

Quality of the Structure of Job Profiles

- **Critical point 7:** Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.
- **Critical point 8:** Grading arrangements and job hierarchies result from rational criteria, which are adapted to each organizational environment.
- **Critical point 9:** Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.

The first phase of an IMF-supported wage reform project dubbed FISO was launched in March 2009 and was retroactive to January 2008 (IMF, 2010). As a result of FISO, job descriptions were developed for some 40,000 civil service positions. Through the FISO initiative, jobs were assigned to the following classifications:

1. Jobs with a salary from level 3–6: low-level staff
2. Jobs with a salary from level 7–8: mid-level staff
3. Jobs with a salary from level 9–11 and up: high-level staff

Some job descriptions also include competencies, but this is not universally adopted, and the implementation of the system has had mixed reviews.[15]

The evaluation exercise associated with the introduction of FISO led to the creation of an 11-level job classification system. While job descriptions exist for all positions, people are routinely hired to fill positions despite not meeting the relevant minimum requirements or performance standards. According to interviews, academic degrees seem to have more weight in determining the grade and pay of public servants more than performance or the competencies actually needed to do a good job.

Employment Management

Employment Management addresses the policies and procedures associated with an employee's recruitment, selection, induction/orientation, mobility, and separation from the organization. The most mature employment management subsystems help to ensure that the right talent is brought into the organization, effectively introduced to the organizational culture, provided with appropriate opportunities for upward mobility, reward, and recognition, and optimally supported through all phases of their tenure up to

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[15] According to IMF (2010), while the FISO exercise was intended to streamline the public service and improve efficiency, full implementation was projected to increase the wage bill by more than 50 percent.

and including their transition out of the organization. Hallmarks of effective employment management include equity and transparency.

Recruitment, Transfers, and Appointments

- **Critical point 10:** *Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily*
- **Critical point 11:** *The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the entire hiring process.*
- **Critical point 12:** *Staff selection is based on competency profiles for the potential job holders.*
- **Critical point 13:** *The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.*

The Constitution identifies the Council of Ministers as the highest administrative arm of government. As such, it has responsibility for hiring civil servants. Individual ministers have delegated authority to hire workers up to level 6. For positions in levels 7–8, the approval of the Minister of Home Affairs is required. Presidential approval is required for positions in levels 9 to 11. The president has delegated his authority to a State Advisor who is supported in this responsibility by a Council for Personnel Affairs.

This vesting of responsibility for employment management in the hands of the political directorate is a key distinguishing factor when compared to what obtains in the English-speaking Caribbean where such authority is typically vested in a Public Service Commission. Given the dominant role of the political directorate in the hiring process, it could be argued that politicization is inevitable.

Vacancies should be publicized within the ministry in the first instance and extended to other ministries only if they cannot be filled internally. If a vacancy is still not filled, the notice should then be published outside of the service. While the law and associated procedures stipulate that vacancies are to be publicized, this requirement is routinely breached. During the consultations with external stakeholders, one participant pointed out that during a recent period when the size of the public service grew considerably he could not recall ever seeing a vacancy notice.

The minimum eligibility criteria for government employment are laid out in the Personnel Act.[16] The bar is set quite low in that there are no general education requirements. This is further compounded by the fact that screening is not very stringent. Both internal and external stakeholders conceded that people are regularly hired to fill positions for which they possess neither the required qualifications nor experience.

In terms of mobility within the service, there are no formal provisions for geographic mobility.[17] However, officers may apply for lateral transfers once vacancies exist.

Terminations

- **Critical point 14:** *Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.*
- **Critical point 15:** *There is the possibility of terminating the employment relationship due to objectively verified technical, economic, or organizational reasons that justify workforce reductions.*

Since the hiring of civil servants falls under the purview of the Council of Ministers, incoming administrations routinely make new appointments to senior positions. The prior positions holders are not terminated but are sent home and continue to receive full compensation.

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[16] Applicants are required to be at least 18 and medically fit.
[17] Both internal and external stakeholders opined that transfers to rural districts are sometimes perceived as punishment.

Article 69 of the Personnel Act makes provisions for right sizing of the civil service. Nonetheless, the size of the civil service has continued to increase despite the existence of an official hiring freeze and consecutive administrations' commitment to exercise wage bill restraints as an integral component of fiscal policy measures. When the reorganization clause is invoked, which rarely happens, affected officers must receive 18 months' salary.

The Personnel Act also provides for employees to be dismissed due to individual unsuitability. The factors associated with unsuitability include medical considerations, incapacity, neglect, or uncooperative behavior. Interviewees report that these provisions are rarely enforced and that when dismissals do occur, employees who opt to challenge them in the courts fare well due to poor HRM practices.

Officials from the Office of the Vice President indicated that a voluntary separation program designed to enable civil servants to exit the service with financial support to start businesses fell short of the stated objectives since many beneficiaries subsequently returned to the public service. This initiative was known as the "18 Months Scheme." The sole condition was that beneficiaries would not return to the civil service.

Safeguards against Discriminatory Practices

- **Critical point 34:** *Men, women, minorities, and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.*
- **Critical point 35:** *Decisions related to hiring, promotions, compensation, discipline, and terminations are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.*

Internal stakeholders indicated that the current legislative framework fails to provide appropriate safeguards against discriminatory practices related to hiring, promotions, security of tenure, occupational health and safety, and equal pay for equal work. While Suriname is a signatory to several international conventions addressing these matters,[18] those provisions are not applied to public sector employment. Among the specific gaps are legislation geared towards protecting the employment rights of minority groups including people with disabilities and non-Surinamese.[19] The pending revisions to the Personnel Act are said to include provisions for equality of treatment.

Performance Management

Performance Management is the process of planning and evaluating the employees' contribution to the organization. Ideally individual as well as departmental performance should be cascaded down from the organization's strategic priorities and associated goals and objectives. In practical terms, this means that each employee should have specific performance targets which are systematically monitored, and feedback should be provided to help ensure that all targets are met during each assessment period.

Performance Planning and Monitoring

- **Critical point 16:** *Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be evaluated.*
- **Critical point 17:** *Throughout the management cycle, management monitors, observes, and supports improvements in employee*

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[18] These include C111—Discrimination (Employment and Occupation) Convention and C062—Safety Provisions (Building) Convention.

[19] Two categories of people who are so affected are CARICOM Nationals and Dutch nationals of Surinamese origin.

performance, provides resources, and removes obstacles wherever necessary.

- **Critical point 18:** *The organization evaluates employees' performance against expected performance standards.*

In a mature performance management system, supervisors/managers work with their direct reports to identify performance gaps and any training and development needs that may be contributing to these gaps. They then create a plan to help eliminate any such gaps.

The 2012–2016 national development plan listed "education for a knowledge society" as one of the five strategic areas. The specific initiatives were to have included the introduction of a performance management system and development courses for education staff. However, during the current diagnostic, internal stakeholders indicated that there is no performance management system. Performance standards have not been established for the various job roles. Both the Personnel Act and FISO mandate that annual assessments be completed. However, the compliance rate is very low.

Compensation Management

This subsystem covers both cash and non-cash benefits. The ultimate goal is to achieve both internal and external equity. As such, there should be a clearly defined job classification system with rewards linked to either individual or group performance.

Competitiveness and Efficiency of the Compensation Policy

- **Critical point 19:** *The pay structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.*
- **Critical point 20:** *Pay levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.*

- **Critical point 21:** *The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.*
- **Critical point 22:** *Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.*

The 2017–2021 development plan highlights the challenges with compensation management and concludes that it is "almost impossible for the government to hire or maintain highly qualified staff due to the too low remuneration." The previously mentioned FISO initiative had the dual objective of increasing the competitiveness of civil servants' pay and making the civil service leaner and more efficient. While it led to significant increases in compensation, to date the targeted improvements in efficiency have not been realized. (Please see Table 2 overleaf.)

The pay structure is extremely flat, and there is no correlation between level of effort and pay. FISO-2 was designed to rectify the wage compression problem. However, there is tension between the thrust to resolve wage compression and the commitment to restrain increases in the wage bill. Further, the previously outlined existence of unqualified employees in senior positions mitigates against the efficacy of applying across-the-board increases in the quest to render the positions more attractive.

While no statistics were available to facilitate salary comparisons for senior positions, it is generally posited that salaries for senior positions in the private sector are higher than the salaries of senior public officers.

Wages for the lowest job levels in the civil service may exceed those in the private sector. The pension plan and non-cash benefits such as leave privileges and the lack of strict enforcement of rules related to punctuality and attendance make public sector employment quite attractive for low-skilled employees.

Finally, according to the IMF there were important losses in real wages in the public sector between 2015 and 2016, with inflation reaching 77 percent in 2016.

Pay is not linked to performance. Rather, increases are either across the board or linked to a promotion. Every year employees receive an automatic increment. Each salary scale consists of 18 increments. Increments may be as low as $25 SRD.[20]

Development Management

This subsystem covers promotion policies, career paths, training and development, and succession planning. At its best, it ensures that employee development aligns with organizational development, thereby optimizing the likelihood of retaining high-performing talent.

Effectiveness and Quality of Promotions

- ***Critical point 23:*** *The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.*
- ***Critical point 24:*** *There are alternatives to positions that are strictly hierarchical, such as horizontal career progress, or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.*

In 2016, the Council of Ministers authorized the transition from a personnel management orientation with the associated emphasis on record-keeping to more strategic and development-oriented human resource management. The altered organizational structure of the MoHA with the addition of the new HRM Directorate has already been approved and formalized by the Council of Ministers. Further, a Strategic HRM Policy Plan 2017–2020 and a Startup Plan 2017 were finalized in 2017. However, due to financial constraints, the implementation of HRM has been postponed to the next budget year in 2019.

The Personnel Act lays out the criteria for promotion. It includes the expectation that the employee possesses the required education, skills, and potential to fill the new role. However, there is widescale disregard for this requirement.

There are no defined career paths within the system which utilize lateral mobility as a means for broadening one's experience. The problem is further compounded by the fact that there is inadequate transfer of knowledge and skills by senior experts prior to their retirement or transfer to other assignments. Senior officials advised that some measures have commenced to rectify this gap, specifically, the work processes at the Central Bureau for Civil Registry Office of MoHA. Similar initiatives are to be implemented in the other units of MoHA.

Effectiveness and Quality of Training
- ***Critical point 25:*** *Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.*
- ***Critical point 26:*** *Investment in training is made through plans based on a needs assessment and designed to support the organization's stated priorities.*
- ***Critical point 27:*** *Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of people in the workplace.*

There were no reports of comprehensive learning needs assessments being conducted to inform the government's training and development agenda. Compulsory training is linked to certain job functions. The Planning Foundation reported that the strengthening of institutional capacity is a principal area of focus in the 2018 plan. However, there is no systemic approach to aligning training to national or ministerial strategic priorities. This is evidenced by

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[20] This was equivalent to US$3.35 as of December 2017.

the ongoing deficit of essential skills and competencies throughout the service.

There is no institutionalized process for evaluating training and development initiatives.

Human Resources and Social Relations Management

This subsystem focuses on the relationship between the organization and its employees. It covers industrial relations, employee engagement, the maintenance of organizational culture, and the overall impression of the HRM function.

Management of the Work Climate and Communication

- *Critical point 28:* *The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.*
- *Critical point 29:* *The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.*
- *Critical point 30:* *Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.*
- *Critical point 31:* *The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, or the forcefulness of the means employed.*

This subsystem is heavily influenced by two factors: the dominant role of the political directorate in the management of the civil service and the close affiliation between the major unions and selected political parties.

ILO Convention 151, which protects civil servants' right to organize, was ratified in 1996. The Convention holds that organizations representing employees should enjoy complete independence from public authorities. However, in Suriname, union leaders have been members of various coalition governments and have even held ministerial portfolios. The vast majority of ministers of labor over the years have been trade unionists (Piroe, 2006).

Stakeholders reported that the incidence of work disruptions in the public sector was lower than in the private sector due to the nature of the relationship between government and the unions.

There is no standardized mechanism for the government to engage its employees and solicit their input. Rather, this is determined by the individual leadership styles in the various ministries. There were no reports of employee satisfaction or engagement surveys.

Organization of the HRM Function

This subsystem covers the centralized structure for the management of the HRM function as well as how the rest of the Public Service views them.

- *Critical point 32:* *Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.*
- *Critical point 33:* *The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.*

There are two main channels of communication between the central Directorate and the Personnel Units in the line ministries. One is a monthly meeting convened by the Deputy Director Personnel with the Deputy Directors Administrative Services from the line ministries. The Directorate also disseminates information through circulation notes and the Gazette.

Centralized HRM Agencies
As previously stated, at the time of this assessment Suriname was transitioning from personnel management to human resource management. As such, the centralized agencies (Directorate of HRM and the Bureau for Performance Excellence)

were in the process of establishing their identities as strategic business partners in the quest to transform the public service.

Stakeholders conceded that they do not necessarily acknowledge the importance of the HRM function and the role played by MoHA. The planned establishment of the HRM Commission and HRM Directorate in MoHA as well as the work being done by the Bureau for Performance Excellence in the Cabinet of the Vice President are projected to effect meaningful change in this regard.

Decentralized HRM

While the Personnel Directorate is responsible for ensuring that line ministries comply with the provisions of the Personnel Act, there are no meaningful enforcement provisions. In particular, since Ministers have the delegated authority to hire officers to fill positions in levels 1–6 without recourse to the Directorate, it is quite common for people who do not meet the minimum requirements to be hired to fill those positions.

Analysis of the Civil Service Quality Indices

This diagnostic uses the five quality indices of the methodology the IDB applied in Latin America, along with two additional indices, namely, Management Capabilities and Diversity Management, which have been developed specifically for use in the IDB's Caribbean Civil Service Diagnostics. These seven quality indices contribute to the Civil Service Development Index (aggregated index).

Countries can be classified into three levels of civil service development according to their Civil Service Development Index: (i) low, with scores between 0 and 39 points out of 100; (ii) medium, with scores between 40 and 59; and (iii) high or professional systems levels, with scores higher than 60.

A score of 13 points shows significant room for improvement. Suriname scored in the low level of development tier for all the quality indices. The index with stronger relative performance was Integrative Capacity. This presents important opportunities for strengthening human resources management in the public sector.

The sections below describe each of the quality indices and present Suriname's scores per critical point under each of them. Scores of critical points go from 0 (lowest) to 5 (highest).[21]

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[21] See Lafuente and Molina (2018) for a detailed analysis of the methodology and a description for each level per critical point.

TABLE 4
Suriname's Civil Service Development Scores, by Quality Index (2017)

Civil Service Development (aggregated index) Simple average of the following indices. Measures the overall development of HRM in the civil service	**13**
1. Efficiency Reflects the degree of optimization of the organization's investment in its human capital	8
2. Merit Reflects the extent to which the organization has well-established policies designed to safeguard employees against arbitrary actions and favoritism in managerial decision making	13
3. Structural Consistency Reflects the level of strategic coherence, management, and process consistency existing in the organization's HRM systems	18
4. Functional Capacity Captures the degree of provision, development, and encouragement of relevant competencies in the organization along with the effectiveness of existing performance incentives and overall flexibility/adaptability in the face of changing organizational priorities	16
5. Integrative Capacity Measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict	30
6. Management Capabilities Covers the spectrum from Transactional Management to Transformational Leadership	7
7. Diversity Management Measures the extent to which opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others	—

Efficiency

This index measures the civil service system by considering the degree of optimization of investment in human capital, as well as the relationship of this investment to fiscal policy and its reference markets. It links the results obtained by the civil service system with the resources invested in its operation, as well as other considerations, such as expenditure efficiency in decision-making processes.

INDEX	NO.	CRITICAL POINT	SCORE
Efficiency	3	In general, there are neither significant staff shortages nor overages.	0
	4	The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.	1
	20	Salary levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.	1
	27	Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of people in the workplace.	0
	35	Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.	0

Merit

This index measures the guarantees of professionalism in the way that the civil service system works, placing a value on impartiality in decision making in each management subsystem.

Specifically, it measures the degree of effective protection against arbitrariness, political capture or clientelism, and the different ways that interested groups or sectors engage in rent-seeking.

INDEX	NO.	CRITICAL POINT	SCORE
Merit	10	Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily.	2
	11	The necessary safeguard mechanisms and procedures are in place against arbitrariness, politicization, patronage, and clientelism throughout the hiring process.	0
	14	Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.	0

Structural Consistency

This index measures the civil service's systemic soundness and integrity, considering the basic structural elements of which it should be composed. It includes the development of fundamental management processes, their coherence with other management systems, and the development of senior management.

INDEX	NO.	CRITICAL POINT	SCORE
Structural consistency	1	Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.	1
	2	The HR information systems enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.	1
	6	The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.	0
	8	Grading arrangements and job hierarchies result from rational criteria, adapted to each organizational environment.	2
	22	Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.	1
	26	Investment in training is made via plans that are based on a needs assessment and designed to support the organization's stated priorities.	0
	32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	0
	33	The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.	2

Functional Capacity

This index measures the system's capacity to positively influence the behavior of public employees. It includes professional qualifications, the quality of incentives for good performance, and pay flexibility.

INDEX	NO.	CRITICAL POINT	SCORE
Functional capacity	5	The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.	0
	7	Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.	3
	9	Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.	2
	12	Staff selection is based on competency profiles for the potential job holders.	0
	13	The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.	1
	15	There is the possibility of terminating the employment relationship due to objectively verified technical, economic, or organizational reasons that justify workforce reductions.	2
	16	Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be specifically evaluated.	0
	17	Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provides resources, and removes obstacles wherever necessary.	0
	18	Employees' performance is evaluated by the organization and compared to the expected performance standards.	1
	19	The pay structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that they organization requires.	1
	21	The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.	0
	23	The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.	0
	24	There are alternatives to positions that are strictly hierarchical, such as horizontal career progress or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.	1
	25	Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.	0

Integrative Capacity

This index measures the effectiveness of the civil service system in harmonizing the expectations and interests of the different actors, increasing the sense of belonging, and reducing conflict.

INDEX	NO.	CRITICAL POINT	SCORE
Integrative capacity	28	The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.	0
	29	The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.	0
	30	Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.	3
	31	The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, and the forcefulness of the means employed.	3

Management Capabilities

This index covers the spectrum from Transactional Management to Transformational Leadership. Transactional managers are concerned about the status quo and day-to-day progress toward goals. Transformational leaders operate at a more strategic level as they work to enhance the motivation and engagement of followers by directing their behavior toward a shared vision. The lower the score, the more transactional the nature of the current approach to management.

INDEX	NO.	CRITICAL POINT	SCORE
Management capabilities	32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	0
	36	Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the Civil Service to the next level of performance and success.	0
	38	Senior civil servants collaborate across ministries and sectors to secure coherence in policies and programs.	1

Diversity Management

This index provides information on the extent to which worker's access to employment and/or advancement opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others.

INDEX	NO.	CRITICAL POINT	SCORE
Diversity management	34	Men, women, minorities, and people from historically marginalized groups are treated fairly in the distribution of benefits and responsibilities.	0
	37	Decisions related to hiring, promotion, compensation, discipline, and termination are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.	0

Recommendations

The seven quality indices, along with the associated critical points and high-level recommendations, are presented in the following subsections.

Efficiency

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
3	In general, there are neither significant staff shortages nor overages.	The efficiency index reflects the degree of optimization of the organization's investment in its human capital. The primary areas for improvement relate to:
4	The overall cost of civil service staff is maintained within reasonable parameters that are compatible with the country's economic situation.	• **Workforce Planning:** Introduce workforce planning to align staff numbers and competencies to the organizational needs as identified in the national and ministerial plans.
20	Pay levels, including cash and non-cash benefits, are not excessive compared with labor market costs for any similar sector or grade.	• **Learning and Development:** Conduct a comprehensive learning needs assessment geared towards identifying the knowledge, skills, and competencies gaps and creating a learning and development strategy to close said gaps.
27	Training is subject to evaluation, which extends to the satisfaction of all parties concerned, the cost-results relationship, and the impact on the performance of employees in the workplace.	• **Learning Evaluation**: Evaluate training programs to ensure that they produce the targeted objectives vis-à-vis learning and the application of lessons learned to produce the desired business impact.
35	Management proactively identifies mission-critical positions and builds capacity to fill those positions as incumbents transition out.	• **Succession Planning:** The HRM Commission once established should undertake to design a comprehensive succession planning program to be implemented by the HRM Directorate in collaboration with permanent secretaries.

Merit

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
10	Hiring to fill vacancies is open, by right and in fact, to all candidates possessing the required qualifications. These are established according to suitability and technical considerations, not arbitrarily.	The merit index reflects the extent to which the organization has well established policies designed to safeguard employees against arbitrary actions and favoritism in managerial decision making. Given the constitutional stipulation that the political directorate is responsible for hiring decisions, the total depoliticization of hiring decisions may not be practicable. However, there are measures that can be implemented to create greater transparency and meritocracy.
11	The necessary safeguard mechanisms and procedures are in place against arbitrariness. politicization, patronage, and clientelism throughout the entire hiring process.	Measures that could be taken to improve the merit index include: • **Recruitment and Selection:** Comply with the legal requirement to publicize all vacancies; utilize competency-based job profiles, job match placement instruments, and assessment centers, particularly for more senior positions. • **Qualifications Order:** Issue a Qualifications Order to ensure all officers are given a stipulated period of time to meet minimum requirements for positions held; Stipulate that a compelling case must be made for hiring officers in roles for which they are not qualified. Further, any such hire should trigger the creation of a time-bound development plan to close any existing qualification or competency gap.
14	Dismissals or terminations of employment that affect professional positions are not motivated by a change in the government's political leanings.	• **Depoliticization:** Replace the existing practice of sending home senior officers with each change in administration with redeployment to another position in keeping with their qualifications and competencies. • **Legal Reform:** Complete the amendments to the Personnel Act and ensuring that these amendments eliminate existing gaps related to transparency, dismissal provisions, promotion criteria, discipline, etc.

Structural Consistency

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
1	Staff planning needs usually result from the organization's priorities and strategic orientation. The degree to which they are adjusted to one another tends to be high.	This indicator reflects the level of strategic coherence, management and process consistency existing in the organization's HRM systems.
2	The HRIS enable a reasonable awareness of the quantitative and qualitative resources available, now and in the future, in the different organizational areas and units.	This quality index could be significantly improved through a number of targeted interventions. These include: • **Planning:** Fully implement the 1973 Planning Act's provisions for the Tripartite Planning Council and the Planning Coordination Committee as well as the establishment of appropriately staffed planning units in each ministry.
6	The staffing policies, decisions, and practices in each area of HRM arise from intentions that are determined during the planning process.	• **Workforce Planning:** Align workforce size and composition with national and ministerial strategic objectives.
8	Grading arrangements and job hierarchies result from rational criteria, which are adapted to each organizational environment.	• **Learning and Development:** Conduct a system-wide learning needs assessment to identify the skills and competency gaps as a precursor to designing and implementing a comprehensive learning and development strategy.
22	Compensation policy is set according to previously established criteria and consistent with the organization's structural design parameters.	• **HRM Alignment:** Adequately resource the agency, i.e., Directorate of HRM. The structure was approved in 2016 but has not been implemented. Institutionalize a higher level of coordination between the Bureau for Performance Excellence in the Cabinet of the Vice President, the HRM Commission and Directorate of HRM in the MoHA, and the HRM units in each ministryCentralized HRM.
26	Investment in training is made via plans that are based on a needs assessment and designed to support the organization's stated priorities.	
32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	• **Information Management:** Design and roll out across all ministries a standardized, fit-for-purpose HRIS. Consideration should be given to including this in the overall e-government strategy.
33	The central civil service agency responsible for the system is viewed by the rest of the organization as a department that adds value to the achievement of the common goals.	• **People Management:** Train supervisors and managers in the effective execution of their talent management responsibilities.

Functional Capacity

#	CRITICAL POINTS
5	The technical level of the workforce is commensurate with a knowledge-based society. Skilled labor represents a significant proportion of the workforce.
7	Job descriptions conform to managerial criteria rather than to legal considerations or collective agreements. The legal framework and the employment agreements are limited to establishing a broad framework in which work is organized in accordance with organizational needs.
9	Job profiles include the selection of competencies that in each case are considered key for the success of the job holder's performance.
12	Staff selection is based on competency profiles for the potential job holders.
13	The mechanisms for functional and geographic mobility respond flexibly to the demands of personnel redeployment.
15	There is the possibility of terminating the employment relationship due to objectively verified technical, economic, or organizational reasons that justify workforce reductions.
16	Management normally defines guidelines and standards regarding expected personnel performance in accordance with the organization's priorities and strategy. Consequently, employees are aware of the aspects of their performance for which they will be specifically evaluated.
17	Throughout the management cycle, management monitors, observes, and supports improvements in employee performance, provide resources and removing obstacles wherever necessary.
18	Employees' performance is evaluated by the organization and compared to the expected performance standards.
19	The compensation structure, including cash and non-cash components, is adequate for attracting, motivating, and retaining suitable people with the necessary competencies for the positions that the organization requires.
21	The compensation mechanisms encourage people to make more effort and stimulate individual or group performance, learning, and competency development.
23	The promotion criteria and mechanisms link promotion to performance as well as to competency potential and development.
24	There are alternatives to positions that are strictly hierarchical, such as "horizontal" career progress or remaining in the same position, based on recognition of professional excellence without necessarily increasing the formal authority of those affected.
25	Training supports the development of collective learning, thereby building organizational capacity to tackle problems and provide effective responses.

COMMENTS AND RECOMMENDATIONS

This index captures the degree of provision, development, and encouragement of relevant competencies in the organization along with the effectiveness of existing performance incentives and overall flexibility/adaptability in the face of changing organizational priorities.

Concerted effort is required to address significant gaps in instrumentality and implementation related to this quality index. Required interventions include:

- **Job Profiles:** Redesign the format of job descriptions to include job-specific competencies and performance standards.
- **Performance Management:** Introduce of a comprehensive performance management system including performance coaching and career planning.
- **Compensation:** Introduce measures to align performance with compensation to achieve a workable balance between the government's commitment to exercise wage restraint and the need to create a high performing public service.
- **Recruitment and Selection:** Introduce more rigorous policies and procedures for recruitment and selection as well as the onboarding/orientation of persons into new roles.

Integrative Capacity

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
28	The organization makes efforts to learn about its work climate, using reliable instruments for periodic evaluation.	Integrative Capacity measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict. Party alliances are quite dominant within the public service. Reportedly, trade unions also have party affiliations which may impact how they engage with the sitting administration. The creation of an identity that transcends political parties could engender a greater sense of belonging and commitment. Possible interventions include: • **Employee Engagement:** Introduce annual employee satisfaction/engagement surveys and establish and maintain open channels of vertical and horizontal communication. • **Legal Reform:** Complete the amendment of the Personnel Act to afford public servants the same level of protections and due process to which their private sector counterparts are currently entitled. • **Organizational Culture:** Professionalize the civil service including the definition and promulgation of a new organizational identity and culture.
29	The organization has specific communication instruments that serve to reinforce the sense of belonging and the commitment of employees to the overall organizational project.	
30	Labor relations are preferably and habitually oriented toward agreement and consensus building rather than confrontation and denigration of adversaries.	
31	The degree of labor conflict is not excessive in terms of either the number of conflicts, their effects, and the forcefulness of the means employed.	

Management Capabilities

#	CRITICAL POINTS	COMMENTS AND RECOMMENDATIONS
32	Managers take responsibility and appropriately exercise their responsibilities as managers of the personnel within their sphere of formal authority.	This index covers the spectrum from Transactional Management to Transformational Leadership. Transactional managers are concerned about the status quo and day-to-day progress toward goals. Transformational leaders operate at a more strategic level as they work to enhance the motivation and engagement of followers by directing their behavior toward a shared vision. The score for this quality index correlates with the leadership scores assigned in the Level 1 Baldrige Excellence Scan conducted in three pilot ministries. To realize the government's strategic intention to transform the public service, permanent secretaries and other senior managers will be required to embrace their talent management capabilities and to display proficiency in strategic thinking and management in addition to technical and administrative expertise. Internal and external stakeholder engagement is another critical competency for senior public officers. • **Strategic Planning and Management:** Establish the Planning Coordination Committee as mandated in the Planning Act and implement the monitoring and evaluation plan contained in the 2017-2021 national development plan. • **Succession Planning:** Map career paths and the introduce succession planning with associated individual development plans.
36	Senior civil servants go beyond managing day-to-day operations and craft strategies for taking the Civil Service to the next level of performance and success.	
38	Senior civil servants collaborate across ministries and sectors in order to secure coherence in policies and programs.	

Diversity Management

#	CRITICAL POINTS	COMMENTS
34	Men, women, minorities, and people from historically and recommendations marginalized groups are treated fairly in the distribution of benefits and responsibilities.	This index provides information on the extent to which workers' access to employment and/or advancement opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others. • **Legal Reform:** Ensure that the various international labor conventions to which Suriname is a signatory are equally applied in the public sector and not just restricted to private sector employment as is currently the case. • **Monitoring and Evaluation:** Implement mandatory gathering and reporting of employment statistics disaggregated by gender, ethnicity, age, place of origin, ability, and others, and monitor and evaluate with a view to identifying and rectifying any asymmetry in access to opportunities.
37	Decisions related to hiring, promotion, compensation, discipline, and termination are free from institutional biases associated with variables such as gender, race, ethnicity, class, religion, or place of origin.	

Sources of Information

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Workshops and Interviews

DAY 1 – Monday October 9, 2017

1. **Ministry of Home Affairs**
    - Mr. N. Eskak, Chairman HRM Commission

2. **Cabinet of the Vice President**
    - Mrs. T. Muskiet, Permanent Secretary
    - Mr. D. de Keyzer, Team Leader Bureau for Performance Excellence

DAY 2 – Wednesday October 11, 2017

3. **Ministry of Home Affairs**
    - H.E. Mike Noersalim, Minister
    - Mrs Putridewi Amatsoemarto, Permanent Secretary
    - Mr. M. Powel, Director Cabinet of the Minister
    - Mr. I. Baboeram, Deputy Director Personnel Policy
    - Mr. J.K. Joemmanbaks, Deputy Director Judicial Affairs and Regulations

- Mrs. M. Mulier, Head of Central Staff Organ, Formation and Efficiency
- Mr. N. Eskak, Chairman HRM Commission

4. **Ministry of Finance**
    - Mr. A. Amatkarijo, Head Central Mechanical Processing Centre (CEBUMA)

5. **Supreme Audit Institution of Suriname**
    - Mrs. C. Felter, Chairman
    - Ms. G. de Mees, Head International Affairs Department

6. **Public Servants Central Union**
    - Mr. M. Miskin, Vice-Chairman

DAY 3 – Thursday October 12, 2017

7. **External Stakeholders Workshop**
    - Widjindra Baboelal, Chamber of Commerce
    - Steven Mac Andrew, Director Suriname Trade and Industry Association
    - Bryan Renten, President Suriname Trade and Industry Association

8. **Internal Stakeholder Workshop**

#	NAME	ORGANIZATION	POSITION
1	Mr. Algoe Nagesh	Cabinet VP	Secretary BfPE
2	Mr. Dennis de Keyzer	Cabinet VP	Team leader BfPE
3	Mr. Michael Miskin	CLO	Vice Chair
4	Mr. Henk Sidoel	Min of Home Affairs	Head of ICT
5	Mrs. Ajodhia Soenita	Min of Home Affairs/CBB	Sr. Policy Officer
6	Mr. Vergillio Rebin	Min of Home Affairs	Dep. Dir. General Management
7	Mrs. Kartowikromo Shirley	Min of Finance/Cebuma	Operations Chef
8	Mrs. Delhorst Sandra	Min of Finance/Cebuma	Production Chef
9	Mrs. Jahangier S.	Min of Home Affairs	Dep. Head Gender Affairs
10	Mr. Joemmanbaks J.	Min of Home Affairs	Dep. Dir. Judicial Affairs
11	Mr. Richaards	Min of Home Affairs	Dep. Head CSFE
12	Mr. Rayen Toekoen	Min of Home Affairs	Head of CPA

#	NAME	ORGANIZATION	POSITION
13	Mrs. R. Thakoerdin	Min of Home Affairs	Policy Advisor
14	Mr. I. Baboeram	Min of Home Affairs	Dep. Director Personnel Policy
15	Mrs. S. Jagroep – Rambaran	Min of Home Affairs	Dep. Head Personnel Policy
16	Mr. Marlon Powel	Min of Home Affairs	Head of Minister Cabinet
17	Mrs. Susijanie Kartodikromo	Min of Home Affairs	Acting Head of Gender Affairs
18	Mr. Eric Karwofodi	Planning Office	Policy Officer
19	Mrs. Yvonne Towikromo	Min of Home Affairs	Policy Advisor
20	Mrs. Rafia Razab – Sehk	Min of Home Affairs	Coordinator CSFE
21	Mr. Zaalman Julien	Min of Home Affairs/CBB	Policy Advisor
22	Mrs. Genti Mangroe	Min of Labor	Head of Internal Affairs
23	Mrs. Mulier Marjory	Min of Home Affairs/CSFE	Head of CSFE

DAY 4 – Friday October 13, 2017

9. **Suriname Planning Foundation**
    - Mr. R. Simons, Director
    - Ms Shermila Dwarka, Head Administration
    - Ms Vreugd Henna, Personnel Manager

10. **Ministry of Labor**
    - Mr. M.A.G. Piroe, Deputy Secretary Legal and International Affairs

    - Mr. D. Bauer, Deputy Director Human Resources
    - Mr. S. Moestadja, Policy Advisor

11. **Suriname Chamber of Commerce and Industry**
    - Paul De Baas, Board Member