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**Draft country programme document for the Republic of Suriname  
(2012-2016)**

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## **I. Situation analysis**

1. Suriname is ranked 94 out of 169 countries in the 2010 UNDP human development index, with a value of 0.646. This puts the country in “medium human development” category. According to the Multidimensional Poverty Index, 7.5 per cent of the population is poor. Four out of 10 persons are subject to intense deprivation. Poverty in Suriname is closely related to limited access to services, employment opportunities and livelihood assets. Significant progress has been made towards achieving Millennium Development Goals (MDGs) 2, 4 and 6. Progress has been uneven on MDGs 1, 3, 5 and 7. The HIV prevalence rate among adults was 1.0 per cent in 2009, with women and girls recording the highest number of new infections in 2008. Women still suffer major disadvantages in the labour markets and are underrepresented in the higher levels of the political system, especially in Parliament. They are at great risk of domestic violence and increasingly vulnerable to HIV and other sexually transmitted diseases. Women are not yet empowered to make their full contribution to economic and social development.

2. Underlying development obstacles to the achievement of the MDGs include: inadequate policies and legal frameworks to ensure rights-based, sustainable human development; weak consensus, knowledge and skills to pursue a human-rights based approach to poverty reduction; insufficient public-sector institutional capacity to plan, implement, monitor and efficiently deliver quality programmes; inadequate coordination capacity for mobilization of external resources for development; and insufficient and uneven use of data to sustain evidence-based policy development and management.

3. The economy is dominated by the mining industry, with exports of alumina, gold and oil accounting for about 85 per cent of exports and 25 per cent of Government revenues. The informal economy – which involves remittances, small-scale gold mining, wood production, narcotics trafficking and other illegal activities – contributes an estimated 17.5 per cent to real gross domestic product (GDP). The Government has noted the need to increase agricultural production and exports and to promote value-added industries and manufacturing so as to ensure sustainable economic growth.

4. The Government has also committed to improving the macroeconomic, legal and business environments to stimulate investments and opportunities for small-scale entrepreneurs, especially in the interior of the country. Improvements in the physical infrastructure and in the provision of energy, as well as enhanced access to investment capital and guaranteeing property rights, are key factors in this regard. Unemployment, especially youth unemployment, is one of the major challenges for development in Suriname. An estimated 20 to 33 per cent of 18-25-year-olds are unemployed.

5. The Government is implementing a decentralization process in pilot districts, but this has yet to result in bringing major decision-making closer to the district level. Attempts at public sector reform have not yet had a visible impact. The Government has committed to addressing corrupt practices at various levels, and anti-corruption legislation is high on the agenda. Crime is still comparatively low, but crime associated with narco-trafficking, and with other drivers such as unemployment, is cause for concern.

6. The major environmental challenges include: soil and surface water pollution; inadequate facilities for solid-waste disposal; land degradation caused by illegal gold mining and logging; soil erosion caused by unsound agricultural practices, sea level rise and loss of mangroves particularly in the coastal districts; and weak capacity to implement, monitor and deliver environmental services and mainstream environment into sectoral policies and programmes. Suriname is committed to environmental protection, and is reviewing options for participating in financing mechanisms such as REDD-plus.

## **II. Past cooperation and lessons learned**

7. The UNDP country programme document for 2008-2011 supported nationally led programmes in two of the three United Nations Development Assistance Framework

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(UNDAF) outcome areas: outcome 1 (pro-poor policy development, focusing on the MDGs, poverty reduction, energy and environment); and outcome 2 (good governance).

8. *Energy & Environment.* UNDP supported capacity building for sound environmental management, response to climate change and disaster management. This included preparation of biodiversity, climate change, adaptation and mitigation action plans; building institutional and operational capacity to phase out ozone-depleting substances; strengthening capacity in the agriculture sector for eliminating the use of persistent organic pollutants (POPs); production of the second national communication to the United Nations Framework Convention on Climate Change (UNFCCC); and preparation of a national capacity self-assessment for implementation of the major international environmental conventions. UNDP also supported the response to the flooding disaster of 2008; establishment of an early flood-warning system; and preparation of an early recovery strategy and action plan.

9. *MDGs and poverty reduction.* UNDP support focused on building capacity to produce data for analysis, planning and monitoring of human development interventions and MDG achievement. This included support for preparation of the 2009 MDG progress report; preparation of a baseline study on the situation of social statistics; support for a conference on poverty measurement; and awareness-raising among policy-makers on the use of social statistics for development planning and monitoring progress in achieving the MDGs. UNDP also supported capacity strengthening for the delivery of the social safety net programmes and capacity building of non-governmental organizations working with people living with HIV/AIDS.

10. *Democratic Governance.* UNDP supported building capacity for promotion and protection of human rights and strengthening democracy. This included training and awareness-raising activities among non-governmental and grassroots organizations to better prepare them to promote human rights and education among their constituents. It also included access-to-justice outreach campaigns for the general public, campaigns that focused on legislation and recourse to the law. There was a voter education programme and training for officials responsible for conducting elections 2010, as well as technical briefings for parliamentarians and institutional strengthening of the Parliament to help it undertake its legislative, oversight and representational functions.

11. *Lessons learned.* Preliminary findings of the UNDAF evaluation concluded that the concentration on the MDGs and human rights had been highly appropriate and supportive of the Government's national development plans. This should remain a focus for UNDP for the coming cycle. The evaluation also indicated that to achieve maximum impact UNDP should use the scarce resources more effectively and collaborate with other United Nations agencies under the Delivering as One agenda. The evaluation noted that a good deal of progress has been made as regards common premises and services, but not enough on joint programming. In the case of the environment and energy portfolio, greater effort needs to be exerted to take advantage of synergies with non-resident United Nations agencies such as the United Nations Environment Programme, Food and Agriculture Organization and United Nations Industrial Development Organization, as well as other partners such as the Inter-American Development Bank (IDB). The annual UNDAF reviews and evaluation findings suggest that many of the capacity-building activities for stakeholders were one-time events that did not substantially contribute to building capacity of individuals or institutions. This suggests that future training activities need to be ongoing. The harmonized approach to cash transfers (HACT) encountered some challenges as regards the completing of the forms. This suggests the need to engage in continuous training and close mentoring.

### III. Proposed programme

12. The UNDP country programme document for 2012-2016 responds to continuing needs outlined in the draft common country assessment and in the Government's sector and national development plans. It is embedded in the thrust of the UNDAF in supporting coordinated and coherent United Nations contributions to Suriname's development aspirations. The country programme will support national development in three areas: (i) improving the quality of democratic governance, human rights and the efficiency and effectiveness of public management; (ii) reducing poverty and inequality, improving access to and enjoyment of social services, social protection and housing for the most vulnerable and disadvantaged; and (iii) promoting sustainable environmental management and building capacity for participating in international environmental processes and benefiting from emerging climate-change-related financing mechanisms.

**A. Outcome Area 1: By 2016 public institutions, civil society and the general public are empowered and possess the capacities, competencies and tools for: improved efficiency and accountability in public management; enhanced responsiveness of democratic governance institutions and participation in representative and legislative processes, policymaking and decision-making; and demonstrable improvements in access to justice, citizen security and the promotion and protection of human rights and well-being.**

13. Government will be supported in its efforts to streamline and professionalize the public sector. UNDP will also continue to support strengthening planning, coordination and monitoring of development activities; capacity building to generate, analyse and use statistics and data for planning and decision-making. The organization will also support, as needed, the development of a proxy means test for better targeting of social safety nets. UNDP will support capacity building to manage and coordinate development assistance, and with the wider United Nations system will also support the Government in implementing and monitoring the multi-annual development plan. Further, UNDP will support a pilot programme on the use of information and communications technologies (ICTs) to deliver information and services to interior districts and communities.

14. The Government will be assisted in its efforts to strengthen human rights and access to the justice system and to combat corruption. Strategies to be utilized will include technical assistance for ratification and implementation of human rights and anti-corruption conventions; short-term training to enhance the capacity of duty bearers to more effectively protect rights; and more targeted advocacy and human rights education and awareness. UNDP will also provide support to enhance the capacities of the members and staff of Parliament to enable the institution to more efficiently and effectively fulfill its legislative, oversight and representational functions.

**B. Outcome Area 2: By 2016 public institutions are strengthened and possess the capacities, policy frameworks and tools to: target and deliver improved services to identified vulnerable groups, and develop and deliver to identified vulnerable and underserved groups and individuals programmes for income generation and sustainable livelihoods, life and employment skills, social protection, social housing, affordable energy and food security.**

15. Support will be provided for skills training, productivity-enhancing initiatives and employment-generation programmes for: youth, persons with low levels of education, unskilled and semi-skilled workers, and vulnerable women. UNDP will also support developing enabling frameworks for small and medium-sized enterprises in order to promote employment creation and income generation. In addition, the organization will support programmes in the fields of sustainable energy and food security.

16. Assistance will be provided to: build capacity for research, database management and monitoring of the housing sector; develop social housing programmes targeting the poorest and most vulnerable groups; and improve coordination and synergies among public and private stakeholders in the social housing sector.

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17. The Government will be assisted in developing a MDG acceleration strategy to address MDGs on which progress has been slow. These Goals involve poverty reduction, gender equality and women's empowerment, maternal mortality and environmental sustainability. UNDP will support the implementation of programmes to ensure faster progress towards achieving these Goals by 2015. UNDP will also support the production of MDG progress reports which present the national progress, achievements and lessons learned.

**C. Outcome Area 3: By 2016 public and relevant national-level institutions are strengthened and possess the institutional capacities, management instruments, policy frameworks and competencies to: promote environmentally sustainable development; adapt to and mitigate the impacts of climate change on the most vulnerable; and prepare for and empower vulnerable communities to respond to natural disasters and other anthropogenic-induced hazards.**

18. Support will be provided for enhancing the capacities of Government and other national actors for maintaining the natural capital and ecological services provided by Suriname's varied ecosystems, and for building resilience to adapt and mitigate the effects of climate change. UNDP will provide assistance in the management of coastal protected areas and of watersheds and water resources. On request it will help build capacity to monitor and manage the negative impacts of extractive activities involved in small-scale gold mining, bauxite and oil production. UNDP will also be prepared to support programmes to phase out the use of pesticides and harmful chemicals in agriculture, and of ozone-depleting substances used in industrial and commercial activities.

19. Support will be provided for targeted interventions in the areas of integrated chemicals management, sustainable land management and spatial planning, conservation and sustainable use of biodiversity, capacity building for disaster preparedness and response and early recovery, and sustainable energy policy. On request support will also be provided to access multilateral trust funds such as those connected with the Global Environment Facility (GEF) and the Montreal Protocol, and to facilitate access to emerging global financing modalities such as the Adaptation Fund, REDD-plus, carbon emissions trading and the clean development mechanism.

#### **IV. Programme management, monitoring and evaluation**

20. The programme will be implemented using the national execution modality with UNDP providing implementation support on request. The HACT will be more resolutely adopted, with the advance of funds modality used as much as possible. Direct implementation will be used only where it adds value. UNDP will expand staff levels and strengthen its systems to ensure continued provision of value-added development support and services. UNDP will continue to support the Delivering as One agenda in Suriname, with a greater emphasis on joint programming and implementation.

21. Emphasis will be placed on strengthening risk assessment and management practices for effective programme design, monitoring and evaluation, and on the use of the Atlas project-management module. Project, cluster and outcome evaluations will be undertaken with greater frequency. UNDP monitoring and evaluation processes will be aligned to the UNDAF monitoring and evaluation plan for improved synergies. Support will also be provided for producing national MDGs and Human Development reports as the basis for monitoring progress in specific outcome areas.

22. UNDP will seek to secure funding from United Nations and UNDP trust funds. This will be done in parallel with a Government effort to secure funding for implementing the country programme from bilateral sources as well as from other multilateral sources and its own resources. On request UNDP will help the Government prepare the required funding documents and develop strategies for accessing and managing development inflows.

## Annex. UNDP results and resources framework for Suriname, 2012-2016

Resources for 2012-2016: Regular: \$672,000; Other: \$14,000,000; Total: \$14,672,000

<b>NATIONAL PRIORITY OR GOAL:</b> Incorporate principles of good governance in national policy with the aim of creating a society based on equity and equality; emphasize on MDGs 1, 2, 3 and 8.					
<b>COUNTRY PROGRAMME Outcome Area 1:</b> Institutional capacities, competencies and tools for: improved efficiency and accountability in public management; enhanced responsiveness of democratic governance institutions and participation in representative and legislative processes, policy and decision-making; and demonstrated improvements in the promotion and protection of human rights and well-being. <b>Outcome indicator: # 1</b> - Existence of institutional capacities, policy frameworks and competencies to enhance democratic governance in line with national development priorities. <b># 2</b> - Critical mass of non-governmental agencies involved in the design and implementation of policies for transparency, access to justice, citizen security, human rights, public management and legislative processes. <b>Related strategic plan focus areas:</b> Democratic Governance					
<b>GOVERNMENT PARTNER CONTRIBUTION</b>	<b>OTHER PARTNER CONTRIBUTIONS</b>	<b>UNDP CONTRIBUTION</b>	<b>INDICATORS, BASELINES AND TARGETS FOR UNDP CONTRIBUTIONS</b>	<b>INDICATIVE COUNTRY PROGRAMME OUTPUTS</b>	<b>INDICATIVE RESOURCES BY OUTCOME (\$)</b>
By 2016 the Government will put in place institutional capacity and policy frameworks for enhanced participation of stakeholders in the design and implementation of policies for a more rights-based society.	Other development partners will assist Suriname in attaining a more rights-based society through financial and technical resources	Modest financial assistance and provision of technical assistance to design policies, training programmes and advocacy activities.	<b>Indicator:</b> Institutional capacities, policy frameworks and competencies to promote and protect human rights. <b>Baseline:</b> No national human rights policy or action plan. <b>Target:</b> National human rights plan.  <b>Indicator:</b> Policy frameworks and trained personnel for improved public management. <b>Baseline:</b> No frameworks in place to improve efficiency and accountability. <b>Target:</b> Nationally agreed plan in place by end 2013.	Human rights integrated in the development processes.  Policy, regulatory and enforcement instruments in place and supported with resources.	<b>Regular: 200,000</b>  <b>Other:</b> <b>Government cost-sharing: 500,000</b> <b>Third-party cost-sharing: 1,000,000</b>
<b>NATIONAL PRIORITY OR GOAL:</b> Fair distribution of wealth and equal opportunities for all.					
<b>COUNTRY PROGRAMME Outcome Area 2:</b> Institutional capacities, policy frameworks and tools to: deliver improved services to identified vulnerable groups; and programmes for income generation and sustainable livelihoods, life and employment skills, social protection, social housing, affordable energy and food security provided to identified vulnerable and underserved groups and individuals. <b>Outcome indicators: # 1</b> - Existence of programmes to deliver identified social services to the poor and vulnerable especially in the interior districts. <b># 2</b> - Income generation and job creation opportunities available and accessible to identified groups and individuals. <b>Related strategic plan focus areas:</b> Poverty Reduction and MDGs					

By 2016 Government will have strengthened public institutions, established policy frameworks, delivery mechanisms and tools to improve services to identified vulnerable groups.	UNDP regional programmes including support to poverty assessment and reduction in the Caribbean. Resources and technical support of civil society organizations, particularly disadvantaged and vulnerable groups.	Modest financial assistance and technical assistance to design policies, training programmes and advocacy activities.	<b>Indicator:</b> Existence of support mechanisms; existence of tripartite platform. <b>Baseline:</b> limited livelihood development opportunities for youth, vulnerable and disadvantaged groups. <b>Target:</b> Effective pro-poor and sustainable financial and technical support mechanisms established. <b>Indicator:</b> Capacity-strengthening programme implemented. <b>Baseline:</b> Weak national capacities in pro-poor policy formulation, programming and budgeting. <b>Target:</b> National MDGs and poverty strategies developed.	Skills training, productivity-enhancing initiatives, youth, employment programmes and social-housing programmes. MDG acceleration strategy, particularly for lagging MDGs.	<b>Regular: 200,000</b>  <b>Other: Government cost-sharing: 500,000</b>  <b>Third Party cost-sharing: 1,000,000</b>
<b>NATIONAL PRIORITY OR GOAL:</b> MDG-7: Ensuring environmentally sustainable development – sustainable energy and green development.					
<b>COUNTRY PROGRAMME Outcome Area 3:</b> Institutional capacities, policy frameworks and competencies to promote environmentally sustainable development; adapt to and mitigate the impacts of climate change; and respond to natural disasters and hazards. <b>Outcome indicators:</b> # 1 - Existence of institutional capacities, policy frameworks and competencies to promote environmentally sustainable production; # 2 - % of targets in national biodiversity and climate change and sound chemical-management plans that are achieved; # 3 - % of targets in policies and action plans promoting stronger, more resilient hinterland and coastal communities. <b>Related strategic plan focus areas:</b> Energy and environment					
By 2016, Government will put in place capacities and policy frameworks for participatory, environmentally sustainable production systems and empower communities to respond to natural disasters and hazards.	Donor coordination group on environment will mobilize and coordinate technical and financial resources with special emphasis on vulnerable communities. University of Suriname will promote economic environmental costing analysis.	Support preparation of gender-sensitive action plans and programmes; and capacity building for sustainable development and external negotiations on climate change and financing.	<b>Indicator:</b> Institutional capacities, policy frameworks for sustainable development. <b>Baseline:</b> No national policy or plan. <b>Target:</b> Green economic development plan by 2012. <b>Indicator:</b> % of targets in biodiversity, climate and chemical management plans achieved. <b>Baseline:</b> Biodiversity and climate plans are being prepared; no chemical management plan. <b>Target:</b> 50% by 2016. <b>Indicator:</b> % of targets implemented for more resilient hinterland and coastal communities. <b>Baseline:</b> Early recovery strategy and action plan drafted. <b>Target:</b> 50% of plan implemented by 2016.	Environmental policies integrated in development planning. Planning, monitoring, regulatory, enforcement, reporting capacities assessed, resources mobilized for implementation.	<b>Regular: 272,000</b>  <b>Other: Trust Funds: 9,000,000</b>  <b>Third Party: 2,000,000</b>