Evaluation of the UNDP Country Programme (2017-2021)

Final Report

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ACKNOWLEDGEMENTS

With the exception of the opinions of the interviewees consolidated in Chapter 7: Findings, all opinions expressed in the Report are those of the evaluators and do not represent the official position of the United Nations Development Programme and/or the partners.

ACRONYMS

ASGM	Artisanal Small-Scale Gold Mining
BGA	Bureau for Gender Affairs
BNTF	Basic Needs Trust Fund
CBD	Convention on Biological Diversity
CBvS	Central Bank of Suriname
CCA	Common Country Assessment
CDB	Caribbean Development Bank
CO	Country Office
CPD	Country Programme Document
CSO	Civil Society Organization
DaO	Delivering as One
DG	Democratic Governance
DIM	Direct Implementation Modality
DRR	Deputy Resident Representative
EIU	Economist Intelligence Unit
EnGenDER	Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean
ENR	Environment and Natural Resources
EU	European Union
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
FGRM	Feedback, Grievance and Redress Mechanism
GBS	General Bureau of Statistics
GBV	Gender Based Violence
GCCA	Global Climate Change Alliance
GDP	Gross Domestic Product
GEEHR	Gender Equality, Equity and Human Rights
GEF	Global Environment Facility
GEF/SGP	Global Environment Facility/Small Grants Programme
GES	Gender Equality Strategy
GEWE	Gender Equality and Women's Empowerment
GFT	Gender Focal Team

GLOC	Government Local Office Cost
GNI	Gross National Income
HDI	Human Development Index
HFLD	High Forest Low Deforestation
HLPF	High Level Political Forum
IDB	Inter-American Development Bank
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
IP	Initiation Plan
IRWM	Integrated Water Resource Management
ITPs	Indigenous and Tribal Peoples
J-CCP	Japan Caribbean Climate Change Programme
KAMPOS	Collaboration of Tribal Peoples in Suriname
KKF	Chamber of Commerce Suriname
LAC	Latin America and the Caribbean
LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
MDGs	Millennium Development Goals
MIC	Middle Income Country
MUMA	Multiple Use Management Area
NAMA	National Nationally Appropriate Mitigation Action
NDC	Nationally Determined Contribution
NDP	National Development Plan
NGOs	Non-Governmental Organizations
NIM	National Implementation Modality
NIMOS	National Institute for Environmental Development in Suriname
NSBS	National Foundation for the Blind and Visually Impaired
OECD/DAC	Organization for Economic Co-operation and Development/Development Assistance Committee
PAHO/WHO	Pan American Health Organization/World Health Organization
PWDs	People with Disabilities
RBM	Result Based Management
RCO	Resident Coordinator Office

RD-SEIA	Rapid Digital Socioeconomic Impact Assessment (RD-SEIA)
RFF	Resource and Results Framework
ROAR	Results-oriented Annual Reporting
RWH	Rain Water Harvesting
SBB	Foundation for Forest Management Production Control
SD	Social Development
SDGs	Sustainable Development Goals
SEIA	Socio Economic Impact Assessment
SFISS	Sustainable Forestry Information System Suriname
SH	Sexual Harassment
SPO	Suriname Planning Office
SSLC	Suriname Survey of Living Conditions
Sudobe	Surinamese Foundation for Deaf Persons Interests
SWRIS	Suriname Water Resources Information System
ToC	Theory of Change
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNMSDF	United Nations Multi-Country Sustainable Development Framework
UNOPS	United Nations Office for Project Services
UNRC	United Nations Resident Coordinator
VIDS	Association of Indigenous Village Chiefs in Suriname
VSB/STIA	Suriname Trade and Industry Association

1. EXECUTIVE SUMMARY

The final evaluation of the Country Programme of the United Nations Development Programme (UNDP) Suriname 2017-2021 was carried out in February – May 2021. The evaluation was requested by the UNDP Suriname and carried out from Panama and Suriname by a two-person external Evaluation Team. The timing of the evaluation was related to the preparation of United Nations Multi-Country Sustainable Development Framework (UNMSDF) 2021-2025 and the development of a new mid-term (5 years) development plan, the National Development Plan of Suriname (NDP) 2021-2026. The *objective* of the Evaluation is to generate relevant and useful information to support evidence-based decision making and provide strategic direction and inputs to the preparation of the next UNDP CPD and the next UNMSDF, both scheduled to be prepared in the 1st quarter of 2021.

As per the Terms of Reference, this Evaluation has been designed with *dual purposes*: 1) to allow national counterparts and UNDP to meet their accountability objectives, and 2) to capture good practices and lessons learned. It also aimed to assess the *relevance* of the CPD and UNDP's overall intervention, including an assessment of the appropriateness of its design, including objectives, planned outputs, activities, and inputs, factors (both positive and negative) that have affected the implementation of the programme, the extent to which adequate monitoring was undertaken throughout the period and the extent to which evaluation systems were adequate to capture significant developments and inform responsive management. The primary *users* of the evaluation results are UNDP Suriname and the Government of Suriname.

The present evaluation was a summative and formative non-random process and result evaluation at the outcome level. Using the standard evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency and Sustainability, and the additional criterion of Gender Equality, Equity and Human Rights, the evaluation assessed the CPD in its entirety, covering the period from January 2017 to-date, including the Results Matrix that constitutes the basis for the monitoring and evaluation of the 3 established outcomes, its 23 indicators, baselines and targets for 2021, budget and funding sources and the responsible parties. The evaluation also assessed the extent to which the programme contributes to the advancement of human rights for the rights holders, especially the women and most disadvantaged, marginalized, and excluded or those at risk of exclusion.

The evaluation reviewed more than 120 sources of written information and conducted forty-eight virtual individual and group interviews with eighty-three respondents representing the Government of Suriname, the UN Agencies operating in the country (both in-country as well as from exterior), international development partners, national and civil society representatives, including the private sector. The evaluation did not encounter major limitations, the most notable ones were related to limited timeframe and delays in confirmations from stakeholders, which resulted in the extension of the timeline as well as absence of stakeholders from the past Government. The most important challenge was absence of important documentation, such as annual, quarterly and final reports, annual workplans, project extensions and other such information.

The Evaluation made the following conclusions:

Conclusion 1. Relevance, Effectiveness, sustainability: The Country Programme (CP) was formally relevant as it correctly identified the country's development challenges and needs and offered a logical programmatic response; however, its actual scale does not fully match the identified needs and the implemented programme is disconnected from the intended goals. This disconnect limits the CP's overall effectiveness and sustainability to the area of Environment and Natural Resource Management, where it has achieved most notable results and has the best potential for sustaining them.

Conclusion 2. Relevance, Effectiveness, GEEHR: Despite the disconnect between the programme's intended logic and its actual scale, UNDP has been making important efforts to increase the Programme relevance and effectiveness. The programme developed some interventions that are more in line with the intended programme logic, although these interventions were not formally tied with the CPD Outcomes and Outputs.

Conclusion 3. Relevance, effectiveness, sustainability: While UNDP is appreciated as a trustworthy partner, the Country Programme's limited relevance, effectiveness and sustainability are due to the disconnect between the intended programme vision, and the limitations of its design and implementation; reduced flow of resources to MIC and specifically, lack of funding available to for Democratic Governance and Social Development areas; significant challenges imposed by institutional weaknesses and lack of political will and national uptake; disruptions in programme continuity due to elections, turnover in civil service and COVID-19 pandemic; ineffective business model and human resource capacities.

Conclusion 4. Relevance, coherence, GEEHR: UNDP enjoys a good standing among all stakeholders and is viewed as a trustworthy, responsive and competent partner in specific areas of their involvement, capable of mobilizing funds for environment, provide operational support to project implementation and provide technical assistance; however, few beyond the UN are aware of the entirety of UNDP's mandate and portfolio and its specific value added.

Conclusion 5. Relevance, effectiveness, efficiency, GEEHR: UNDP's programme is heavily supply-driven as the most relevant, effective and efficient endeavors are those linked with donor funds and/or regional or global programmes or interagency endeavors. The CO has not yet been able to expand the demand for its services and position itself as the integrator of diverse development interventions under its global Human Development mandate.

Conclusion 6. Effectiveness GEEHR: UNDP has developed strong and innovative partnerships with the government, the UN, NGOs and private sector, which it can use to enhance its integrator role in Social Development, Democratic Governance and most importantly, to accelerate the progress on SDGs and develop more integrated and comprehensive solutions to assist the country in the aftermath of COVID-19 towards green recovery.

Conclusion 7. Efficiency, effectiveness, sustainability, relevance, GEEHR: In its current state, UNDP's business model is not efficient and conducive to a stronger performance and impact. UNDP's current project-based model driven by ENR funding is not sufficient for a more comprehensive and efficient tackling of complex systemic challenges to achieve outcome-level changes especially in the areas of governance, social development, gender equality, equity and Human Rights.

Overall, the Country Programme has been rated as Moderately Satisfactory on a scale of 1-5 (1 – highly unsatisfactory; 2 - unsatisfactory; 3 – moderately satisfactory; 4 – satisfactory; 5 - highly satisfactory) as follows:

Evaluation Criterion	Rating	Explanation
Relevance	3	Satisfactory
Effectiveness	2.5	Unsatisfactory
Coherence	3.5	Moderately satisfactory
Efficiency	3.5	Moderately satisfactory
Sustainability	2.5	Moderately satisfactory
GEEHR	3.5	Moderately satisfactory
Overall	**3.1**	**Moderately satisfactory**

The Evaluation made the following strategic recommendations:

1. **Relevance, Effectiveness, Efficiency, Sustainability:** Improve coherence and the programmatic logic of the future CPD by developing a programme Theory of Change as a basis for the new CPD RRF, based on an in-depth understanding of structural and underlying causes, assumptions and risks, including contextual risks and own limitations and strengths.
   a. Conduct a thorough stakeholder analysis, including the government, civil society and donor community, and carry out stakeholder consultations to identify their priorities, areas of convergence, partnership and financing opportunities and priorities and to define the niches where UNDP has a greater added value and can develop partnerships to ensure the sufficiency of outcomes and complementarity;
   b. Determine the potential sources of funding in advance to avoid overambitious outcomes and outputs, which cannot be implemented because of the lack of funds;
   c. Identify the areas of greatest political sensitivity and risk and seek alliances to build alternative proposals;
   d. Using the findings of the CCA and consultations with the stakeholders and UNCT, identify key deprivations to be addressed and carry out a causal analysis of the main gaps and barriers; define what is needed to address those gaps and barriers and who can address them.
2. **Relevance, GEEHR:** Ensure that the process involves both duty bearers and rights holders to generate actions from the perspective of human rights and equality, including gender equality and women's empowerment.
   a. Consider carrying out surveys and focus group consultations with key population groups to identify bottom-up needs and build consensus on strategic solutions that transcend the temporality of five-year planning.
3. **Relevance, Effectiveness, Efficiency:** Consider developing programme portfolios with cross-sectoral synergies to increase horizontal integration and enhance programme relevance and effectiveness, using the ENR area as a possible point of entry.
   a. Using the available corporate resources, consider carrying out "sense-making" exercises to kick-start the thinking about new approaches to complex challenges and develop a comprehensive vision of collective assets,

capabilities, relationships and system effects of the entire country programme instead of a separate set of projects;

b. Based on the identified strengths and assets, develop packages of proposals for donor funding, leveraging IFIs, private sector and thematic/trust funds.

4. **Relevance, Effectiveness:** Develop the CPD Results Framework based on the Theory of Change (ToC) validated with a broad participation of the key stakeholders with the underlying assumptions and risks reflecting the realistic commitment and participation of all responsible parties, resource availability and mobilization perspectives, etc.

   a. Consider the concept of attribution/contributing, when developing the CPD outputs, to ensure the coherence and alignment with outcomes;

   b. Consider developing intermediate outputs, to reduce the gap between the outcomes and outputs following the if/then logic of the ToC.

5. **Relevance, Effectiveness, Efficiency, GEEHR:** Improve the RBM capacities and gender-responsive M&E culture in the CO and improve the monitoring at project and output level to track progress towards the outcomes.

   a. Strengthen the mechanisms for monitoring, evaluation and reporting, establishing minimum reporting benchmarks (at least annual and final) and minimum common formats and standards for project and programme monitoring;

   b. Ensure that the CO collects quality data disaggregated by gender, age, and other parameters for the construction of the baselines and targets and monitoring the progress of projects, and ensuring the Human Rights and Gender-Based approach in programming;

   c. Carry out regular training on Results-Based Management and ensure timely planning and accountability;

   d. Consider a position for a M&E specialist, through core or project funding.

6. **Relevance, Effectiveness, Efficiency, Coherence:** Ensure constant course correction and adjustment of the CPD ToC, especially after the elections and subsequent changes in government, or other major events that affect the programme and the country in general.

   a. Ensure continuous monitoring of progress according to the Theory of Change and risk analysis;

   b. Carry out mid-term review of the CPD regularly to verify the validity of the ToC and its assumptions and risks.

7. **Relevance, Effectiveness, Efficiency, Sustainability:** Improve the visibility and strategic positioning by increasing the communication and awareness on UNDP mandate, focus and programme portfolio.

   a. Consider communication as the development tool and develop a communication strategy and innovative tools based on a clear understanding of different audiences (government, CSO, donors, private sector, youth, ITPs, PWD, women, rural/urban populations), their needs, and expectations and access to different communication modalities;

   b. Develop a CO knowledge management strategy and link it with the communication strategy to promote the UNDP offer and generate the demand for UNDP services;

   c. Allocate funds for communication and public relations and outreach activities

    d. Identify champions to promote topics of interest (SDG, Violence/GBV, Human Rights (ITPs, PWD), migration, gender, resilience, climate change, youth) in collaboration with the UN Agencies.

8. **Efficiency, Effectiveness:** Strengthen the HR capacity in the area of SD and DG.
   a. Look for opportunities to fund additional posts to enhance the DG and SD areas, especially if the separate position of Gender Focal Point is not envisaged.

9. **Sustainability:** Strengthen sustainability strategies in projects and for the CPD
   a. Ensure to develop adequate sustainability and exit strategies for activities and projects under the CPD, based on the original ToC assumptions and risks and follow up through continuous situational and performance monitoring.

The Evaluation also identified a number of lessons learned:

1. The Government term and the UNDP programme cycle do not coincide. In the year that the CPD is being evaluated and developed, the new Government is initiating the preparations of the next National Development Plan. This happens every 5 years and is a good opportunity for the CO to test the validity of the Country Programme Theory of Change, its assumptions and risks and engage with the Government in strategic consultations on its priorities. This will allow, on the one hand, to make necessary adjustments to the ongoing programme and on the other, offer the incoming Government a package of customizable UNDP's services that can reinforce UNDP's comparative advantages and facilitate UNDP's early engagement in planning the national development priorities, thus advancing the preparations of the next CPD.

2. Sometimes old ways can be most innovative – while rightly pursuing modern digital communication platforms and tools, it is important to remember that many communities, especially those in the hinterlands and rural areas, those deprived of liberty, the elderly or people with hearing or vision impairments, may not be able or willing to use modern technologies. In these circumstances, old-fashioned means such as the radio, community message boards and networks, billboards and newspaper ads can be a cost effective and efficient way to reach the most vulnerable and excluded

3. Getting all the key stakeholders on board and reaching a common understanding of the context of the programme to be implemented is a time consuming and challenging process. This was visible with the REDD+ programme where different viewpoints were at play role and stakeholders were adamant on protecting their interests, which caused certain delays.

4. Capacities and institutional frameworks both for Government and Civil Society are weak and will negatively impact the implementation of proposed programmes and projects. When developing the CPD, national stakeholders may propose and agree with proposed outcomes and outputs but may not be fully aware on the intensity of implementation process and not be equipped and skilled to independently coordinate and implement programmes and projects. This points to the necessity for the UNDP CO to go through an extensive advocacy process with the national stakeholders, to ensure the buy-in necessary for the delivery of planned results and long-term sustainability.

5. Community based activities are essential, not only to advance the UNDP goals and achieve SDGs, but to foster the visibility and increased the awareness about UNDP's work. However, these activities should be integrated into a larger vision towards the overall outputs and outcomes. Since the communities will reach out to the UNDP with proposals of a small reach, UNDP should strive to simultaneously engage the key government institutions with these communities while strengthening and facilitating the community organizations to independentize, expand their scope and expand their outreach.

6. Under the current CPD, the UNDP has provided the coordination and implementation support to other international partners e.g., the CDB and the EU. This has strengthened the CO's capacity to mobilize, coordinate and engage with partners. This capacity should be thoroughly examined to determine the potential in the coming CPD and identify international partners as potential financial contributors.

2. EVALUATION DESCRIPTION

2.1. Object of the Evaluation

The *object* of the Evaluation is the UNDP Country Programme 2017-2021 (hereinafter referred to as the CPD or Programme) and its Results and Resources Framework (RRF), which was approved by the UNDP/UNFPA/UNOPS Executive Board during the Second regular session in 2016.

2.2. Evaluation timing, objective and purpose

As of November 2020, the UN System has embarked on a Common Country Assessment (CCA) process to determine the development conditions of the country in view of the preparation of United Nations Multi-Country Sustainable Development Framework (UNMSDF) 2021-2025 in collaboration with the Government of Suriname. This process coincides and is closely aligned with the development of a new mid-term (5 years) development plan, the National Development Plan of Suriname (NDP) 2021-2026, for which the preparations have been started by the new government, following a successful democratic election process in May 2020.

The *timing* of the Evaluation is related to the above process and the anticipated completion of the Country Programme cycle in 2021 and the preparation for the new Country Programme Document. In this regard, the evaluation is of critical importance as it aims to provide evidence and objective information to allow the UNDP Country Office to make informed decisions on how to design its interventions in the forthcoming cycle, strengthen UNDP positioning in Suriname in a strategic way and support the Government and the society of Suriname in their efforts to advance towards a sustainable and equitable future in the COVID-19 era.

Therefore, the *objective* of the Evaluation is to generate relevant and useful information to support evidence-based decision making and provide strategic direction and inputs to the preparation of the next UNDP CPD and the next UNMSDF, both scheduled to be prepared in the 1st quarter of 2021.

As specified in the Terms of Reference, the Evaluation has been designed with *dual purposes*: 1) to allow national counterparts and UNDP to meet their accountability objectives, and 2) to capture good practices and lessons learned. In this sense, the evaluation is both

summative and formative. Most importantly, the evaluation will allow the UNDP to meet its accountability objective to the UNDP's Executive Board, national counterparts and other actors involved in the CPD implementation and to capture good practices and lessons learned.

As specified in the Terms of Reference, the evaluation has the following complementary purposes:

- **Strategic Positioning, Concept, and Design**: The Evaluation will assess the *relevance* of the CPD and UNDP's overall intervention, including an assessment of the appropriateness of its design, including objectives, planned outputs, activities, and inputs. The evaluation will also look at *factors* (both positive and negative) that have affected the implementation of the programme.

- **Monitoring, Evaluation and Risk Management:** A further focus of the evaluation will be on the extent to which adequate monitoring was undertaken throughout the period and the extent to which evaluation systems were adequate to capture significant developments and inform responsive management. The evaluation will assess how lessons learned have been captured and operationalized throughout the period under investigation.

The primary *users* of the evaluation results are UNDP Suriname and the Government of Suriname. The results, lessons and recommendations of the Evaluation will serve UNDP Suriname for analyzing its standing, performance, strengths and weaknesses and for planning future strategic programmatic interventions The evaluation report will be published on the UNDP's ERC and can be shared with key stakeholders, which include the Government of Suriname; national and international non-governmental organizations; international development partners; civil society, including the private sector to foster meaningful discussions on UNDP's role in the country and help define strategic areas of intervention in the coming cycle.

2.3.   Evaluation Scope

According to the Terms of Reference (TOR), the unit of analysis is the CPD in its entirety, covering the period from January 2017 to 2021 and includes the Results Matrix that constitutes the basis for the monitoring and evaluation of the 3 established outcomes, its 23 indicators, baselines and targets for 2021, budget and funding sources and the responsible parties.

The Evaluation covered all aspects of the CPD implementation included in the evaluated period including the target groups, geographical scope, organizational set-up, implementation arrangements and institutional context and other dimensions that define the evaluation.

Given that this is a programme evaluation, the team did **not** assess the effectiveness/ efficiency and sustainability of the individual projects implemented during the current cycle, but analyzed them in the overall context of the CPD to assess the extent to which they contributed to the outcomes.

Likewise, their relevance and value added was analyzed to the extent they contributed to UNDP's programmatic offer and UNDP's strategic positioning and comparative advantages in the current development context, especially vis-à-vis the other UN agencies.

More specific description of the evaluators' approach to the analysis is described in Chapter 4. Methodology.

2.4. Report structure

The Evaluation report follows the structure proposed Terms of Reference and the basic structure of the UNDP Development Results Planning, Monitoring and Evaluation Manual and contains 11 chapters and 11 annexes.

Chapter 1 contains the 5-page Executive Summary with the main findings, conclusions and recommendations.

Chapter 2 presents the purpose and objective of the Evaluation, describes its purpose, scope, and use, the primary audience for the report, and outlines the structure and contents of the report.

Chapter 3 provides the background and development context as well as the description of the intervention.

Chapter 4 describes the Evaluation phases and the composition of the work team;

Chapter 5 explains the Evaluation methodology and outlines the criteria used in the process, data collection methodology and analysis, sample and data quality, data collection and triangulation procedures and instruments, and ethical considerations;

Chapter 6 presents the limitations and challenges of the Evaluation;

Chapter 7 provides the key findings of the Evaluation.

Chapter 8 presents the Evaluation conclusions and general suggestions.

Chapter 9 presents the strategic and operational recommendations.

Chapter 10 contains the Lessons Learned.

Chapter 11 contains the list of Annexes.

3. DESCRIPTION OF THE INTERVENTION

3.1. Background and development context

Suriname is a small upper middle-income country that is situated in the northern part of South America and borders French Guyana, Guyana, Brazil and the Atlantic Ocean. Suriname is divided into 10 administrative districts and its capital city is Paramaribo. The country, which is largely covered by tropical rainforest, has a surface area of about 163,820 square kilometers. About 90 percent of the population lives in the coastal area, and 72 percent lives in a 30-kilometer radius around the capital of Paramaribo. According to the General Population and Housing Census (General Bureau of Statistics, 2012), the population of approximately 541.638 persons consists of the following ethnic groups Hindustani (appr. 27 percent); Maroons (appr. 22 percent); Creoles (appr. 16 percent); Javanese (appr. 14 percent); mixed race (appr. 13 percent); Indigenous peoples (appr. 4 percent); Chinese and Caucasians and others for the remaining percentage. Even though Suriname has a multi-ethnic population, there have not been unrest or eruptions among the different groups. Over the years, each ethnic group has been able to hold on to its beliefs and cultures while adopting new ones from all the intercultural mingling.

Based on the Constitution of the Republic of Suriname of 1987, Suriname is a democratic State and has three branches of power: Executive, Judicial and Legislative. The Legislative branch is the National Assembly in which 51 members take seat and who are elected through general, free and secret elections for a five-year term. The most recent election was held on 25 May 2020 and the new Government of President Chandrikapersad Santokhi Vice-President Mr. Ronnie Brunswijk took office as of 16 July 2020.

The Constitution states that people within the territory of Suriname (not just citizens of the country) have the right to life and equal claim to protection of person and property; that no one shall be discriminated against on the grounds of birth, sex, race, language, religious origin, education, political beliefs, economic position or any other status. In addition, the law gives individuals and organizations the right to seek civil remedies for human rights violations in local courts and individuals and organizations have the right to appeal decisions to regional human rights bodies, namely the Inter-American Commission on Human Rights.

COVID-19 and its impact

The first positive (imported) case of COVID-19 was reported on 13 March 2020, which was followed by swift action of the previous Government to contain the importation of cases by closing all borders (air, land, sea) and introducing partial lockdown response measures. The Government's response to COVID-19 has included the full range of social-health containment measures, many of which are still in place and being relaxed based on the developments in the positivity rates. Both the previous and the current governments are credited for implementing measures to protect vulnerable and low-income households and to compensate for losses in private companies by increasing child support, allowances for the elderly and allowances for persons with a disability, payment of unemployment benefits to people who lost their jobs etc.[1]

The Government established a National Response Plan to combat COVID-19, which includes the creation of a National COVID-19 Management Team. An Emergency Fund was established to finance measures against the COVID-19 pandemic, as well as to channel and manage both national and international resources obtained in a targeted manner for tackling the crisis.[2] The private sector set up the SU4SU fund to contribute to updating the facilities necessary for the accommodation and treatment of COVID-19 infected patients as well as in mobilizing funds to support the purchase of vaccine. The fund calls on the private sector and non-profit organizations to donate to the fund.[3]

The containment measures led to the stabilization of the positive COVID-19 cases between March – April 2020, but since then Suriname is currently experiencing its 3rd wave of COVID-19 infections. The case numbers have been rising again. As of 3 May 2021, there were a total of 10,543 positive-tested COVID cases of which 9,474 persons have recovered and 207 have died. [4] The Government's information shows that 43,722 have registered online for vaccination and 38,351 persons have received their 1st dose.[5] The Government has been actively campaigning for persons to get vaccinated and is preparing for a more elaborate

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[1] UN CCA Suriname 2020

[2] COVID-19: Socioeconomic Implications on Suriname, IDB, 2020

[3] https://su4su.sr/

[4] https://bogsuriname.com/dashboard/

[5] https://laatjevaccineren.sr/

nationwide vaccination campaign as it is anticipated that the Government will receive more vaccines.

While the new National Development Plan is still in the making and therefore, official priorities are not yet established, the new Government which took office in 2020, is reportedly focusing during the first half of its tenure on the economic recovery.[6]

Economic situation

The economy of Suriname has long been dependent on extractive industries, namely the extraction, processing and export of gold, oil and bauxite (the last product until 2016) which have historically contributed to about 30 percent of GDP and 90 percent of exports.[7]

For 2020, the Suriname Planning Office estimated a downsizing of the economy of 8.8 percent. This is mainly due to the reductions in the non-mineral sector of almost 18 percent and the reductions in the mineral sector of 0.4 percent. The non-mineral sector, in both manufacturing and services, was expected to decline by 19 percent and 17 percent respectively. The sharp drop is due to the current economic crisis and the sharp 75 percent drop in production in the tourism sector due to the COVID-19 pandemic. The involved industries transport, hotel and restaurants are experiencing difficult times as a result. The non-mineral sector includes the timber, shrimp, fish, rice and banana sectors. Compared to the mineral sector, the share of these products in the country's total export earnings is modest, at less than 15 percent.[8]

Since their start, the new Government has to tackle two main challenges, namely the ongoing economic crisis and the COVID-19 pandemic. The new Government has been consulting with the International Monetary Fund (IMF). By the end of April 2020, the IMF staff completed policy discussions with the Suriname authorities and reached an agreement on a new medium-term program that could be supported by IMF resources of about US$ 690 million with the duration of 36 months, over 2021-2024. The complete implementation of a set of important policies by the authorities (prior actions) should now be realized by the government.[9]

The Government also implemented fiscal measures included the easing of the financing constraint, dropping the limits to debt financing and introducing a solidarity tax on income. Monetary policy included measures to reduced foreign currency reserves of commercial banks to increase their liquidity, facilitated deferrals on loans, and the exchange rate has been made more flexible, as the parallel market exchange rate premium was estimated at over 100 percent in August 2020.[10]

The Economist Intelligence Unit (EIU) anticipates that the Government will continue to make progress in reducing spending by cutting current expenditures - especially electricity subsidies - as well as improving tax collection and implementing a value-added tax (VAT) to boost revenue. The real GDP will recover extremely slowly in the 2021-2022 outlook period as the COVID-19 pandemic exacerbates existing domestic weaknesses.

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[6] According to interviewed stakeholders, this is expected to impact the development and implementation of programmes in social development, institutional reforms and anti-corruption and Human rights.

[7] UN CCA Suriname 2020

[8] Financial Note 2020, Government of Suriname

[9] https://www.imf.org/en/News/Articles

[10] UN CCA Suriname 2020

According to the Economist Intelligence Unit, the real GDP is not expected to recover to pre-crisis levels within the forecast period. The current account will remain in surplus in 2021; imports will contract, as private consumption continues to fall owing to elevated inflation, higher taxes and lower subsidies. Exports will benefit from a competitive exchange rate and high gold prices. The IMF programme will lead to a crawling peg for the Surinamese dollar. The Government has already established an exchange rate band that is seen as a first towards a more flexible exchange-rate regime. The discovery of offshore oil deposits means that Suriname is poised to become a major producer in the second half of the decade, boosting long-term growth prospects.[11]

Poverty

A definite national poverty definition and poverty line has not been calculated for Suriname. In 2013, the Human Development Atlas was prepared by the General Bureau of Statistics of Suriname (GBS) with technical and financial support of the United Nations Development Program (UNDP) and other UN agencies in Suriname. The Atlas presents the collection of maps and tables on the Human Development Indices and Indicators, Inequality adjusted Human Development Index, Gender Inequality Index and Multidimensional Poverty Index. In 2017, IDB, in cooperation with the Central Bank of Suriname and Suriname's Energy Company carried out the Suriname Survey of Living Conditions (SSLC) in all the ten districts. Approximately 2,100 households took part in this survey. Based on the results, three different poverty lines (in SRD per adult person) were determined for Paramaribo, the coastal area and the rural interior. As a result, the estimates were that 1.6 percent of the population lives in extreme poverty; 26.2 percent lives in overall poverty (may be interpreted as living in survival mode); and that 47.9 percent of people living in the rural interior are poor.[12]

An IDB publication from 2020 indicated that – based on the SLC - those classified as poor across occupations range from 30 percent of skilled agricultural, forestry, and fishery workers to 5.8 percent of workers in the professional's category. In terms of coping mechanisms, 7.4 percent of workers in the services and sales workers category, benefit from remittances, while 8.4 percent of skilled agricultural, forestry, and fishery workers, benefit from some form of government assistance. Statistics from the SSLC show that 17.6 and 26.3 percent of people working in services and sales workers and elementary occupations are classified as poor, respectively. Moreover, another 19 percent of workers in the services and sales workers and elementary occupations are classified as being vulnerable to poverty, respectively. In terms of coping mechanisms, employees of both sectors benefit from remittances and government support programs.[13]

Human Development and Progress towards the SDGs[14]

Suriname's HDI value for 2019 is 0.738, which puts the country in the high human development category, positioning it at 97 out of 189 countries and territories. The 2019 inequality-adjusted HDI value 0.535 and categorizes Suriname under low human development. Between 2005 and 2019, Suriname's HDI value increased from 0.686 to 0.738, an increase of 7.6 percent. Between 1990 and 2019, Suriname's life expectancy at birth

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[11] EIU Country Report, 2nd quarter 2021
[12] UN CCA Suriname 2020
[13] COVID-19: Socioeconomic Implications on Suriname
[14] UN CCA Suriname 2020 & Human Development Report 2020

increased by 4.2 years, mean years of schooling increased by 1.6 years and expected years of schooling increased by 1.3 years. Suriname's GNI per capita increased by about 16.0 percent between 1990 and 2019. Of the 145 countries that are ranked in the 2017 Global Gender Gap Report, Suriname occupies the 86th place.

According to the Common Country Assessment, the overall progress of Suriname towards the SDGs in the past five years was mixed and was lower than expected of an upper-middle income country with its abundant supply of natural resources. The CCA analysis identified three main causes for this mixed performance: the country's ongoing economic and financial recession, the negative impacts of COVID-19 since 2020 and its governance structure, all of which the new government has inherited.[15] Among the key challenges for Suriname with its small population, are the limited human resources regarding quantity, capabilities, skills, knowledge and capacities.

With regard to some social SDG indicators, Suriname has made progress for example: high adult literacy, gender equality in primary and secondary education with females outperforming males, child mortality has decreased; high primary school enrolment rates in both urban areas and the rural interior, high coverage of access to drinking water in both urban areas and rural interior; the national fertility rate has declined to 2.4 births per woman in 2018; and the near elimination of malaria.[16] However, in the past 2-3 years the country has stagnated or regressed against some goals, or regressed e.g., under-nourishment, secondary school enrolment and completion rates, youth employment, increased multi-dimensional poverty among populations in the rural interior (see Table 1).

SDG indicators that are still a challenge include: increased under-nourishment; the stagnating maternal mortality rate; increased obesity among adults especially female obesity which is double that of males; unequal coverage of sanitation facilities with 25 percent of households in the rural interior having no sanitation facilities; increased incidence of violence (emotional, sexual, physical) against women by an intimate male partner; increased incidence of violence against children by a family member; and increasing unemployment among young men and women (also partly due to COVID-19).[17]

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[15] UN CCA Suriname 2020
[16] Ibidem
[18] Ibidem

Table 1. Status of progress towards the SDGs

SDG	STATUS
1,4	Progress Decreasing
9, 11, 13	Progress Stagnating
2, 3, 5, 6, 7, 8, 14, 15, 16	Progress Moderately Improving
10, 12, 17	No data

Source: Own elaboration based on UN CCA

Despite public declarations of commitment to SDGs and advances in monitoring progress by individual institutions, the country does not have a national strategy for SDGs and has not produced a Voluntary National Report (VNR) yet. After early advances with SDG localization and mainstreaming and commitments made at the High-Level Political Forum (HLFP), the country has not advanced due to a low uptake by the previous Government. There is no interinstitutional coordination on SDGs and government institutions that measure SDG progress do it in silo.[18]

Private sector

Overall, that the private sector in Suriname is dominated by small family firms engaged in non-tradable services such as construction, retail, trade, transportation, and hospitality. There are around 200 large private companies with more than 100 employees, which outside of mining tend to sell financial or other non-tradable services to the Government and the extractives sector or import goods not produced in Suriname. Data on the private sector is very limited, but previous company registration data indicates that less than 7 percent of firms engage in agriculture, forestry, agro-processing, or manufacturing.[19] Private sector growth and investment are further hampered by cumbersome business regulations. Starting a business in Suriname takes a very long time: 84 days for men and 85 days for women, with a cost of 101 percent of income per capita, compared to a much lower average of 32 days and 32 percent of income per capita across Latin America and the Caribbean (LAC) (Doing Business 2017).

Market competition is limited in general: Suriname is ranked 98 out of 144 economies in intensity of local market competition according to the Global Competitiveness Index, with associated factors including ineffective anti-monopoly policy, protection from foreign competition by burdensome customs procedures, and restrictive regulation of foreign direct investment (FDI). The case-by-case granting of incentives can bias larger and better-connected firms in the private sector. There is no competition commission or other entity in Suriname that regulates competition.[20] The World Bank Sector Competitiveness Analysis for Suriname identified opportunities for increased diversification in sectors such as tourism, manufactured wood products, agricultural products such as fruit and vegetables, coconut, cereals and animal feed.

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[18] Ibidem
[19] World Bank Sector Competitiveness Analysis for Suriname 2017
[20] Ibidem

Public sector

The public sector accounts for 60 percent of formal employment, funded by the revenues earned from the extractive industries. It should be noted that there are also 144 state-owned enterprises in Suriname operating across most commercial sectors of the economy, including mining, agriculture, tourism, transport, and others. The services sector, including the large public sector, is dominated by retail, trade, infrastructure and transport.

Elections, Political Participation, Citizen Engagement and Participation in Decision-Making

Suriname is a constitutional democracy, with a President elected by the unicameral National Assembly or by the larger United People's Assembly, which comprises the 51 National Assembly members and the elected members of the regional representative bodies, namely the District Council and the Local (resorts within the districts) Council. Fair, free and secret elections are held every five years and the international observation is that Suriname has a good track in having fair elections. The President is the head of State and the Security Council. The President is the commander-in-chief of the armed forces, responsible for foreign policy and promotes the development of the international legal order.

The Constitution of the Republic of Suriname is the supreme national law of the country. It sets out and defines the authority of main bodies of the State and guarantees that the principles of freedom, equality and democracy as well as the fundamental rights and freedoms of mankind will be respected, including freedom of expression and the freedom to vote. The Constitution and supporting legislation provide the guidance to political organizations and the principles that should be adhered.[21] A study from 2012 indicated a 'stable democracy' in Suriname. The general voting behaviour shows no significant gender gap and the overall attitude towards women's political participation was favourable. The representation of women however in the constitutional bodies has varied over the years.[22] The human rights infrastructure has both a legal and an institutional component. The legal component includes the constitutional regulations, other national laws of Suriname and international and regional treaty laws. The institutional infrastructure is composed of Governmental Institutions, Non-Governmental Organizations and International and Regional human rights mechanisms.[23]

Civil Society, Women and Youth

Civil Society plays a key role in advocating for human rights in Suriname and supported efforts to upholding democracy and welfare in the Surinamese society. The Civil Society is very active in the field of good governance and transparency, human rights, socio-economic initiatives, social care for vulnerable groups and environment. They raise awareness when they perceive injustice, disseminate knowledge, stimulate debate on policies and strategic priorities and contribute to public consultations and the development of national legal products. In many cases, matters have been placed on the agenda of the Government as a result of initiatives taken by civil society stakeholders.[24] However despite years of advocacy, Civil Society is still not structurally engaged in policy and decision making process. The Social Economic Council only includes representation of employers (business) organization, employees (labour union) and public sector.

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[21] Suriname progress report on the implementation of the Montevideo consensus, Ministry of Home Affairs, 2018
[22] UN CCA Suriname, 2020
[23] Suriname progress report on the implementation of the Montevideo consensus, Ministry of Home Affairs, 2018
[24] Ibidem

With regard to the situation of women and youth, the Civil Society (also at the community level) is intensively engaged in enhancing their development and advocating for the inclusion and consultation in decision making processes. The local perception is that the input of women and youth are not optimally taken into consideration by Government authorities. Despite these views, the World Bank's governance indicators show that Suriname scores slightly above the regional average on the issue of voice and accountability.[25]

Access to Justice, Citizen Security and Human Rights

Suriname's Constitution guarantees the right to life and equal claim to protection of person and property. Everyone who is deprived of her/his freedom has a right to a treatment in accordance with human dignity. Citizens and organizations can seek civil remedies for human rights violations in local courts and have the opportunity to appeal decisions to regional human rights bodies, namely the Inter-American Commission on Human Rights. Recent adjustments to the Suriname Penal Code, the approval of the anti-corruption legislation, and the legislation on domestic/gender-based violence are supporting the legal framework in Suriname to enhance access. The Human Rights Bureau of the Ministry of Justice and Police advises the Government on regional and international proceedings against the State concerning human rights. It also prepares the State's reporting on international human rights conventions. The National Assembly also has a Commission dealing with issues related to human rights.[26]

The US Department of State Human Rights report 2019 notes that there are some challenges such as insufficient legal assistance to detainees and psychological or psychiatric evaluations, due to financial constraint at the Government's side. The laws protecting LGBTI are in effect but gays and the transgender community still face *stigmatization* and discrimination. Despite the legal protections, the Government itself discriminated against same-sex couples. Currently, Surinamese law affords no special protection for, or recognition of, indigenous peoples. A law on the recognition of the rights of the Indigenous and Tribal Peoples in Suriname has been drafted but not approved yet.[27] Freedom of expression and of the press is guaranteed both through international human rights instruments and in the Surinamese Constitution. The press and other mass media regularly highlight important human rights issues in Suriname and play a vital role in raising awareness, combatting stigma and discrimination and facilitating public debate on these questions. Civil Society also uses the media to put human rights issues on the Governments and public agenda.[28]

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[25] UN CCA Suriname, 2020
[26] US Department of State Human Rights report 2019
[27] UN CCA Suriname, 2020
[28] Suriname progress report on the implementation of the Montevideo consensus, Ministry of Home Affairs, 2018

Corruption

According to Transparency International, Suriname's record on corruption is about average. The National Assembly approved Anti-Corruption legislation in 2017 that includes financial disclosure requirements for certain groups of Government officials. The law calls for income, asset, and financial disclosure and provides strict guidelines for submission timeframes. The Anti-Corruption Commission responsible for implementing the law has not bene approved yet. Reportedly, the new Government has prioritized combating corruption and is pursuing some former Government officials presumably involved in criminal acts, of which some have been arrested.[29]

Environment

Suriname is a high forest cover (93 percent) and low deforestation country, otherwise known as a High Forest Low Deforestation (HFLD) country. Although Suriname's forest cover and deforestation rate currently maintains the country's HFLD status, the trend in the deforestation rate appears to be strongly increasing, and if it continues to increase linearly, the annual deforestation rate may exceed 0.5 percent around 2025 (total forest cover will by then have fallen below 90 percent).

The Mining sector is responsible of 73% of the deforestation in Suriname. The trends show increasing pressures on the forest that could potentially change this situation in the future. For the Government of Suriname, the intention is to keep the country's High-Forest cover and Low-Deforestation (HFLD) status, while not compromising the needs for economic and social prosperity. Suriname is also a signatory to the United Nations Framework Convention on Climate Change (UNFCCC). Environmental issues are further impacted by land tenure issues. About 60% of the population lives in the urban areas, 30% in coastal areas and the remaining 10% lives in the interior. The physical and geographic make up of Surinamese society brings with it an array of complex issues related to land rights.[30]

Suriname's environmental issues differ for the urban and rural areas. In the urban areas, the main environmental problems are waste disposal and wastewater discharges and air pollution. Flooding is caused by the inability of the existing drainage systems to carry away rainfall excesses and disproportionately affects lower-income households that live in the lower-lying parts. In the interior areas, the most prominent threat are the mining activities of extractives, in particular by small-scale gold mining. Due to polluted rivers, the livelihood, health situation and food security of the communities are threatened and there is lack of sufficient cooking and drinking water, but also agricultural activities are affected.[31]

The Government has been taking steps to ensure inclusion of indigenous groups in the conversation on land rights. In any effective policy changes that seek to meet international environmental commitments, which in so doing meet Suriname's sustainable development goals, will have to engage marginalized and minority communities in a meaningful way.

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[29] Suriname progress report on the implementation of the Montevideo consensus, Ministry of Home Affairs, 2018
[30] Mid-Term Review Strengthening National Capacities of Suriname for the Elaboration of the National REDD+ strategy and the design of its Implementation Framework Project, UNDP, 2016
[31] Ibidem

Suriname is negatively affected and threatened by global climate change effects, especially considering that around 80% of the population lives in the coast.[32]

Making the situation more challenging, the institutional framework is not strong enough; mandates in the public administration roles are unclear, even though there is a National Climate Change Policy, Strategy and Action Plan for Suriname 2014-2021. The INDC presented by the Government of Suriname in 2015 includes Forest as a main sector for mitigation, and mentions the REDD+ Project as part of the country´s conditional contribution.

Legislation to regulate mining activities is inadequate and out-of-date and there is no legislation on the rights of Indigenous and Tribal Peoples (ITPs), which creates room for tensions between these groups and for example mining operators and logging companies. A key milestone is the adoption of the Framework Law on Environment in July 2020 by the National Assembly, which includes mandatory environmental impact assessments.

Indigenous and Tribal Peoples (ITPs) in Suriname[12]

The Indigenous Peoples live mostly in the interior and the villages are spread over the 80 percent of the geographical landmass of Suriname with limited or no access to basic services such as health, electricity, and water and sanitation. According to the 2012 census, Indigenous Peoples comprise approximately four percent of the Surinamese population or around 20,000 persons. There are four distinct peoples namely Kaliña, Lokono, Wayana, and Trio and associated peoples (e.g., Wai Wai and Akuriyo) living in around 51 villages. Studies have noted that the extreme geographical challenges and social exclusion experienced by the Indigenous Peoples have affected negatively their general levels of social and economic development and COVID-19 has exacerbated their vulnerable position.

The Indigenous and Tribal Peoples have a long tradition of living sustainably with the forest. They make traditional handicrafts; sell birds, mammals, and reptiles; sell bush meat and fish; and earn from small-scale services such as providing transport, sale and resale of consumer goods, and tourism. They use the land for hunting, fishing, construction materials, medicinal plants and agriculture, amongst others. Depending on the geographical area there is wage labor in the extractive and timber harvesting sector, while the main non resource related wage labor, is with the public sector (Government being the employer). Agriculture production, based on shifting cultivation, is also commonly practiced with cassava as the most important staple crop, which is planted alongside vegetables, and fruits. In the absence of animal husbandry, hunting and fishing provide the main sources of protein.

The northern villages of the ITPs that are close to the road network are in the position to apply for wood cutting licenses and community forests, however, in practice the revenues from these often not reach the communities. Also in most cases the licenses are issued to persons who are not from the villages.

The southern villages, which are only accessible through waterways and/or airplane have very limited opportunities for trade and rely on the selling of bush meat, non-timber forest products and commercial agricultural products.

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[32] Mid-Term Review Strengthening National Capacities of Suriname for the Elaboration of the National REDD+ strategy and the design of its Implementation Framework Project, UNDP, 2016

Despite the lack of formal title under the current legal system, various legal instruments suggest an obligation of third parties to respect the customary rights and obligations of Indigenous and Tribal peoples.

First, there are peace treaties between the Tribal Peoples and the Government. These treaties derive from the 18th century and declare the tribal land to be sovereign under the leadership of the chief. However, the treaties were not included in the legal framework of the Republic Suriname with its independence in 1975. The lack of a formal land tenure system results in tensions over land and resources.[33] The 150 Indigenous and Tribal villages in the interior are tribal, which means that these groups display some form of cultural unity and the members themselves explicitly recognize some affinity towards one another through descent and kinship ties.[34] There are six Tribal peoples groups who have now organized themselves in the organization KAMPOS and one of the major organizations for the indigenous communities is the Association of Indigenous Village Chiefs in Suriname (VIDS).

People with Disabilities[35]

Overall, People with Disabilities (PWDs) face a range of social, cultural and economic barriers to leading a full and healthy life and to participating in decision-making processes that directly affect their lives. A recent ILO baseline study points out that there are many challenges and barriers faced by PWDs in finding decent work employment. These include refusals based on doubts and prejudice, lack of qualifications and skills, and reluctance of the business owner to invest providing reasonable accommodation. Two-thirds of PWDs are likely to have completed only primary and lower secondary education, while the number is minimal among those who completed tertiary education.

The SSLC points out that the vast majority of PWD, about 57.7%, are not active nor actively looking for work. Those PWDs who do work are mostly employed in salaried positions but often do not have contracts and are therefore open to exploitation e.g., poor pay, no paid holidays. Most men and women are employed in manufacturing, wholesale and retail, education (especially women), public administration and defense, and in administrative and support services.

Socio-cultural barriers prevent PWD from actively seeking work. In traditional Surinamese society there has been an understanding that the younger generation is expected to care for the older generation, disabled or not. Although this tradition is breaking down, some elderly PWDs may still expect this protection. Secondly, there is often the stigma and discrimination associated with disability to the extent that caregivers keep them out of sight in a household as they are not considered fit to participate in society. A similar situation of discrimination applies in education to children with disabilities.

Education for PWDs is considered "special education" and often lacks adequate resources to run effective long-term programmes which affects the completion rate of children with disabilities and increases their dropout rate. The social assistance support systems for PWDs are also ineffective.

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[33] Land rights, tenure and use of indigenous peoples and maroons in Suriname, Amazon Conservation Team Suriname, 2010
[34] Ibidem
[35] UN CCA Suriname, 2020

The cash/benefits transfers are not always timely and without an organized means testing, the allowance system may not target the right clients. Many need professional care but affordable residential home care is scarce and the lower income groups cannot afford them.

3.2. Description of the intervention and Theory of Change

Programme intervention logic and Theory of Change

The 2017-2021 Country Programme Document for Suriname (CPD 2017-2021) describes UNDP as a strategic partner, responding to critical national challenges expressed in the National Development Plan (NDP) (2012-2016), consistent with the UNDP Strategic Plan, 2014-2017.

The CPD is focused on three broad areas of work, which are reflected in its three outcome areas: (a) democratic governance; (b) social development; and (c) environment and natural resource management, with gender equality integrated as a cross-cutting element. According to the CPD, the three priority areas of work are anchored in the outcomes of the United Nations Multi-Country Sustainable Development Framework (UNMSDF, hereinafter referred to as MSDF) 2017-2021 formulated jointly in 2015 by the United Nations system and the Governments of the Caribbean subregion.

The Country Programme Document does not contain the explicit Theory of Change with causal analysis, assumptions and solution pathways. These are implied in the overall approach described in the CPD. Given that the Evaluation Team did not interview representatives of the previous Government and former UNDP management, the ToC was reconstructed based on the review of the documentation, discussions with the current UNDP staff and stakeholders.

Thus, according to the reconstructed Theory of Change, the programme vision of change implied contributing to an Inclusive, Equitable, Prosperous, Cohesive, Safe, Just, Sustainable and Resilient Caribbean by strengthening Suriname's institutions and citizenry in its pursuit of equitable and people-centered development towards the achievement of the SDGs. This change vision is based on understanding of key deprivations of the Surinamese population caused by a number of structural and underlying causes, including poverty and unemployment, commodity-based economy, high debt burden and limited fiscal space, inequality, exclusion and non-recognition of human rights, especially of vulnerable populations (People with Disabilities (PWDs), women and youth, LGBTI, ITPs), weak social protection, corruption and vested political interests of the elites.

These structural and underlying causes are exacerbated by significant bottlenecks and barriers related to inadequate legal and accountability frameworks, deficient institutional capacities and functional skills, weak civil service, brain drain and high turnover of civil servants, lack of proper Results Based Management and monitoring mechanisms and capacities in national planning and limited quality disaggregated data, especially on most vulnerable populations, etc. All these barriers result in inefficient and non-inclusive policies, lack of enforcement and accountability, persistent exclusion and insufficient of access to basic services by vulnerable populations, especially in the hinterlands.

The programme vision also acknowledges Suriname's reliance on its environmental assets both as the central pillar of the country's socioeconomic development and the source of funding for the Country Programme and positions the Environment and Natural Resource portfolio as an entryway for its work in Democratic Governance and Social Development.

On the other hand, there is a recognition of high risk of unsustainable overexploitation of natural resources and the need for comprehensive and sustainable policies and strong institutions to use the country's potential in a sustainable way.

This is intended by "seamlessly integrating the three programming pillars" horizontally, while applying the two-prong upstream-downstream approach vertically. This approach implies, on the one hand, strengthening analytical and organizational capacities, mechanisms and tools for evidence-based legislative and policy work in the area of Democratic Governance, Social Development and Environment and Natural Resources; and, on the other hand, strengthening capacities, knowledge and mechanisms for increased civil participation, following the principle of development with people. Throughout the programme, UNDP intends to foster partnerships with a diverse set of stakeholders, and most importantly, with those at most risk of being left behind, such as women, elderly and youth, people with disabilities (PWDs), Indigenous and Tribal Peoples (ITPs).

Although the explicit description of assumptions is missing, the Evaluation identified the following as the key assumptions that guided the programme logic and the design of the RRF and portfolio of interventions: i) external assumptions: following Suriname's past performance regarding MDG mainstreaming and monitoring, there was an expectation of a similar level of Government commitment to SDGs and UNDP's leading role in their mainstreaming and acceleration; political commitment to Human Rights, accountability and transparency, anti-corruption and rule of law; and ii) internal assumptions: implementing the portfolio approach to programming and advancement of joint programming through Delivering as One modality; resource mobilization for Democratic Governance and Social Development.

The risks are mostly associated with the barriers and bottlenecks related to institutional capacity limitations, lack of enabling environments, MIC-related resource mobilization challenges, especially for Democratic Governance and Social Development Portfolios, and community conflicts.

Figure 1. Programme Vision of Change
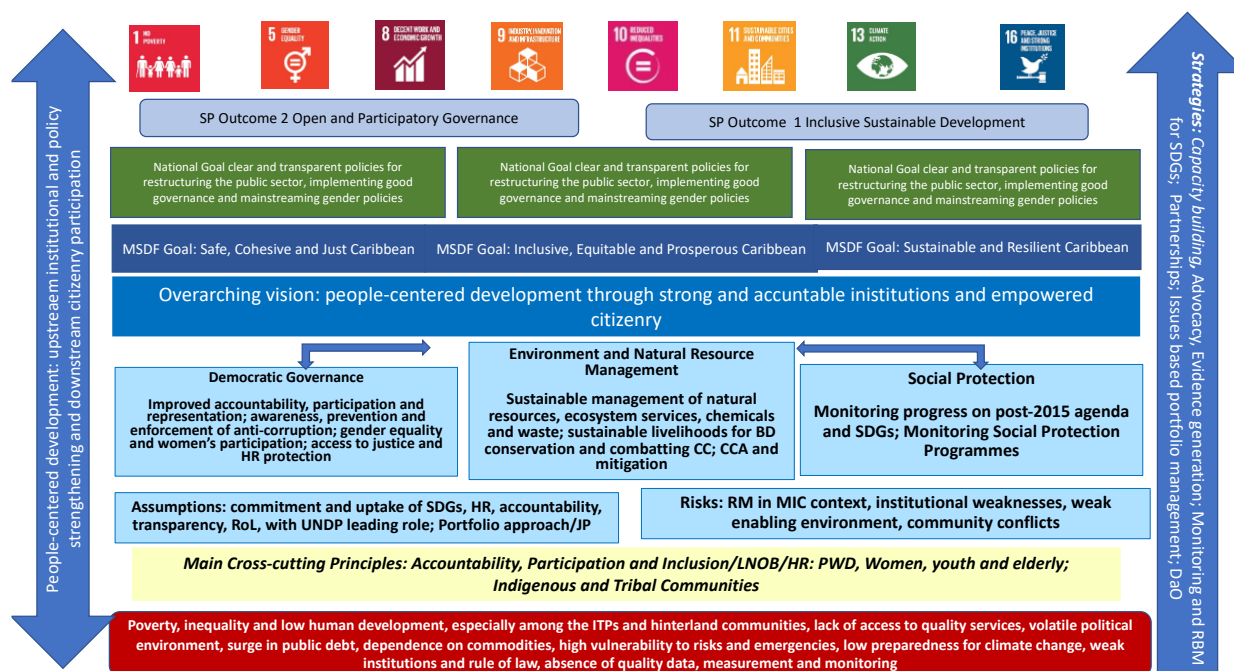
The above change logic is reflected in the Country Programme Resource and Results Framework and its three outcomes, eleven outputs, 5 outcome-level indicators and 23 output-level indicators.

Outcome 1. Capacities of public policy and rule of law institutions and civil society organizations strengthened. (A Safe, Cohesive and Just Caribbean)

> Output 1 Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation

> Output 1.2 Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders

> Output 1.3. Evidence-Informed national Strategies and partnerships to advance gender equality and women's participation in decision-making

> Output 1.4 Capacities of institutions responsible for fair access to justice and human rights protections strengthened

Outcome 2: Access to equitable social protection systems, quality services and sustainable economic opportunities improved, (An Inclusive, Equitable and Prosperous Caribbean)

> Output 2.1: National and subnational data collection, measurement and analytical systems established to monitor progress on the post 2015 agenda and sustainable development goals

> Output 2.2: National M&E system established to monitor social protection programmes

Output 2.3: Options enabled and facilitated for inclusive and sustainable social protection

Outcome 3: Inclusive and sustainable solutions adopted for the conservation, restoration and use of ecosystems and natural resources.

Output 3.1: National and subnational institutions enabled to define and implement policies/plans/strategies for sustainable management of natural resources, ecosystem services, chemicals and waste.

Output 3.2: Indigenous & Tribal peoples and coastal communities empowered to plan and carry out sustainable livelihoods activities that improve conservation of biodiversity and/or, combat the effects of climate change

Output 3.3: Scaled up action on climate change adaptation and mitigation across sectors which is funded and implemented.

Given the changes in the Government, the Evaluation could not establish to what extent different sectors of population and stakeholders were involved in the design of the CPD.

Programme budget and gender marker

According to the CPD, at the beginning of the cycle, a total of US$ 14,085,000 was budgeted for three outcomes under the CPD, distributed as follows:

Table 2. Budget and projects by outcome

Outcome	# of Projects	Regular	Other	Total
Governance	3	130,000	1,700,000	1,830,000
Social Development	2	15,000	0	15,000
Environment and natural resources	13	240,000	12,000,000	12,240,000
Total	18	385,000	13,700,000	14,085,000

In the course of the programme cycle, 18 projects have been implemented under these outcomes. The Environment and Natural Resources portfolio is the largest both in terms of the number of projects and allocated funds, whereas the Social Development portfolio is the smallest. As regards the implementation modality, 10 projects were implemented under the Direct Implementation Modality (DIM) and 8 under National Implementation Modality (NIM).

The Country Office has several projects in pipeline which are in different stages of readiness. These include Sustainable, Transparent and Effective Parliament in Suriname (STEPS), under the Democratic Governance portfolio, which has not been signed yet; and two joint programmes for SDG Fund: Leading Financing Solutions to Leverage Public and Private Finance to Support Social Protection Systems at Scale in Suriname under the Social Protection Portfolio; and Roadmap for a Sustainable Financial System for Suriname, under the Environment and Natural Resources portfolio. Both SDG programmes have been approved and are starting in 2021. The Environmental and Natural Resources portfolio also contains an Initiation Plan for a grant to prepare a full project document Global Opportunities for Long-term Development of ASGM Sector Plus - GEF GOLD. GEF funding will be utilized to develop a full project document for Strengthening Management of Protected and Productive Landscapes in the Surinamese Amazon.

The goal is to secure equitable management of Suriname's protected and productive landscapes through integrated approaches that deliver mutually supportive conservation and sustainable livelihood benefits.

As regards project funding, the largest share of funding comes from the Global Environmental Facility (GEF), which funded 8 projects in the Environment and Natural Resources portfolio. Bilateral donors include the Japanese, Dutch, USA and British Governments, and the multilateral donor was the European Union (EU). Other funding sources for projects include GLOC resources and parallel co-financing.[36]

Figure 2. Project funding sources
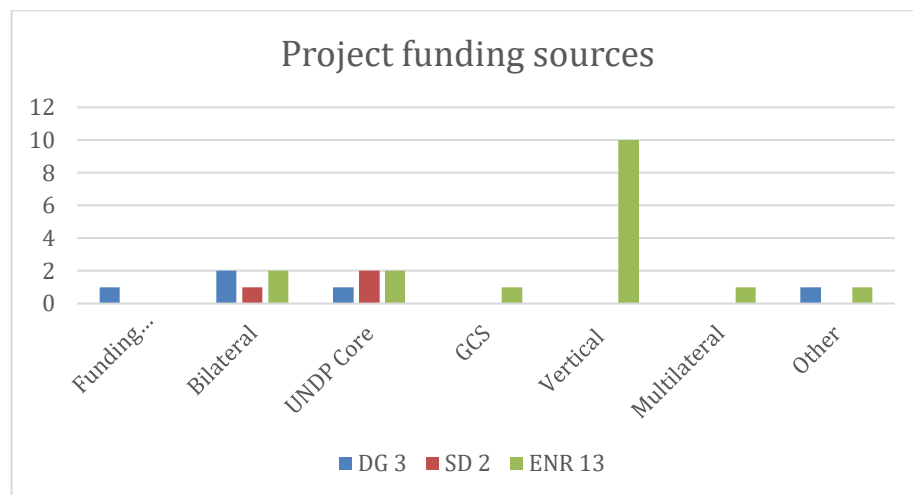
Source: Own elaboration based on CO information

(See Annex 5 for a snapshot of key project data under each outcome).

3.3.   Key Stakeholders

The key stakeholders comprise the national Government, civil society and the private sector, as well as the donor governments, bilateral and multilateral organizations and development banks.

The Ministry of Foreign Affairs, International Business and International Cooperation, in addition to international relations with other countries in general, is responsible for the coordination of contacts of the other ministries with other countries; and maintaining relations with government bodies, colleges, officials and institutions abroad. In that regard, the Ministry is the key counterpart for the UN system, other multilateral organizations and the main interlocutor with the Government of Suriname and is the Government entity that deals with SDGs on the political level.

The Ministry of Finance and Planning coordinates cooperation between the Government and the International Financial Institutions such as the Inter-American Development Bank, the Caribbean Development Bank, the IMF and the Islamic Development Bank and respective loan agreements.

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[36] ROAR and Initiation Plan Document

The General Bureau of Statistics (GBS) falls institutionally and financially under the Ministry Finance and Planning. The GBS produces and disseminates its figures independently and impartially on the basis of adequate research and international methodologies.

The Government planning is the responsibility of the Suriname Planning Office (SPO), whose functions is based on its Statutes and the Plan Regulation of 1973. The SPO falls institutionally under the responsibility of the Vice President of Suriname, while budgetarily and administratively it is part of the Ministry of Home Affairs. The Planning Office is in charge of: supporting the Vice President in drawing up the draft Multi-Year Development Plan; preparing the annual plans to be presented by the Vice President, where applicable, divided into national, regional and sectoral plans for the implementation of the adopted Multi-Year Development Plan; coordinating the development of plans and projects, aligning them with national and regional planning, planning for spatial development and the environment and elaborating this in zoning plans; monitoring and evaluating the projects in progress and giving advice in this regard. The Planning Office is currently coordinating the preparation of the new Multi-Year Development Plan (2022 -2026). The SDGs will be an integral part of the Plan and for the monitoring and evaluation, the SDG indicators will be taken up in the different policies and programmes.

The environment sector is being covered among different Ministries:

- The Ministry of Spatial Planning and Environment which coordinates the policy regarding environment;

- The Ministry of Land and Forest Management coordinates the policy for land and forestry. The operational aspects on forestry are being coordinated by the Foundation for Management Production Control, which falls under the structure of the Ministry.

- The Ministry of Public Works also has a link to the environment sector namely through the Hydraulic Research Division and the Meteorological Service.

- The National Institute for Environmental Development in Suriname (NIMOS), falls institutionally under the Cabinet of the President of Suriname, but has to report to the Minister of Spatial Planning and Environment and is funded from this Ministry's budget. NIMOS is responsible for the implementation of the national environmental legislation in the broadest sense of the word; preparing and realizing the regulations on the protection of the environment and coordination and monitoring of compliance. This structure has been agreed as of the new Government per 16 July 2020.[37]

- The Foundation for Forest Management and Production Control (SBB), falls institutionally under the Ministry of Land and Forest Management and aims to promote sustainable, optimal use of the forests of Suriname in general and the forests intended for wood production in particular, by applying regulations set forth in the Forest Management Act and other relevant laws recorded.

Other key governmental counterparts in the area of Social Development and Democratic Governance include the Ministry of Social Affairs and Public Housing; Ministry of Regional Development and Sport[38]; Ministry of Home Affairs. Under the Ministry of Home Affairs, the

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[37] Note: under the previous Government, the sector Environment was coordinated through the Cabinet of the President. The NIMOS was formally structured (organizationally) under the Cabinet. This structure has not formally changed yet, but in practice NIMOS has to report to the Ministry of Spatial Planning.

[38] In the new Government term as of July 2020, the Ministry of Regional Development includes the Sports portfolio

key institutions are the Bureau for Gender Affairs (BGA) and the General Secretariat Elections (ASV); and Ministry of Justice and Police.

The ITP issues are coordinated by the Ministry of Regional Development and Sports. A Presidential Commission on Land Rights was installed on 20 November 2020. The Commission is composed of representatives of the key Ministries, the Cabinet of the President and the Cabinet of the Vice President, and tasked with proposing solutions to approach/settle the land rights issue for ITPs. The Commission's priorities are to: recognize the legal rights of ITPs (the draft legislation submitted to the Parliament in 2019 will be reviewed again since there are still some pending legal issues e.g., the coherence of the draft in relation to other national regulations and legislation); coordinate the roll out of the legislation; and informing different national stakeholders and the community as a whole to understand what the legislation entails.

There is a wide range of civil society organizations in Suriname, from the medium size non-governmental organizations to the community-based organizations as well as international organizations that have programmes in the country, and are stationed in Suriname or operating from outside.

The UN Country Team (UNCT) in Suriname is comprised of 12 agencies, of which 6 (UNDP, PAHO/WHO, UNICEF, FAO[39] and UNFPA) are resident and 6 (UNHCR, ILO, IOM, UNAIDS, UNEP, UNESCO and UN Women) operate from abroad. The UNCT is led by the United Nations Resident Coordinator's Office from Trinidad and Tobago, which has liaison staff in Suriname. The UN Resident Coordinator covers Suriname, Trinidad and Tobago, Aruba, Curacao and Sint Maarten.

An informal donor coordination platform for the international partners and some of the embassies present in Suriname, was initiated by the former representative of the Inter-American Development Bank (IDB). In addition to the UNRCO UNDP, PAHO, FAO, UNFPA, UNICEF, IDB and some embassies such as the Dutch, French and USA participate in this group. This platform sometimes meets monthly depending on the issues (such as the COVID-19 pandemic) or every three months to exchange information on the international community's support to Suriname and discuss any critical issues that may have an impact in Suriname. This platform was deemed necessary because in a small country, the support should be complementary and duplication must be avoided. Once a year, a combined report prepared through this platform is presented to the Government. While some stakeholders see this platform as very effective, others feel that there is room for improvement and a better coordination of the support by the international community.

4. EVALUATION PHASES AND TEAM COMPOSITION

The evaluation comprised three main phases:

4.1. Inception Phase

The inception phase covered the initial data collection and investigation of the context through the study of the available documentation and consultations with the UNDP Country Office. During this phase, a preliminary stakeholder map was developed; the quality and availability of the data evaluated for the construction of the interview forms and questionnaires; information gaps, limitations and risks and additional documentation

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[39] FAO operates from Trinidad with a technical officer stationed in Suriname

requirements were identified; the methodological approach and the research/evaluation tools were developed.

At the end of the inception phase, and based on the feedback on the methodology and the proposed work plan, the Inception Report was approved by the Country Office.

4.2. Main Data Collection and Analysis phase

During this phase the Evaluation Team continued data collection and analytical desk work. Information collected during the inception phase was complemented with additional secondary data and findings from interviews. Data obtained during this phase was analyzed and triangulated according to the evaluation criteria and used to validate the reconstructed CPD Theory of Change. The phase involved additional communication with the Country Office to adjust the preliminary findings and make necessary corrections in the draft report. The findings, conclusions, recommendations and lessons learned were presented in the first draft of the Evaluation report and reviewed by the Country Office and Independent Evaluation Office.

4.3. Reporting Phase

The reporting phase consolidate the findings with the feedback received from the Country Office. This phase was completed through desk review.

4.4. Evaluation Plan

The evaluation was carried out from 22 February to 12 May 2021, extending the initial completion date of 16 April 2021. The evaluation followed the benchmarks stipulated in the Terms of Reference and took into consideration the delays during the data collection and analysis phase.

Figure 3. Evaluation Benchmarks

Inception	Submission of approved Inception report - 8 March 2021
Data Collection and Analysis	Submission of Draft CPD Evaluation Report - 1 May 2021 Internal comments and responses - 7 May 2021
Reporting	Submission Final CPD Evaluation report and a separate Lesson learned report extracted from the full report - 31 May 2021
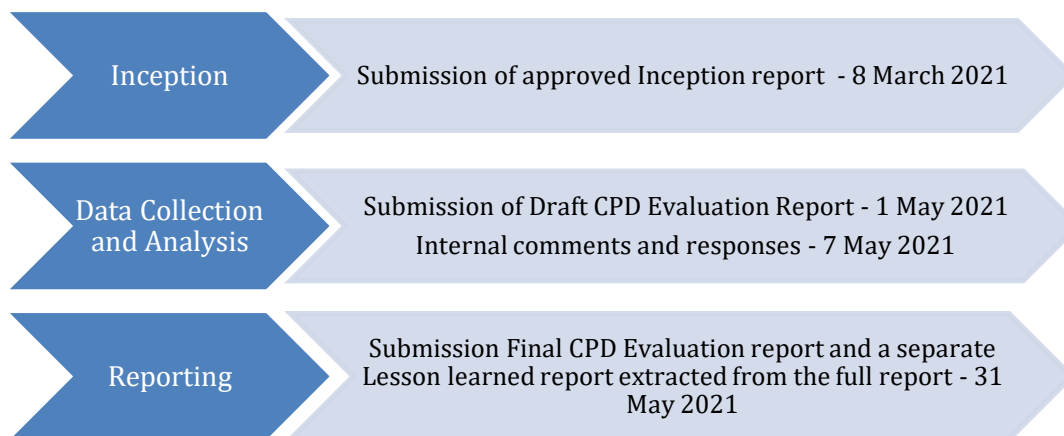
4.5. Team composition and responsibilities

The Evaluation team was composed of the Team Leader represented by an independent international evaluator and the Team Member represented by an independent national evaluator.

The Team Leader had the overall responsibility for carrying out the Terminal Evaluation and the delivery of the Evaluation products listed above. After joining the team by 22 March 2021, the Team Member participated in the Evaluation process supporting the development of methodological tools, data collection and analysis, report writing and providing

organizational support. Both team members participated in most of the Key Informant Interviews, however, due to time constraints and schedule overlaps, the team members divided the responsibilities and at times conducted interviews individually. Brief biographies of the Evaluation Team members are included in Annex 6. Evaluation Team.

The evaluators worked under the overall guidance and supervision of UNDP Suriname Deputy Resident Representative. As per the Terms of Reference, UNDP Country Office designated the Programme Associate/Monitoring and Evaluation Focal Point as the focal point for the evaluation, who assisted in facilitating the evaluation process, providing relevant documentation, arranging introductory meetings within UNDP and Unit Heads to establish initial contacts with government partners and project staff and arranging interviews with key informants. The Advisory Panel comprised of UNDP CO technical experts was tasked with reviewing the inception report and the draft evaluation report, providing detailed comments related to the quality of methodology, evidence collected, analysis, and reporting, advising on the conformity of evaluation processes to the UNEG standards and developing a management response to the evaluation within two weeks of report finalization. The Inception report and the draft Evaluation report were also reviewed by the UNRP Regional Bureau and the UNDP Independent Evaluation Office.

At the beginning of the Evaluation, the Inception Meeting with the DRR was held where the background information on the country context, the design and implementation of the CPD was provided. At the end of the Evaluation, the Team debriefed the UNDP Resident Representative and the DRR on the evaluation process and preliminary findings.

The Evaluation Team addressed all comments completely and comprehensively and provided a detailed rationale for unaddressed comments in the Final Report.

5. METHODOLOGY AND DATA ANALYSIS

5.1. Evaluation criteria and questions

The Final Evaluation Report was carried out following the requirements of the UNDP Handbook for Planning, Monitoring and Evaluation of Development Results and the Guide for Outcome Level Evaluation and contains all obligatory elements spelled out therein as well as other guidelines and manuals contained in the Annex 6.

The evaluation criteria follow the requirements of the ToR and are based on the principles described in the above handbook and guide, as well as in the United Nations Evaluation Group (UNEG) and OECD/DAC norms: relevance, coherence, effectiveness, efficiency and sustainability and integrate the cross-cutting criteria of gender equality and women's empowerment (GEWE), Equity and Human Rights.

The evaluation criteria served as a basis for primary and secondary data analysis and are reflected in the questions presented in Annex 1. Evaluation Matrix, from which specific interview protocols were elaborated for each respondent in view of their profiles and adjusted to the interview context and format.

Through these criteria the evaluation attempted to answer the following questions:

5.1.1. Relevance – Is UNDP doing the right thing?

The Relevance criterion looks at the degree to which the Programme and its expected outcomes and outputs respond to the country's development priorities and needs, as well as

the needs of the target beneficiaries and continue to do so if circumstances change, as is the case of COVID-19.

The Evaluation assessed the relevance of UNDP's strategic interventions and actions to national and local objectives and priorities and to the achievement of the country's development results both at the time of its inception and at the time of the Evaluation. This analysis was based on the quality of the CPD design and its Theory of Change, quality of the RRF Outcomes and Outputs, baselines, indicators and goals applying the SMART criteria, representation of key actors and vulnerable populations in the CPD and their involvement in its implementation. It also included the assessment of the stakeholders' knowledge of UNDP, its work beyond specific projects, UNDP's visibility and strategic positioning.

The relevance was evaluated mainly through the comparison of secondary data, obtained from the relevant documentation (project documents and reports, knowledge products, evaluations and such) produced by UNDP Suriname, and the primary data obtained from individual and group interviews questionnaires.

5.1.2. Coherence – how well does UNDP's work fit?

The Coherence criterion assessed the compatibility of the programme with the national policies and programmes as well as with other development interventions in the country.

The evaluation analyzed the **internal coherence** of the Programme, understood as the synergies and interlinkages between the Programme and other interventions carried out by the government, as well as the consistency of UNDP's Suriname's work with the UNDP's global and regional priorities and frameworks. This included the assessment of communication mechanisms with the government, as well as the quality of UNDP's action in response to national priorities.

The evaluation also assessed the **external coherence** or the consistency of the programme with other actors' interventions. This includes complementarity, harmonization and co-ordination of UNDP's work with the UN under the MSDF as well as other international development partners working in the country, and the extent to which UNDP is adding value while avoiding duplication of effort. This included the assessment of joint programming and communication mechanisms, for interagency collaboration and Delivering as One (DaO).

The Coherence was evaluated through the comparison of secondary data, obtained from the review of MSDF and its Country Annual Results repots, relevant UN Agency and stakeholder documentation and Government policies and programmes, with the primary data obtained from the interviews and the questionnaires (see Chapter 5).

5.1.3. Effectiveness – is UNDP achieving its objectives?

The Effectiveness criterion assessed the extent to which the programme achieved, or is expected to achieve, the planned objectives and results (outcomes and outputs) and the degree to which progress has been made to achieve them.

The Evaluation assessed the effectiveness by estimating the degree of progress towards the expected results, identifying the existence or absence of the desired change as stipulated in the Theory of Change and assessing UNDP's contribution to this change. For this purpose, the Evaluation reconstructed the CPD Theory of Change, to trace the causal links between the programme interventions and solution pathways towards the desired change under the assumptions and risks identified in the CPD.

Effectiveness was measured primarily by comparing progress from the baselines to the targets established in the Results Framework, using the CPD progress indicators; review of the annual and project reports; analysis of primary data, such as stakeholder perceptions, obtained through interviews and questionnaires. (See Annex 4. Results and Resources Framework).

5.1.4. *Efficiency – how well has UNDP been using the recourses?*

The Efficiency criterion measures the extent to which the programme has delivered, or is likely to deliver, results in an economic and timely way. The evaluation assessed if inputs and resources have been economically and organizationally converted into results.

Efficiency was evaluated through the assessment of the strategic allocation of resources and effectiveness of the financial management mechanisms, the level of success in the use of the funds and resources towards the achievement of the objectives, analyzing UNDP's funding and resource mobilization efforts, organizational structure and human resource capacities, business model and implementation modalities.

Efficiency was evaluated through the analysis of the documentation provided by the project (budgets, work plans, audit reports, etc.) and the responses obtained from the interviews.

5.1.5. *Sustainability – will the benefits last?*

The Sustainability criterion measures the degree to which the net benefits of the intervention continue, or are likely to continue. The Evaluation assessed the political, financial, institutional and other sustainability of the CPD results, by evaluating their uptake and ownership by the beneficiaries and stakeholders, analyzing the progress towards strengthening the institutional capacities of the national counterparts and civil society.

The evaluation did not assess the extent to which the Programme has generated or is expected to generate significant positive or negative, intended or unintended, transformative changes. Such assessment pertains to impact criterion and was not feasible in the non-experimental evaluation format. Instead, the evaluation analyzed the evidence to estimate to what extent the Programme results *contribute* to such transformative effects in the long run and assessed the positive and negative factors that may affect the long-term sustainability of results and their potential impact.

As part of sustainability assessment, the Evaluation assessed the knowledge management mechanisms and knowledge products, as well as their contribution towards the achievement of long-lasting effects. The Evaluation did not assess the technical quality of the knowledge products, but rather their usefulness and relevance to achieve the Programme results. The Evaluation also assessed the extent to which the Country Programme employed South-South and/or Triangular Cooperation mechanisms, identified lessons learned and replicable practices.

The sustainability criterion was measured mainly through the analysis of the findings of the three previous criteria, review of the financing and cooperation agreements, existence of institutional capacities, budget allocations, national and local policies and plans, as well as interviews and questionnaires.

5.1.6. Gender Equality, Equity and Human Rights - does the programme contribute to the advancement of human rights for the rights holders, especially the women and most disadvantaged, marginalized, and excluded or those at risk of exclusion?

The GEEHR criterion assessed the extent to which the programme captured and addressed the challenges and needs of women and girls, minorities, indigenous and tribal communities, people living with disabilities, especially during the COVID-19. The evaluation assessed to what extent the Country Programme incorporated Human Rights and Gender Equality approach in its design, including the RRF, its indicators and targets, projects implemented under the CPD, financial allocations, knowledge products, interagency work and its communication and outreach efforts. The GEEHR analysis was both *results- and process-oriented* and comprised both the achieved results and the level of mainstreaming in UNDP's programming process and organizational culture.

The criterion was measured through the analysis of indicators, Gender Marker, budgetary allocations, UN SWAP indicators, where applicable, analysis of relevant documentation and interviews, and questionnaires. Findings under this criterion are incorporated in different parts of this report.

5.2. Evaluation methodology, data and sample quality

The evaluation type and methodology were determined by the evaluation purpose, objectives, timing and scope; quality of the available data; and sampling method.

The present evaluation is a *summative and formative non-random process and result* evaluation at the *outcome level*. Given the design and scope of the evaluation (terminal evaluation of the results of a finishing Country Programme), the evaluators were not able to apply experimental methods, which involve controlled variables and random sampling for treatment and control groups. The evaluation worked with a non-random sample constructed by the Country Office from the population of Country Programme beneficiaries and stakeholders that the Country Office could mobilize for interviews.

The initial sample included representatives of UN Agencies, the government, international/ national NGOs, private sector, and international development partners/donors with which UNDP had collaborated during the evaluated period. The Evaluation team also made suggestions to the sample, requesting the inclusion of additional stakeholders based on the review of background documentation, including the representatives of the previous government and Country Office Management. The final sample was validated by the Deputy Resident Representative and CO staff.

The data collection methodology was mostly *qualitative*. The *primary* qualitative data comprises the knowledge, observations and comments of the stakeholders and beneficiaries. The *secondary* qualitative data includes information generated by UNDP, such as the Country Programme document, evaluations and reports, methodological tools, policy, communication and knowledge products generated by the stakeholders and UNDP, strategic and normative documents, methodological material, specialized reports and studies and semi-structured interviews. During the analysis of the collected data, the evaluation considered *quantitative* ratings on the scale of 1-5 (1 – highly unsatisfactory; 2 - unsatisfactory; 3 – moderately satisfactory; 4 – satisfactory; 5 - highly satisfactory) to the indicative questions contained in the Evaluation Matrix to assess the relevance, coherence, effectiveness, efficiency, sustainability and GEEHR and presented it in conclusions

Taking into account the composition of the sample, the Evaluation used a combination of desk review, individual and group interviews and focus group meetings.

5.2.1. Desk Review

Desk review is an efficient and inexpensive data collection method that allows for repeated review and use of data obtained for different research methods. The disadvantages of desktop reviews are mainly their static nature and time constraints, as well as the possible bias in the perception of the material by the authors.

The Evaluation reviewed an extensive list of programmatic material pertinent to the work of UNDP in Suriname, to gauge UNDP's contributions to the achievement of the country's development results established in the MSDF and national development frameworks. Likewise, the Evaluation review methodological material to apply various analytical approaches and methods and thus ensure the quality of the analysis. Overall, more than 120 diverse sources were reviewed by the Team. (See Annex 6 a complete list of information sources reviewed by the Team).

5.2.2. Key Informant Interviews (KII)

The interview is a useful technique for gathering perceptions and experiences of respondents, allowing to examine different perspectives on the same topic among different groups. Compared to surveys, interviews, especially open ones, allow a certain degree of deviation from the initial structure for a more in-depth exploration of the topic.

Forty-eight individual and group interviews were carried out with the eighty-three main actors representing the government, development partners/donors, civil society. Fifty-two of the respondents were female and thirty-one were male.

The Evaluation applied open semi-structured interviews, which serve as the primary source of qualitative information. Depending on the profile of the interviewees, the questions focused on specific areas of competence and involvement in the CPD of this particular target group/person, according to the background documentation.

The average duration of each interview was one hour, with variations determined by the number and profile of the respondents. Given the travel restrictions, all interviews with the stakeholders were conducted using Zoom or WhatsApp videoconferencing tools.

5.2.3. Questionnaires

Three responses were received in writing using the interview questionnaires distributed to the three respondents who either were not available for in-person interviews or decided to add additional comments in writing. The questionnaires arrived from two institutions which were also interviewed and contained the same main questions that would have been used during the interviews, to thus ensure the complementarity and comparability of the obtained answers.

5.2.4. Changes in the initial data collection methodology

Despite the added value of the focus groups, that lies in the mixed profile of the respondents, the Evaluation did not conduct any focus group meetings, due mostly of the availability considerations. Likewise, the Team did not carry out Key Informant Surveys, which would have allowed the application of quantitative methods and provided numerical data for

statistical analysis and triangulation. Given the delayed confirmations of participation from the key respondents, application of the survey was not feasible.

Due to travel restrictions related to COVID-19, the Team did not carry out field missions. (See Chapter 7. Evaluation Limitations and Challenges for a detailed description of factors that affected the evaluation).

Annex 2 lists the complete list of persons and institutions interviewed during the Evaluation based on the recommendations of the UNDP Country Office, stakeholders and documentation review. The initial list was adjusted and finalized in consultation with UNDP during the early stages of data collection and specific data collection methods were defined for each informant. The preliminary interview guide contained in Annex 3 was adapted to the profile of each respondent before the interviews and included more specific questions as relevant.

5.2.5. Triangulation

Given the primarily qualitative nature of the proposed evaluation, rigorous triangulation was applied to validate the findings and achieve an acceptable level of generalization.

In order to validate the qualitative information obtained through the interviews and the documentation review, the Evaluation applied several layers of cross-examination, which include:

i)   Cross-referencing primary data (interviews) with secondary data (documentation);

ii)   Cross-referencing the findings by type of Key Informant (Government, Civil Society, UN System, Donors, Project Beneficiaries).

iii)   Cross-referencing the OECD/DAC criteria with each CPD Outcome.

Given that the Evaluation did not carry out stakeholder surveys, methodological *triangulation* was not applied, which would have compared the qualitative data with the quantitative data obtained through the survey.

Instead, the Team attempted to carry out a *thematic analysis*, which identified specific issues within the three priority areas of the Country Programme and included them in the analysis by Evaluation Criteria.

5.3.   Ethical considerations

In line with the UNEG Standards for Evaluation in the UN System and UNEG Ethical Guidelines for Evaluation, the Evaluation was based on the principles of independence, intentionality, transparency and ethical integrity, as well as the confidentiality of responses.

The Evaluation was designed and carried out in a way that respected and protected the rights and well-being of the people and communities benefiting from the project, in accordance with the United Nations Universal Declaration of Human Rights and other Human Rights conventions. The Evaluation applied the Gender and Human Rights Based Approach and was guided by the UNEG Gender and Human Rights Norms and Standards, in particular, Norms 3 and 11 and Standards 1.2, 2.4, 2.5, 3.7, 3.9, 3.14, 3.15, and 4.8.

The Evaluation respected the dignity and diversity of the evaluation participants during the planning, execution and return of the evaluation findings, using evaluation instruments appropriate to the cultural environment in which it took place.

In this regard, all the key actors in the national counterpart institutions have been informed in advance by UNDP about the objectives, scope and criteria of the evaluation. Before each interview, the evaluators informed the respondents of the scope and objectives of the Evaluation and reiterated the independent, impartial and confidential nature of the evaluation.

The Evaluation treated the evaluation participants autonomously and confidentially, giving the respondents time and information to decide whether or not they want to respond, so that they could make a decision independently, without pressure. The Evaluation only conducted the interviews and focus group meetings in the presence of the respondents, without the presence of external agents and/or representatives of UNDP. Interview questionnaires were provided to stakeholders in advance of the interviews upon request. Only on one occasion, an external agent was present to provide translation for a hearing-impaired respondent. On all other occasions, the Team Member provided interpretation support to ensure confidentiality of the responses.

Before the start of each interview, permission to record was requested from the respondents. In all but one case, the permission to record was granted. Interview transcripts and written questionnaires were handled exclusively by the Evaluation Team and were not transferred to third parties. The evaluators did not name sources of information and refrained from mentioning specific references that would allow the identification of any of the respondents.

Despite requests, the evaluators were not provided with the Code of Ethical Conduct. Instead, the Evaluators provided their own Code of Ethical Conduct, which is included in Annex 9.

6. EVALUATION LIMITATIONS, RISKS AND CHALLENGES

During the evaluability assessment carried out during the inception period and in the course of the evaluation, the Team identified a number of challenges, limitations and risks potentially affecting the quality of analysis and the results.

6.1. Evaluability of the Intervention

6.1.1. Clarity of Intention

Following the UNEG Evaluation Norms and Standards, the Team conducted the initial Evaluability assessment to ensure the transparency and feasibility of the evaluation, facilitate the preparation for the evaluation among those managers whose activities will be evaluated and to verify if there was: i) clarity of intention; ii) enough data available that can be collected at a reasonable cost; and, iii) major factors that would hinder an impartial evaluation process. The evaluability assessment also established the usefulness of the evaluation, its independence and autonomy, transparency and legality.

The clarity of intention of this Evaluation was established in the Terms of Reference of the consultancy, convened and led by UNDP Country Office in Suriname and was validated through the acceptance of the Inception Report, which presented the methodological approach, established the scope and objectives of the evaluation and the expected results.

6.1.2. *Availability of Information*

The initial assessment pointed to possible time constraints (3 weeks for data collection, analysis and initial draft report), possible unavailability of some respondents for interviews affecting the implementation timeframe and limited access to telecommunication infrastructure for key informants from vulnerable, marginalized or distant communities with limited telecommunication capacities and affect the balance of triangulation.

The time constraints related to the availability of respondents proved to be a valid concern, especially given the late onboarding of the Team Member, leading to the extension of the evaluation duration by three and a half weeks.

Despite the early communication from the Country Office to a wide list of stakeholders, confirmations from key respondents were significantly delayed. Thanks to continued efforts of the Country Office and the Team Member, interviews with most of the key Government informants were secured and the Team also interviewed a reasonable number of stakeholders representing Civil Society and UN agencies and a limited number of international cooperation/donor agencies. However, given the pandemic-related travel restrictions and possibly communication challenges, the Team had limited access to beneficiary communities, especially those representing Indigenous and Tribal Peoples (ITPs).

Another limitation related to information availability is the absence from the sample of key stakeholders from the previous Government. With the exception of a few respondents, mostly mid-level, the majority represented the Government elected in 2020 and had a limited knowledge of UNDP work in the beginning of the programme cycle. Likewise, the current Senior Management was not in place during the development of the CPD, which made understanding the original programme logic rather challenging.

As regards the availability of documentation, for the most part of inception phase and data analysis, several key documents were not available at the start of the evaluation, which extended the desk review and did not allow early reconstruction of the Theory of Change as stipulated in the Terms of Reference. Many projects do not have annual workplans, quarterly/annual and final reports, which made it challenging to measure progress, understand implementation challenges, consolidate financial information and in general, connect pieces of information collected from different sources. (See Chapter 7. Findings for the discussion of the Programme monitoring). The ToC reconstruction and financial analysis was undertaken during the writing of the final report.

6.2. Methodological Limitations

Taking into account the proposed sampling method (non-random), the type of sample and the scope of the Evaluation, the results of the Evaluation cannot be generalized, presenting a challenge of external validity. In order to improve the quality of analysis and increase the validity of the data, the above-described triangulation methods were applied.

The structure of the sample also presents a challenge as it is skewed towards the government stakeholders and has a limited representation of beneficiaries. Challenges related to results' structure, monitoring and reporting also affected the analysis of progress towards the targets.

Another significant methodological challenge was the quality of the secondary data, in terms of the gaps in documentation provided by the teams; absence of a Theory of Change; absence of a CPD Monitoring and Evaluation mechanism, which would allow integrated monitoring of CPD implementation and of regular monitoring reports (quarterly, annual and final); and the difficulty of measuring results at outputs and outcomes given the gap between level of the desired change as captured by outcomes and the CO actions proposed through the projects and non-project interventions under the outputs (See Chapter 7 for a more detailed information). The ROARs provided some information but were not sufficient to gather the details on the progress. The teams provided as much evidence as was available in prodocs and some final/evaluation reports.

Thus, despite the fact that the reviewed ROARs and some staff at times refer to the Theory of Change, the CPD does not have an explicit Theory of Change which would allow to trace the evolution of the CPD from the base situation and the previous cycle, analyze the underlying causality and the logic of the intervention towards the desired change, validate the assumptions and risks and assess the attribution and contribution of the UNDP to the changes observed to date. Absence of the ToC and CPD alignment with the MSDF outcomes resulted in the gap between the different levels of results, and complicated their connection with the numerous actions proposed in the CPD. This required the Team to trace the original logic and causal linkages for its reconstruction and connect it with the interventions implemented during the programme cycle.

Due to the time that has elapsed since the beginning of the CPD, the relatively recent arrival (2019) of UNDP senior management and change of many government partners[40] after the elections in 2020 there was a certain gap in institutional memory.

Most of the respondents had a limited knowledge of the Country Programme Document and UNDP's work beyond their specific area of engagement or interest. On most occasions, government actors were relatively new and hence, unaware of the evaluated period. Likewise, some UN agency heads were relatively recent. To mitigate this challenge, the Team relied on the reviewed documentation, interviews with some stakeholders and Country Office staff to reconstruct the Theory of Change.

7. EVALUATION FINDINGS

This chapter consolidates the findings obtained through the analysis of primary and secondary information in an attempt to arrive at the most generalized answer and respond to the evaluation questions established in the Terms of Reference. In this chapter, the personal opinions of the interviewees are cross-referenced with the evidence acquired through the desk review and the objective analysis of the interviews and questionnaires.

7.1. Relevance – Is UNDP doing the right thing?

Finding 1. The CPD intervention logic points to the general relevance of the Country Programme to national development priorities at the beginning and to date, as it captured key challenges and gaps and identified target beneficiaries and their needs.

The CPD has reflected adequately the key challenges and priorities, which include poverty reduction and economic prosperity through jobs and livelihood, equity, and gender equality.

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[40] With the exception of some respondents in NIMOS, SBB, Ministry of National resources and ROM, the majority were new appointees.

The CPD places significant importance on Democratic Governance and Social Development given the historical context of the country which has not changed significantly and includes the legacy of civil war and military coup, quality of elections and political coalitions, rich ethnic and cultural diversity of Suriname population coupled with high level of inequality and exclusion, ineffective and insufficient social safety nets and access to basic services among vulnerable populations, especially in rural and interior communities. The CPD places correct emphasis on increased equity, inclusion of Indigenous and Tribal communities, PWDs, women and youth, strengthening institutions and ensuring peace and stability in a country, which, despite challenges, has one of the most peaceful and stable governments but lacks institutional capacities and accountable governance mechanisms.

The strong focus on environment remains a key driver of the CPD since the 2001 Conference of the Parties (COP) when UNDP's role in Climate Change was embraced by various stakeholders, from political leaders to grass roots organizations. Furthermore, it reflects the country specifics and needs related to its vast forest resources, issues related to biodiversity conservation, logging and mining, and the recent discovery of oil resources. In this regard, the CPD focus on promoting sustainable use of resources and nature-based solutions, is fully in line with the national development challenges identified at the inception phase, which remain valid to date. The CPD approach to consider the Environment area as an entry point to tackle Social Development and Democratic Governance is also relevant, as it acknowledges the resource mobilization challenges in these two areas and identifies opportunities to integrate PWDs, ITPs, women and youth though actions aimed at participation, inclusion and empowerment under the ENR outcome.

Finding 2. The review of the materials and stakeholder testimonials suggest that this overall relevance was not necessarily translated into UNDP's programmatic offer and there is a significant disconnect between the original programme logic and the actual programme implementation, especially in the areas of Social Development and Democratic Governance. The Environmental portfolio has a higher level of relevance as it tackles priority issues related to mining, natural resources management, deforestation and climate change and has achieved more significant results.

From the standpoint of the programme logic, if achieved, the sum of CPD outputs should contribute to the CPD outcomes and the overall vision of change. However, actual interventions carried out since 2017 are not sufficient for the achievement of the outputs and are not always linked with the output and outcome indicators. From the RBM perspective, there is no coherence between the intended goals and actual programme implemented since 2017.

The analysis of projects and non-project interventions implemented during the programming cycle and the feedback from respondents indicates, that the most significant disconnect between the CPD intended approach and actual programme is in the area of Democratic Governance followed by the Social Development area. While nominally both areas respond to national needs and existing gaps, the structure and size of these portfolios is not adequate to meaningfully address them. Both portfolios are very small and contain projects that are relatively limited in terms of scope, funding or execution (CariSecure, PAPEP, Electoral support) or while highly relevant, are relatively recent (COVID Mitigation Initiation Plan). In fact, there are no portfolios in these two areas but rather a small number of projects and interventions not united by a coherent approach.

For example, the CariSecure Suriname, which responds to some relevant national citizen security challenges, is a small component of a larger regional project implemented by UNDP Barbados, in which Suriname is one of the less priority Tier 3 countries and has a relatively limited scope of action. The PAPEP Initiation Plan, which aimed at the creation of an analytical baseline, political scenarios and identification of entry points for a comprehensive UN response to the ongoing socio-economic crisis and strengthening national capacities for conflict prevention and democratic dialogue, was developed in the Regional Hub, reportedly without much consultation with the Government. As a result, the initiative did not obtain necessary support and buy-in and at some point, was at the verge of closing as the Government disagreed with activities under one of the outcomes. Although the Initiation Plan was completed, it was done in a very limited timeframe, left after prolonged discussions and with dissatisfaction from both sides and did not culminate in a full project.

The proposal for a new phase of Parliamentary support, which build on UNDP's work in the previous cycle and which would have supported the enhancement of parliamentary oversight processes, including financial oversight, open parliament and gender equality is still unsigned since early 2020. The Electoral support project was relevant and consistent with the recurrent support provided by UNDP during each electoral cycle; however, half of its budget was unfunded, limiting its scope and effectiveness.

As for the Social Development area, one of the only two projects in this area is highly relevant as it responds to the impact of COVID pandemic and builds on UNDP's successful interagency work through the Covid-19 Socio-Economic Impact Assessment (SEIA).

Another project, aimed at supporting the Ministry of Regional Development in SDG localization, was relevant as the only structural effort to advance SDGs; however, the project was expected to receive up to 50 percent of its funding from government cost-sharing, in a country with limited tradition of cost-sharing UNDP projects. As a result, the project was closed before the completion, achieving limited results.

Finding 3. Factors that contribute to the disconnect between the programme's intended logic and its actual rendition are related to the programme design and timing, risk management, perceptions about UNDP's mandate and role and human and financial resource limitations.

The first factor is the design of the programme, which is determined by the standard MSDF outcomes that Suriname shares with 17 English-speaking Caribbean countries. The MSDF is based on a regional priority which is not fully aligned with national priorities given the characteristics of the Caribbean countries and clear differences in regard to development priorities, opportunities and challenges between the island states (especially the small ones) and the main land countries such as Guyana, Suriname and Belize. These countries span a wide range of political and institutional settings, demographics, socio-economic challenges and priorities, however share the same outcomes. The majority of respondents aware of the MSDF share the opinion that the outcomes are set too high and too broad to accommodate the differences and are more leaning towards impact. As a result of this elevated benchmark for outcome results, the CPD outputs are also formulated at a higher level and are more similar to outcomes, than outputs. This results in a significant gap between the CPD output level results and the results of the projects and non-project interventions carried out under each outcome.

Another factor is the absence of a coherent Programme Theory of Change, which would have allowed the proper assessment of the solution pathways, underlying assumptions and risks

and adjustments in the course of the cycle. This is particularly important, since the Country Programming cycle does not coincide with the electoral cycle, which means that each new CPD is formulated after the Government has been in office for two years. This affects the continuity of the programme as the Governments change half way though the cycle. UNDP did not conduct the planned Mid-Term Review to adjust the programme logic to the new Government's vision[41].

With the exception of COVID-19, which was impossible to predict when setting the goals and targets, the programme did anticipate the risks and did not account properly to what extent the existing political and institutional barriers and bottlenecks would affect the programme implementation, especially considering the CO's own limitations. This resulted in an ambitious agenda constrained by the country context, and UNDP's own limited financial and human resource capacities (see Chapter 7.4. Efficiency).

UNDP's visibility and perceptions about UNDP's mandate, role and comparative advantage also seem to have contributed to the overall disconnect between the original intent and the actual programme. While UNDP's work is considered relevant and UNDP is viewed as a valued partner by most respondents (see Chapter 7.1. for more details), there is a limited awareness of UNDP's overall programmatic offer among the Government and Civil Society, especially as related to Democratic Governance and Social Development.

Stakeholder interviews point to a generally limited knowledge of UNDP mandate, its overall programme and the value added of its work in the country. Few respondents beyond the UN agencies know what UNDP does in areas outside their own specific focus area. More importantly, questions related to UNDP's strengths, weaknesses and possible areas of interventions are often answered from a narrow perspective of projects and activities, rather than a more comprehensive understanding of UNDP's role and contribution to Suriname's development.

This limited knowledge of UNDP's role and mandate is mostly present among the Government and Civil Society actors and partly among the donors, who do not have a wider perspective about UNDP work in the country, even though UNDP participates in the informal donor coordination meetings. One stakeholder in charge of environment affairs in their institution, did not know that UNDP has a large environment portfolio. This is particularly notable, given that UNDP is most known and valued in the country for its environment work.

Despite some advances with SDG localization and support to SDG promotion in the country, UNDP (and UN for that matter) is not currently involved in the discussions on the Government's new development plan, which is expected to have a stronger alignment with SDGs. There is little knowledge of UNDP's global role on advancing and monitoring SDGs among the key Government stakeholders and UNDP's regional expertise and tools that can be mobilized for this purpose. While it is true that SDGs were not the priority of the previous Government and some momentum may have been lost, the current Government is reportedly more intent on linking the new NDP with SDGs and UNDP's absence from this process is notable.

Finally, the disconnect between the intended programme vision and the actual programme is due to the limited financing in the areas of Democratic Governance and Social

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[41] It should be noted that the same ruling Coalition stayed in power till 25 May 2020 with no distinctive articulated policy changes, rather than personnel changes.

Development. With the bulk of UNDP funds coming through its Environment area, and reduced financial and human resource capacities in the Democratic Governance and Social Development areas, the Country Office had limited leverage to establish itself as a meaningful player in these areas and roll out programmes that would entice the government to prioritize social protection, inclusion and participation, accountability and anti-corruption and human rights as intended in the CPD.

Finding 4. Despite a relatively uneven and incomplete knowledge of UNDP's entire mandate and work among many stakeholders, the overall perception of UNDP is positive, albeit based on the stakeholders' experience and knowledge of specific areas of their interest. UNDP's strengths and comparative advantages are recognized by the Government, Civil Society and the UN System, which consider UNDP as a reliable partner with sufficient capacity and goodwill, good communication with Government and other stakeholders.

Interviews with respondents indicate that UNDP has enjoyed good standing in the country since the opening of the Country Office in Paramaribo. The majority of Government, CSO and donor respondents lack a comprehensive knowledge of the programme as a whole, therefore perceptions are based on experiences of collaboration in specific areas. As for the UN, perceptions on UNDP's relevance and standing are actually based on the knowledge of UNDP's work in Suriname, although in this group of stakeholders some gaps were also observed as regards the knowledge of UNDP programme as a whole and some opinions were at times based on the knowledge of UNDP's global mandate.

Overall, stakeholders appreciate UNDPs ability to respond, listen and engage and consider it generally very receptive; many highlight the improved communication and engagement with the Country Office and its management in the recent years; its capacity to contribute to institutional strengthening and efforts to engage communities in programming for sustainable livelihoods, conflict prevention and dialogue; years of experience in different areas that can benefit the country priorities and its ability to mobilize international expertise; and well educated and responsive staff and management of the Country Office.

Some respondents consider the absence of specialization as a strength noting that UNDP's agenda is broad enough to address a wide range of development issues. This perception is largely shared by Government, CSO and international development partners, who consider UNDP's broad mandate its comparative advantage, which gives UNDP more flexibility and ability to reach broader range of stakeholders and beneficiaries, and consolidate technical expertise of specialized agencies under a broad Human Development umbrella. Others highlight UNDP's technical expertise in environment and climate change, disaster risk management, resilience and gender equality as its main strength.

Another important strength valued by all groups of respondents is UNDP's presence in the country, especially considering that Suriname is the only Dutch-speaking country in the region. This presence on the ground gives UNDP a certain advantage over non-resident agencies and donors by being able to communicate with the population, especially those in the remote areas and excluded groups and act as a bridge for international development efforts.

The Government values UNDP's ability to mobilize funds in the area of Environment and its general ability to provide guidance, consult with the government and adapt its work to the needs, without imposing any specific agenda. As mentioned by one stakeholder, UNDP

"provided with assistance when others could not. When we reach out to UNDP, depending if they have resources or capacity, they help, they don't refuse but discuss options".

Overall, UNDP is viewed as a good partner to work with, one that brings neutrality and impartiality, which strengthens its name and global reputation, and helps "move things on the ground".

Finding 5. Despite overall positive perceptions about UNDP Suriname, secondary and primary data analysis points to several important weaknesses that limit UNDP's standing in the country and limit its scope of action, and affect its overall relevance, effectiveness and efficiency and in the long-run, the impact of its work

Perceptions on UNDP's weaknesses differ among the types of stakeholders. While the Government respondents point mostly to operational, financial and administrative weaknesses, that affect directly the functioning of government projects, donors, UN Agencies and civil society are more concerned about UNDP's overall ability to respond to country challenges and its absence from important areas and discussions. Among the most concerning is UNDP's perceived absence from the national planning process and elaboration of the new National Development Plan and its limited ability to spearhead SDG discussions in the country. While many acknowledge external challenges faced by UNDP (and other UN agencies and NGOs, for that matter) in terms of moving ahead the development agenda, stakeholders note that UNDP's broad mandate gives it the comparative advantage to mobilize discussions on important issues pertinent to country's development, which it is not currently doing. As noted by one international development partner, "in this process [of NDP elaboration], the Government should be in the driver seat and UNDP should be a copilot".

Another concern, shared by all stakeholders, especially those from civil society, UN and some in the government, is UNDP's virtual absence from Democratic Governance and Social Development work. While it is true, that many are not aware of the limited work UNDP has done in these areas, many also note that UNDP should be more actively engaged in the work on accountability and corruption, Human Rights, especially the rights of vulnerable populations, such as ITPs. This shortcoming is often linked with UNDP's mandate to work with and through the Governments and is viewed as a limiting factor, as it does not allow to engage civil society sufficiently. As mentioned by one respondent, "the most serious weakness is that UNDP does not sufficiently advocate and lobby for the rights of ITPs; they tend to take into consideration what is the guidance from the Government. For the bigger projects, UNDP had an intermediary role and emphasized the need to involve ITPs. We see some positive changes but there is need for improvement. According to its own policy and guidelines, policy note no. 6[42] on legal personalities of Indigenous Peoples, the process is described how the UNDP must have an active role in advocating for IP rights and develop an action plan on how the legal personalities should be recognized. We have analyzed the REDD+ process and that has been not properly addressed. The UNDP must see to it that the legal personality should be realized if this is not the case yet. Now we are following the FPIC process and that will be problematic because ITPs are not a legal party yet. UNDP should push more for the recognition of the collective rights of ITPs enough. We are not sure if there is full understanding of this role".

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[42] Guidance Note UNDP Social and Environmental Standards Standard 6: Indigenous Peoples, December 2020

It should be noted that the stakeholders' comment is linked to the REDD+ project specifically. The CO considers that it has an active role in advocating in legal personalities considering the SES and FPIC during design of project; ITP input in Suriname as well as participation and input in Washington DC at Participants Committee meeting where Suriname REDD+ was approved in 2013.

The same broadness of UNDP's mandate and absence of specialization, noted as strength by some, is also considered as a weakness, especially among the international community, which includes, donors, UN and international NGOs. In the words of one respondent "on paper UNDP's work sounds too good but it is more of a development speak than real results", while another notes that it is not always clear, what "their priorities are, sometimes everywhere and sometimes nowhere". UNDP reportedly lacks innovative approaches and new thinking beyond the environment, which reduce its relevance.

Other reported weaknesses include its limited visibility outside its direct counterparts, as "people outside hardly know what UNDP does"; sometimes cumbersome approval processes and slow response times, which, though faster than other agencies', is still not considered optimal; lack of continuous communication with key actors outside the area of Environment; lack of balance due to extensive focus on Environment where most of the funds are allocated and insufficient capacities and funding for Social Development and Democratic Governance; insufficient in-house expertise, that makes the CO rely on international consultants, who are not well versed on national context specifics; top-down approach and focus on central government and lack of work at the local level; tendency to allocate funds at the end of fiscal year to increase spending, which is known to many and results in approval of actions of dubious priority. At least one governmental institution noted the posting of Resident Representative in Guyana as a significant weakness.

Finding 6. Some of the above-mentioned strengths and weaknesses are explained by the country context, which affects many development partners, and, to a certain extent determines UNDP's scope of action and relevance. Others are due to UNDP's own internal limitations related to corporate barriers and availability of resources.

The respondents acknowledge that UNDP, as well as other development partners are limited by the barriers and limitations prevalent in the country. This includes the limitations of national institutional and policy frameworks, deficient civil service and high human resource rotation, including in UNDP itself, which affects the continuity and significantly curtails the effectiveness and sustainability of UNDP efforts. In the words of one government respondent, "UNDP does what it can, but there are challenges inside the institutions and we have to acknowledge and work on them". Others point to the inherent flaws in the governance system that have perpetuated the cycle of state inefficiency and have made a significant "damage done to public sector and international cooperation during the last 10 years, which will take years to undo".

Additionally, there is a high level of fragmentation in civil service, and limited coordination and communication between government institutions, including those working in the same area (as shown in the stakeholder map). Interviews with Government stakeholders showed that oftentimes, ministries and departments are not aware of their peers' work in the same area or of other issues on the national development agenda. Many did not know, what was being done in the country in terms of SDGs and which institution was in charge.

Linked to these deficiencies is a very tight fiscal space with limits Government cost-sharing potential, overall lack of donor funding due to Suriname's MIC status (as questionable as this ranking may seem to most of the respondents) and specific lack of interest among donors to fund Democratic Governance and Social Development projects. This results in a curtailed capacity of UNDP Suriname to take leadership in crucial areas and significantly reduces its overall relevance and effectiveness.

Despite it featuring prominently in the CPD, UNDP's comparative advantage in mainstreaming, accelerating and providing policy support to country implementation of SDGs is reportedly not known to stakeholders.

All the above factors are manifested in the notable lack of UNDP/UN action on SDGs and absence of UNDP in the processes that would foster Suriname's commitment and progress towards the SDGs. The Ministry of Foreign Affairs, International Business and International Cooperation is formally responsible for SDGs and reportedly, discussions were held in 2016 between the UNRC and the Minister and Director on how to structure the SDG process for Suriname. The proposal included discussions and sensitization of the government, followed by the definition of Suriname's plan to address the SDGs. Through the Technical Assistance project to the Ministry of Regional Development, SDG localization started through awareness and sensitization of local communities; the General Bureau of Statistics also got engaged in the CARICOM process on the identification of SDG indicators relevant for the region and the data already available in Suriname. However, as per respondents' interviews, this process was not followed by specific structural proposals and the Ministry of Foreign Affairs transferred that task to the Suriname Planning Office which is currently developing the NDP and is planning to incorporate SDG indicators and targets therein. The only international development partner reportedly involved in this process is the IDB given the representatives long presence in the country, however, none of the UN agencies have been consulted.

Finding 7. Other than the elevated nature of the CPD outcomes and outputs, which are embedded in the MSDF, the CPD on average complies with SMART criteria, with minor deficiencies in indicators, baselines and targets. One output is gender-responsive. Nine of the CPD's 23 indicators are gender sensitive, of which four are gender responsive. The CPD incorporates Human Rights based approach through outputs and indicators related to access to justice and the rights of vulnerable populations, such as ITPs and PWDs.

Given that the CPD stems from and contributes to the Multi-Country Development Framework, the CPD Outcomes and Outcome-level indicators are identical to MSDF RRF and are established during the MSDF elaboration. The CPD Outputs, output indicators, baselines and targets are in turn, developed by the Country Office.

As mentioned earlier, the CPD outputs are formulated at a higher level more suitable to outcomes, creating a significant gap between the CPD output level results and the results of the projects and non-project interventions carried out under each outcome. This in turns elevates the indicators, which too, are outcome-level and cannot measure UNDP's attribution.

In terms of formulation, output definitions are results-oriented and concise; most quantitative indicators are formulated as units of measurement and are accompanied by the coherent baselines and targets; qualitative indicators are mostly properly defined by baselines and targets and thus measurable and specific. Output indicators under Outcome 1 and 2 are adequate to measure output results. Several indicators under the Outcome 3, e.g.,

indicators for Output 3.1. and Output 3.2. are not sufficient to measure the output results and need to be strengthened or supported by other indicators. Output indicator 3.2.1. does not have a baseline, and has 5 as a target number of jobs and livelihoods created brought management of natural resources.

7.2. Effectiveness- is UNDP achieving its objectives?

Finding 8. The analysis of the indicator progress towards the targets indicates that UNDP has not achieved its objectives, with 74 percent of its output indicators not achieved/not on track, 13 percent partly achieved and 13 percent achieved.

The following table demonstrates indicator progress per outcome and output:

Table 3. Indicator Progress

Area	Output	# of Output indicators	Achieved	Partially Achieved	Not Achieved
Outcome 1. Capacities of public policy and rule of law institutions and civil society organizations strengthened.	Output 1 Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation	4	1	0	3
	Output 1.2 Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders	2	0	0	2
	Output 1.3. Evidence-Informed national Strategies and partnerships to advance gender equality and women's participation in decision-making	4	0	1	3
	Output 1.4 Capacities of institutions responsible for fair access to justice and human rights protections strengthened	3	0	0	3
Outcome 2: Access to equitable social protection systems, quality services and sustainable economic opportunities improved	Output 2.1: National and subnational data collection, measurement and analytical systems established to monitor progress on the post 2015 agenda and sustainable development goals	2	0	0	2
	Output 2.2: National M&E system established to monitor social protection programmes	1	0	0	1
	Output 2.3: Options enabled and facilitated for inclusive and sustainable social protection	2	0	0	2
Outcome 3: Inclusive and sustainable solutions adopted for	Output 3.1: National and subnational institutions enabled to define and implement policies/plans/strategies for sustainable management of natural resources, ecosystem services, chemicals and waste.	1	1	0	0

the conservation, restoration and use of ecosystems and natural resources.	Output 3.2: Indigenous & Tribal peoples and coastal communities empowered to plan and carry out sustainable livelihoods activities that improve conservation of biodiversity and/or, combat the effects of climate change	2	0	1	1
	Output 3.3: Scaled up action on climate change adaptation and mitigation across sectors which is funded and implemented.	2	1	1	0

Source: Own elaboration based on the CO data

Based on the reviewed material and interviews with UNDP staff, under the Outcome 1, UNDP achieved the indicator 1.1.4 Proportion of women (to men) participating as candidates in local and national elections, increasing the percentage from baseline 26 percent to 29 percent, missing the target of 30 percent by one percentage point. UNDP has also partially achieved Indicator 1.3.1: Research undertaken and advocacy material produced to advance, producing advocacy material and activities, through campaigns with Sudobe and Care 4 U to mobilize PWDs and women to elect and staging a theater play Okasi Gron by Ultimate Purpose to raise awareness among youth, men and women and mobilize them to vote. However, UNDP has not advanced in terms of related research. (Baseline 1, target 3).

Under the outcome 3, UNDP achieved the Indicator 3.1.1: Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or subnational level, disaggregated by partnership type, by supporting the development of Mercury Initial Assessment, National Action Plan Artisanal Small-Scale Gold Mining (ASGM) and full-size Project on ASGM, Amazon Sustainable Landscape (ASL), SDG Joint Programme, GOLD+, REDD+ phase 2, REDD+ Grievance Redress Mechanism, (Baseline 2, target 5); and Indicator 3.3.2: Comprehensive measures - plans, strategies, policies, programmes and budgets - implemented to achieve low-emission and climate-resilient development objectives (Baseline: 2 – Target 4) contributing to the development of the Nationally Determined Contribution (NDC), National Nationally Appropriate Mitigation Action (NAMA), National Action Plan Climate Change, Mangrove strategy, Integrated Water Resource Management (IWRM) plans andDistrict Disaster Risk Management plans.

To date UNDP also partially achieved Indicator 3.2.2: Number of appropriate technology applications/solutions from civil society initiatives in focused sectors by supporting the Statistics Bureau in the production of Environment Statistics, implementing pilot project under Japan Caribbean Climate Change Programme (J-CCCP) on rainwater harvesting, PV Renewable Energy in Tepu, Curuni en Sipaliwini in cooperation with Amazon Conservation Team Suriname, (Baseline 0; target 4); Indicator 3.3.1: Systems in place to access, deliver, monitor, report on and verify use of climate finance (Baseline 1, target 3 (UNFCCC reporting (National communication, INDC, biennial update report)).

The programme did not achieve the following indicators: 1.1.1: Number of law-making bodies strengthened to improve law drafting capabilities; 1.1.2: Number of civil society organizations/networks with mechanisms for ensuring transparency, representation and accountability; 1.1.3: Frameworks and dialogue processes engaged for effective and transparent engagement of civil society in national development; 1.1.4: Proportion of women (to men) participating as candidates in local and national elections; 1.2.1 : A citizen

complaint process established based on internationally recognized standards; 1.2.2: Suriname's Transparency legislation aligned with international instruments by signing and ratifying the United Nations Convention against Corruption; 1.3.2: Mechanisms put in place to collect, disseminate sex-disaggregated; 1.3.3: Number of laws/policies in place to secure women's participation; 1.3.4: Number of women participating in new measures supporting women's preparedness for leadership in decision–making; 1.4.1: Number of institutions supporting the fulfilment of nationally and internationally ratified human rights obligations; 1.4.2: Legal Aid and Human Rights Bureaus of the Ministry of Justice and Police strengthened to provide access to justice specifically for women, disabled and other marginalized groups; 1.4.3: Adequate systems in place to enable citizens to access the justice; 2.1.1: Updated and disaggregated data system used to monitor progress on national development goals aligned with 2030 agenda; 2.1.2: Number of policies, regulations and standards at national and sub-national level that integrate specific sustainability and risk resilient measures; 2.2.1: A national M&E system for social protection and services in operation, with indicators disaggregated by gender, age and geography; 2.3.1: Extent to which social protection schemes addresses the socio-economic needs of women, youth, persons with a disability, and Indigenous and Tribal Peoples; 2.3.2: Adoption of official definition of poverty standard; 3.2.1: Number of jobs and livelihoods created through management of natural

More specifically, in the area of Democratic Governance, the programme could not advance with the new programme of cooperation with the Parliament of Suriname. While reportedly there was a preliminary approval of the new project document, implementation did not commence due to financial constraints from both sides and the decision was made at the time to wait for a new Parliament to re-engage. The evaluation could not interview respective stakeholders, but primary and secondary data suggest that shift in political priorities, COVID-related delays and lack of funding are the main factors impeding the progress. There is also no evidence of improved legislative drafting capacities of the Ministry of Justice and Police.

UNDP did not advance on issues related to awareness, prevention, and enforcement of anti-corruption measures across sectors and stakeholders due to a lack of political will and lack of government cost sharing towards anti-corruption and transparency initiatives. Given the lack of UNDP's own resources towards the anti-corruption and transparency agenda with civil society, discussions on the subject were postponed until after the elections. The enactment of a 'freedom of information act" aimed at providing public access to information and improvement of conditions and capacities for transparency and accountability, did not occur.

Due to the pandemic and resource gap under the electoral support project, UNDP could not conduct capacity strengthening sessions in the hinterland and carry out some outreach sessions with civil society and governmental actors. Funding proposal for political party financing component of the project was not approved by USAID. UNDP did not make any progress towards the strengthening of the Human Rights Institute, building on the Human Rights project implemented in the previous cycle. In addition to its own lack of funds, reportedly, there was no interest in the Government to collaborate on this issue.

Despite the request from and a Letter of Agreement with the Government, no progress was made on the establishment of an inclusive and sustainable social protection system, due to a limited uptake by the key national actor Ministry of Social Affairs and Public Housing and the

shift in priorities from those stipulated in the National Development Plan (NDP) and captured in the CPD. The ministry had three leadership changes in the recent years following several reshufflings of the national cabinet, all of which resulted in discontinuation of agreed initiatives and changes in government priorities. UNDP did not support the design and execution of the NDP through a mainstreaming, acceleration and policy support approach and could not advance towards the establishment of national and subnational data collection for multidimensional poverty measurement and analytical systems to monitor progress on the post 2015 agenda and voluntary reporting on the progress of SDGs, due to lack of interest of the Government at the time.

Under the Environment area, the unachieved results include the Development of a REDD+ Benefit Sharing Mechanism (BSM); partial implementation of the National Forest Inventory (only mangrove forests inventory); Operational Community Based Monitoring System (as part of SFISS) under the REDD+ programme. Under the project Mainstreaming global environment commitments for effective national environmental management project UNDP could not develop the communication strategy; stakeholder engagement plan and capacity building strategy.

Finding 9. Despite not achieving the results as stipulated in the CPD, the Country Office has had some worthwhile achievements in the area of Democratic Governance, through the support to increased electoral transparency and effectiveness, increased participation of women and vulnerable populations and improving Citizen Security data quality for evidence-based decision-making.

The Programme provided technical and operational assistance to the Government of Suriname in the preparation and implementation of the general elections of 2020, focusing its efforts towards a strong engagement of women, youth and people with a disability. UNDP, with other development partners and Civil Society stakeholders strengthened the Electoral planning process, and introduced new approaches targeted at greater civic engagement at every level of society to ensure responsive, inclusive, participatory and representative elections. With a population of 383,333 registered voters and 45,641 first time voters, the support focused on the first-time voters, women and PWDs.

UNDP provided technical assistance and equipment (30 computers; 15 printers and 30 tablets for the Bureau for Civil Registry) and introduced creative approaches (satirical play used for raising awareness, participation of women and youth in talk shows and debates (34) and in registering as political candidates on the ballot) targeted at greater civic engagement at every level of society to ensure responsive, inclusive, participatory and representative decision-making at all levels. According to the documentation and responses, data used by the Ministry of Home Affairs to compile the voters list was more robust and reliable and voters had sufficient possibilities to ensure that their names appeared correctly appeared on the voters list. This result was particularly important since citizens are only eligible to vote once they are included on the voters list. 6,500 local observers received training and an updated elections handbook to enable them to observe elections properly across the country.

Through collaboration with the civil society organization Ultimate Purpose awareness was raised amongst youth and mainly first-time voters on the importance of voting and the importance of making an informed choice. The cooperation with the civil society organization Women United Suriname/Care4U helped to ensure that eligible voters with a hearing and visual disability were made aware of all the important electoral issues and

information. These results were reported in the CO documentation and interviews, however, they were not verified with the beneficiaries

Through the Regional CariSecure project, UNDP contributed to improved citizen security by improving standardization and disaggregation of crime data sources to i) facilitate identification and measurement of youth risk and resilience factors; ii) support evidence-based analysis of crime and violence data carried out to inform policy making and programming; and iii) to improve decision-making on youth crime and violence based on available evidence at the national, sub-regional and regional levels. According to the repots and stakeholder responses, as a result of this work, Suriname CariSecure Task Force was established, a Data Sharing agreement between Suriname agencies signed, Police Record Management Information System launched, which uses standardized crime and violence data, geo-mapping and victim and offender profiling to foster evidence-based policy and programming. The aim is to enable more efficient policy making in the country and between Suriname and the other Caribbean countries participating in the regional programme.

Although short and controversial, the PAPEP Initiation Plan also yielded some important results. The IP was developed in response to a sharp deterioration of a persistent socio-economic crisis in 2016, which had exposed the structural weaknesses of a small and fragile economy heavily dependent on natural resources exports. As part of the project objective to mitigate the economic and social fallout of the crisis and facilitate dispute resolution linked to land tenure, mining concessions and indigenous rights, UNDP worked with the Ministry of Natural Resources to draft an Early Warning Strategy related to conflicts arising within the small goldmining sector.

In the process of hearing the stakeholders in this field which is fairly male dominated, the CO and the Ministry ensured that the opinions of female chiefs, female gold concession holders and women in the villages were also heard.[43] The Evaluation could not verify these findings with the beneficiaries.

Finding 10. Although the Social Development area did not achieve any of the CPD targets, there have been important advances both within the projects linked with the outputs as well as through a number of initiatives operationalized through different partnership/implementation arrangements and funding sources. UNDP has piloted innovative solutions and partnerships, which can be replicated to promote Human Rights and contribute to the equality, inclusion and empowerment of marginalized and vulnerable communities, including People with Disabilities, ITPs, youth in detention and less privileged youth.

The most significant result under this area is the innovative partnerships and interventions aimed at the promotion of inclusiveness and equitable access and opportunities to development, by empowering of PWDs and ITPs, and their inclusion in political processes and labor market. UNDP was successful in engaging civil society and private businesses, representations of the PWDs, local authorities and Indigenous and Tribal Communities, in its efforts to effect direct change and enable active participation of beneficiaries as set in its CPD.

To date the programme trained new working group members, conducted SDG awareness trainings in the Kabalebo Community, carried out SDGs vacation school sessions in 10 districts and held info session for juveniles in detention (Opa Doeli) and the target group of

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[43] Funding Window's Annual Results Reporting

NSBS; conducted training session on rural livelihoods and productive inclusion and development for Indigenous and Maroon communities; refurbished business incubator units and supported seven entrepreneurs with disabilities in the establishment of their micro businesses[44]; and established the PWDs data base and ongoing registration.

Through the SDG localization efforts, UNDP supported the alignment of the Paramaribo district plan with SDGs by means of an interactive Mind Map Tool and workspace. This tool, which has a potential to be upscaled and rolled out in other types of plans, links various policy initiatives with the SDGs and using specific indicators to increase their measurability and identify to which SDG each specific intervention contributes; improved access to basic services by installing rainwater harvesting systems in children's homes without access to tap (running) water.

As part of the SDG localization work, UNDP carried out SDG awareness sessions and trainings with juveniles in detention and people with visual impairments using SDGs information in Braille script, and indigenous communities along the border areas. This technical assistance to the Ministry of Regional Development is the only project to date in which local authorities, traditional leadership, local communities and special groups in society are structurally involved and informed about the SDGs. In addition to SDG localization initiatives, UNDP spearheaded the RCO's inter-agency discussions on SDGs with the Government of Suriname. UNDP provided technical assistance to the Government during its SDG awareness/sensitization sessions for public sector and non-governmental organizations for the preparation of a first VNR and secured the commitment of the Sustainable Development Solutions Network (SDSN) for Suriname's Voluntary Reporting; however, due to the 2020 elections and COVID pandemic this initiative was significantly delayed.

Best Practices – Alliance for Decent Work and CBD BNTF

Beyond the specific results, UNDP was successful in developing important partnerships with private sector and civil society, which have a high potential for replication and upscaling. UNDP is the co-founder and signatory of a pioneering Alliance for Decent work for People with Disabilities, launched in February 2018. The Alliance, which comprises the Suriname Business Association (VSB), the Ministry of Social Affairs and Public Housing, the Ministry of Labour and the organizations working with or for People with Disabilities (PWDs), National Foundation for the Blind and Visually Impaired (NSBS), Stichting Wan Okasi, and Unu Pikin, acts as a platform to raise awareness and seek solutions on issues relevant to PWDs. The Alliance collects and analyzes the data on PWDs through a registry established for PWDs active on labor market to to facilitate opportunities for decent employment or develop their entrepreneurship skills for setting up a small business. UNDP support was provided in the form of technical guidance and coaching in both project management and operation and technical (substance) matters and raising awareness on SDGs through its SDG localization activities. UNDP also extended its SDG awareness actions to private sector organizations, Suriname Business Forum (SBF), VSB and the Suriname ICT Association; the companies Fernandes and UCC, which have shown interest in incorporating SDGs in their business process, thus laying basis for successful private-public partnerships for achieving SDGs.

UNDP also established a productive triangular partnership with the Ministry of Finance and Planning and Caribbean Development Bank, whereby UNDP CO is providing technical assistance to the Government of Suriname in the implementation of the CDB's Basic Needs Trust Fund (BNTF) programme. Under this partnership, UNDP is supporting a sub-project on enhancing access to potable water for the Maroon communities alongside the Afobaka road between Kraka and Marshallkreek by placing durable rainwater collection systems including storage tanks for local households. The initiative targets 57 households and includes delivery of components of a functioning RWH System inclusive of 450-gallon water tank; education and awareness regarding water use, basic sanitation and hygiene and rainwater harvesting (WASH); community-based management of water (such as a local Water Commission), to sustain the improved access to drinking water.

Through cross-sectoral partnership with the PAPEP project in the Democratic Governance area, UNDP supported the Ministry of Social Affairs and Public Housing with ICT equipment and guidance on the design of the system to digitize social housing records. This partnership was particularly important given the disproportionate impact of the national financial crisis on lower income groups.

Finding 11. Mirroring its limited relevance in the area of Social Development and Democratic Governance, UNDP's effectiveness is affected by the national priority setting, lack of funding from Government and donors, partly due to its MIC status and restrictions on the use of funds from Environment and Natural Resource portfolio.

Besides the challenges related to the alignment of national priorrities with the preestablished MSDF outcome, effectiveness in these areas is limited by the lack of political will and uptake and most importantly, the continuous absence of funding for programmatic work under these areas, which has become a structural challenge in providing meaningful interventions. This is a notable impediment in the cash-strapped circumstances of the country where efforts to mobilize government Cost Sharing contribution have not been successful.

Funding constraints are also related to Suriname's categorization as high middle income, which makes it not a priority recipient country for donors. Finally, although the CO has an abundance of funds under the ENR portfolio the utilization and usage of these funds are prescribed by the conditions of the donors and for a set for specific purposes which leave little to no room for synergies in addressing social development and democratic governance in general.

Finding 12. UNDP has responded in a proactive and innovative manner to the COVID-19 pandemic achieving notable results through two recently completed socio-economic impact assessments; implementing communications and awareness activities among the population; capacity building for reducing GBV; and procurement of life-saving PPE for various sectors.

UNDP was a technical lead in the UN socio-economic impact assessment of COVID-19 (SEIA) with inputs and participation of ten UN agencies. The SEIA identified 12 vulnerable groups most impacted including Indigenous and Tribal Peoples (ITPs); migrants, asylum-seekers and refugees; persons living with HIV; persons and children with disabilities; elderly persons; children and adolescents; women and girls; persons with mental health conditions; persons in high density situations, i.e., prisons (including those in juvenile centers); adults and children in institutionalized settings i.e. persons in psychiatric care, drug rehabilitation centers; persons with pre-existing and/or chronic medical conditions, small and medium enterprises and person in the informal sector. The SEIA helped to identify and address immediate needs and presented options on policy decisions and immediate interventions to the Government, paving the way to support the national Government to address socio-economic bottlenecks going forward into 2021 and in support of Signature Solution on Keeping people out of Poverty.

The National Development Plan puts special emphasis on addressing the situation of the most vulnerable segments of the society, including the Indigenous and Tribal Peoples living in the remote interior regions. These populations, already suffering from exclusion, lack of political and economic opportunities and lack of basic social services were particularly hard hit by the pandemic. The ethnic distribution of the COVID-19 cases incidence per 100,000,

indicates the highest number of cases for the Indigenous Peoples compared to other ethnic groups and second highest case fatality rate.

Figure 4. COVID cases and fatality ratee among indigenous populations

Figure 3. COVID Cases (per 100,000)

Figure 4. Case Fatality Rate (percent)
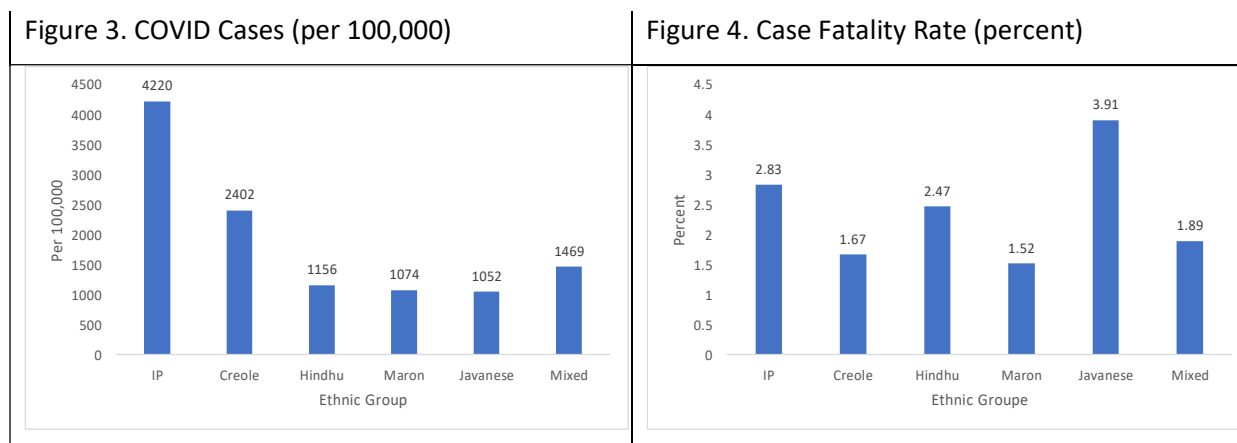
PAHO (2020) COVID-19 Situation Report: Suriname

Source: PAHO, quoted from the Socio-economic impact assessment of the COVID-19 pandemic on indigenous communities in Suriname – a multidimensional vulnerability approach, UNDP Suriname 2020

To support the Government in rapidly adjusting their policies and programmes aimed at vulnerable populations, UNDP in 2020 conducted a COVID-19 Rapid Digital Socioeconomic Impact Assessment (RD-SEIA) among Indigenous households. The purpose of the RD-SEIA was to provide the Government and development partners with timely information and guidance to inform early relief measures and recovery strategies and facilitate decision-making processes on how to minimize the consequences of COVID-19 for households at risk of falling into poverty and ensure that the most vulnerable populations are protected. The SEIA also sought to identify and address immediate needs and pave the way for UNDP to assist the national Government to address the more structural socio-economic bottlenecks in Suriname.

This RD SEIA helped to address the data gap on indigenous communities identifying through a multidimensional

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Best Practice – RD SEIA

The RD SEIA is the first such assessment, dedicated to Indigenous Communities in UNDP's Bureau for Latin America and the Caribbean, setting a precedent for other countries to follow in regard to respect of the indigenous worldview in the data collection process; creation of ownership among the indigenous communities of the data collection process; paying attention to the specific challenges, deprivations and vulnerabilities of the indigenous communities; empowers them by improving their leverage with other stakeholders; raises awareness to national authorities, civil society and international community; and informs public policies and interventions to be adapted and sensitive to their needs and priorities.

The RD-SEIA also initiated innovative partnership with Association of Indigenous Tribal Leaders in Suriname (VIDS) and resulted in cooperation and participation of the people of the villages and successful completion of the survey. The deployed methodology used the Kobo Toolbox, Excel Analyzer, and visualization using Power BI with SEIA standardized Indigenous Communities model household questionnaire adapted to suit Suriname's need. Primary microeconomic level data was collected from a sample of 300 households from 51 indigenous villages, covering the 10 districts, including coastal areas and hinterland.

vulnerability household survey which determined specific impacts of COVID-19 on this group and especially on female-headed households. The results of the SEIA, including identified recovery strategies, are a useful tool for resource mobilization, and for UNDP to build on the on-going discussions with International Financial Institutions (IFIs), for partnership in implementing current financing mechanisms.

In fact, based on the findings of the RD-SEIA, UNDP obtained US$ 200,000 seed funding from Core resources for an Initiation Plan to prevent and mitigate the spread of COVID-19 among the ITPs by i) improving the provision of sanitation and hygiene facilities to these vulnerable populations, through a culturally sensitive Information, education, and communication strategy in appropriate languages and provision of facilities; and ii) the design of strategies to mitigate the social and economic impact of COVID-19 among the ITPs and pilot interventions to stimulate resilience by building back stronger and greener with special focus on developing opportunities for women.

Other key results achieved in COVID-19 response included communications and awareness activities; the establishment of Gender-Based Violence (GBV) referral pathways and case management processes; and procurement of life-saving PPE for vulnerable groups, social institutions, such as children's homes, Persons with Disabilities, the police force and the national disaster agency.

Finding 13. UNDP has achieved most transformative results in the area of Environment and Natural Resource Management, contributing to enhanced capacities, policies and institutional frameworks to develop a climate compatible development approach to better respond to increasing environmental and climatic challenges and the sound management and conservation of the Suriname Forest. In addition to mobilized resources, UNDP's contributions included technical assistance for the definition and implementation of policies and programmes for sustainable management of natural resources, ecosystem services, chemicals and waste and the enhancement of sustainable livelihood activities.

Forest Management and conservation

UNDP's support to strengthening the national capacities in Suriname to prepare for its readiness strategies and policies to gain advantage of the forest resources and the design of the implementation framework in the area of forest management and conservation has been pivotal and resulted in the development of the National REDD+ Strategy for Suriname and supporting mechanisms for the implementation framework through the Feedback, Grievance and Redress Mechanism (FGRM).

As part of the capacity development and institutional strengthening, mechanisms within national institutes such as the National Land Monitoring System in Suriname (Gonini Portal - www.gonini.org) and the Sustainable Forestry Information System Suriname (SFISS - www.sfiss.sbb.sr) targeting logging companies, and which supports Near Real Time Monitoring (NRTM) have been established with UNDP's technical assistance to support Suriname in its efforts to reduce emissions from deforestation and forest degradation and conservation.

UNDP contribution to the enhancement of Suriname's institutional capacity to coordinate climate change adaptation and mitigation across sectors has been deemed substantial for national institutes such as the National Institute for Environment and Development in Suriname (NIMOS) and the Foundation for Forest Management and Production Control

(SBB). In the view of these stakeholders, they were able to build their technical capacity and expertise. The absorption capacity of these institutions was also increased in project management and execution as well as monitoring and evaluation. South-south exchanges with Costa Rica also provided an opportunity for exchange and sharing of experiences on the REDD+ programme.

UNDP worked closely with the national institutes to increase the communication and advocacy activities to the general public on REDD+ and increase awareness of climate change, through a wide range of public outreach and awareness raising activities such as general REDD+ information sessions; REDD+ community awareness sessions for ITPs; video productions on REDD+ and climate change were broadcasted through national television stations; a series of audio productions in seven indigenous and tribal languages were re-broadcasted on local radio stations; news articles; production of communication material, including REDD+ newsletters, brochures and posters.

UNDP supported Suriname's national efforts to meet its reporting obligations and participation in the Conference of Parties to the Convention on Biological Diversity (CBD), with the emphasis on the successful participation of Indigenous and Tribal Peoples representatives. The ITP representatives were an integral part of the preparation phase and dedicated consultation for Indigenous and Tribal Peoples were facilitated to provide input to the national reporting. This has led to better understanding on the mechanisms of the CBD as reported by the respondents.

UNDP facilitated the valued input in the consultations of moving from Intended Nationally Determined Contribution (INDC) to Nationally Determined Contribution (NDC) that also contributed to ratification of Paris Agreement in the Parliament of Suriname. Suriname is now on track with its reporting on the climate change conventions. The achievements were the result of directly engaging the Parliament of Suriname and building the capacities of senior Government officials working on climate change.

The UNDP closely collaborated with the Government of Suriname to host the High Forest Cover Low Deforestation (HFLD) developing countries conference. The conference resulted in the Krutu Declaration Suriname, which reaffirms the recognition by the United Nations Forum on Forests (UNFF) at its 11th Session in 2015, of the special needs and requirements of HFLD developing countries in mobilizing financing for sustainable forest management. The HFLD Conference resulted in a roadmap and action steps identified, with a call on the international community to better align the financial frameworks and mechanisms in terms of mitigating and adapting to climate change for HFLD developing countries.

Climate change

The UNDP effectively coordinated the project resulting from the partnership between Suriname and the Global Climate Change Alliance (GCCA+), which is an initiative of the European Union (EU), and contributes to the reduction of Suriname's vulnerability to the negative effects of climate change and improves its current climate change adaptation capacity and mitigation. As a result, the capacity and framework for the conservation of the mangrove ecosystems was strengthened and the key milestones were the development of the National Mangrove Strategy; the establishment of the National Mangrove Biodiversity Monitoring System along the coast of Suriname and the development of the National

Mangrove Forest cover map, as part of the National Forest Inventory. Under the GCCA+, the update of three Management Plans of Coastal Multiple Use Management (MUMA) for the BigiPan MUMA, North Coronie MUMA and the North Saramacca MUMA took place and the upgrade of the Mangrove Educational Center in Coronie including curriculum endorsed by the Ministry of Education, Science and Culture, was realized.

The Forest Services department with the game wardens was strengthened and was equipped with pickups and boats to increase the east to west patrolling tasks.[45]

Under the GCCA+, UNDP has contributed, to Suriname's efforts to adapt the negative impacts of climate change through the strengthening of the hydro-meteorological systems, in this case the Meteorology Service and the Hydrological Research Department, to deliver improved climate change relevant data for analysis. In that regard the installation of 16 hydro-met station instruments to collect climate and weather data; 5 telemetric water level stations, 5 automatic water level stations, 2 automatic weather stations and 4 recording rain gauges stations took place and the historical climate data was digitized. The Meteorology Service and the Hydrological Research Department were trained in the use of the new equipment and the working infrastructure of these departments were improved.

A combined collaboration of the UNDP, the University of Suriname and the Inter-American Development Bank resulted in the calibration of the hydrobid hydrological modelling (HydroBid) for surface water management in 4 mayor rivers (Nickerie, Coppename, Saramacca and the Suriname river.

The UNDP focused its technical support to Suriname's policy on water management through conducting a situational analysis of the Integrated Water Resource Management in Suriname as part of a comprehensive report for implementing Integrated Water Resource Management; this included an Action plan, Monitoring and Evaluation plan. The development of an Integrated Water Management Plan for Suriname will improve the sustainable management of the water resources and secure water resources given the changed climate conditions. The Suriname Water Resources Information System (SWRIS) web portal has been rebuilt and gives access to information and documents on water resources in Suriname (http://www.swris.sr/).

Under the GCCA+, the community capacity in climate change adaptation was enhanced through sustainable income generation and innovative agriculture technologies interventions have implemented aiming at increased skills of beekeepers, sustainable community-based forest monitoring in the tribal upper Matawai territory, the installation of rain water harvesting systems and the installation of field micro-irrigation systems. Also, Policy document developed and presented on land use planning in the Upper Suriname River area.

To increase community resilience to extreme weather events, UNDP focused on up-to-date school and community disaster plans in 7 communities and for 7 schools in the districts Nickerie, Commewijne, Para and Paramaribo. The National Disaster Management Office (NCCR) built capacity at the sub-national level by supporting the District Commissioners offices, Medical Services and other actors and establishing 18 disaster response teams in all

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[45] Interview with the Ministry of Land and Forest Management

districts and the development of 19 District Disaster Management Plans for each District Commissioner's office.

As a result of the effective execution of the GCCA+ project, the European Union has agreed to finance a second GCCA+ project in Suriname, which will emphasize on building resilience through integrated water resource management (IWRM), sustainable use and coastal ecosystems management (ICZM) in ways that increase the well-being of coastal communities through gender responsive capacity enhancement. UNDP will provide the implementation support and also co-funding.

The UNDP in Suriname also coordinated the regional Japan-Caribbean Climate Change Partnership (J-CCCP) project aiming at strengthening capacities to invest in climate change mitigation and adaptation technologies in a structured and prioritized manner. In Suriname this resulted in the completion of 3 out of targeted 4 Nationally Appropriate Mitigation Actions (NAMAs) to upscale and provide long-term energy access to interior tribal populations and the National Adaptation Plan on Climate Change.

Under the J-CCCP project, the UNDP partnered with the Amazon Conservation Team (ACT) in Suriname and implemented the women empowerment and renewable solar energy pilot project, a 75 solar photovoltaic (PV) panel system was installed capacity of the community members was strengthened by educating them on the importance of energy efficiency. This pilot was adopted by Government of Suriname for possible scaling out solar energy to the interior. Additionally, community pilot projects on community-based water capacity and irrigation systems and climate-resilient agriculture practices and technologies (including a Japan-Caribbean study tour) were executed and one tribal community Asigron was facilitated with a rainwater harvesting system.

A joint partnership between the J-CCCP and the Anton de Kom University of Suriname's department of infrastructure resulted in an INFRA HUB designed to combat flooding through adaptation measures for drainage and sanitation systems as well as to mitigate the effects of climate change. The Team could not interview the representatives of the University to inquire about the process and the beneficiaries on the status and the use.

Artisanal and Small-Scale Goldmining

To promote environmentally responsible practices in the mining sector, in particular Artisanal and Small-Scale Goldmining, UNDP's technical assistance has enabled Suriname to conduct a Mercury Initial Assessment and prepare for the ratification and subsequent implementation of the Minamata convention. The draft National Action Plan (NAP) on Artisanal and Small-Scale Gold-mining (ASGM) was prepared and the formal approval by the Government is pending. The NAP provides a longer-term strategy and policy, whilst supporting medium term policy enhancements and building capacity for improving monitoring and enforcement of the regulations in Artisanal and Small-Scale Goldmining.

UNDP's efforts through an initiation period and mobilization with the GEF resulted in the development of a 7-year full size project for Improving Environmental Management in the Mining Sector of Suriname, with emphasis on Artisanal and Small-Scale Goldmining, which will be addressing the negative impacts of deforestation and environmental degradation. The key critical component will be to work at the policy level with

> **Best Practice – Empowerment of Indigenous and Tribal Peoples**
>
> UNDP's work with the Indigenous and Tribal Peoples (ITPs), represented by the Association of Indigenous Village Leaders in Suriname (VIDS) and the Organization of Maroon Tribes in Suriname (KAMPOS), resulted in conducting a capacity needs assessment for VIDS with recommendations on the way forward. UNDP will support the capacity needs assessment for KAMPOS also. Another major component that UNDP is assisting with is the development of Free, Prior and Infirmed Consent (FPIC) protocols for the ITPs.
>
> UNDP has a major contribution in the application of livelihoods strategies, technologies and practices focusing on Indigenous and Tribal villages, which targeted the village of Kwamalasumutu in the far south of Suriname where the focus was placed on herbal tea value-chains. UNDP also partnered with Amazon Conservation Team, in the village of Apoera (bordering Guyana), to conduct an ecological study for management of Carapa tree populations near Apoera and on agroforestry at Marchallkreek. As results progress expansion form 1 HA to 2 HA in improve integrated agroforestry was observed within the community.
>
> UNDP was extensively involved in the empowerment of the Indigenous and Tribal People's (ITP's) for their coordination and engagement in the REDD+ preparedness. The REDD+ Assistants Collective (RAC) was established through which the different ITPs assigned representatives to function as REDD+ Assistants and received skills training and training in the concept of REDD+. The RAC support the information provision and raising awareness on REDD+.
>
> Simultaneously with the approval of the REDD+ readiness programme, the Indigenous communities prepared the initiative 'Planning of Our Future' for the selected areas West Suriname, Donderskamp en Kawemhakan. The aim is to prepare participatory 3-dimensional maps of their traditional territory, carry out monitoring activities and develop plans to manage, preserve and protect their land as they have been doing for centuries.

Government and with the miners to demonstrate the environmental and economic benefits of environmentally responsible mining practices (ERMPs) and technologies.

UNDP assisted Suriname in accessing the Global Environment Facility GOLD+ program and the preparation of the initiation plan for the Global Opportunities for Long-term Development of ASGM Sector Plus project. This project aims to reduce the use of mercury and increase incomes in the ASGM sector in the participating countries through a holistic, multi-sectoral integrated formalization approach, and increasing access to finance leading to adoption of sustainable mercury free technologies and access to traceable gold supply chains.

Mainstreaming global environment commitments for effective national environmental management

Prior to the passing of the Environment Framework law, UNDP supported the development of four State decrees providing supportive regulations in the area of environmental protection. UNDP also participated in the stakeholder consultation on drafting the Environmental Framework law.

Finding 14. The Country Programme has been successful in mainstreaming gender internally in its programmes and operations. Since 2016, the CO has been holding the Bronze Gender Equality Seal as a recognition of its achievements in Gender equality and empowerment.

In 2016, the Country Office was awarded Bronze Gender Equality Seal certification, which was renewed in 2019, with the CO scoring 8 out of 8 points. The CO female/male ratio among currently occupied posts is 12:5 including 1 female senior staff member.

Due to the size of UNDP Suriname office, there is no dedicated gender advisor/specialist in place necessitating support from UNDP headquarters and Regional Hub in Panama; the Democratic Governance Analyst acts as a Gender Focal Point, who is a part of the Gender Focal Team (GFT). The GFT meets the Seal's mandatory quality criteria and is composed of 5 persons, including CO and project staff and chaired by the DRR. The team meets regularly to discuss progress and make recommendations on the action plan. The GFT's primary role is to ensure that the country office's Gender Equality Strategy is followed and implemented, oversee the overall gender performance of the office applying the Gender Equality Seal process and tracking the Seal comprehensive benchmarks. The GFT coordinates gender initiatives, provides strategic leadership and management, advocacy, policy support and capacity enhancement, and supports mainstreaming to ensure gender equality and women's empowerment are achieved.

The Team has developed the Gender Equality Strategy and Action Plan which are aligned with corporate Gender Equality Strategy (GES) and include institutional mechanisms for gender equality. Also, as part of the its Gender Seal re-certification process, the Country Office has developed an induction kit referencing corporate Gender Strategy and policies on Sexual Harassment and Work-Life policies. The CO has conducted a training workshop to inform staff about work-life balance, and ensured that personnel complete the Gender Journey online course, including the newly appointed staff. The CO has signed the SH and SEA prevention pledge and developed a SH SEA action plan, nominating two focal points to advise staff on actions on complaints on sexual harassment. All personnel have completed mandatory online trainings on SH and SEA and the DRR conducts annual end-of year certification to highlight results related to prevention of SH and SEA.

From 2017-2020, UNDP's projects (both programme and management) in Atlas have been assigned GEN0, GEN1 and GEN2 Markers, with Management projects being mostly GEN0. During these years, the total of funds assigned to these projects equaled US$ 22,830,258 of which US$ 2,214,554 (10 percent) were utilized. The following table shows budget allocation and utilization by Gender Marker.

Figure 5. Budget and utilization by Gender Marker
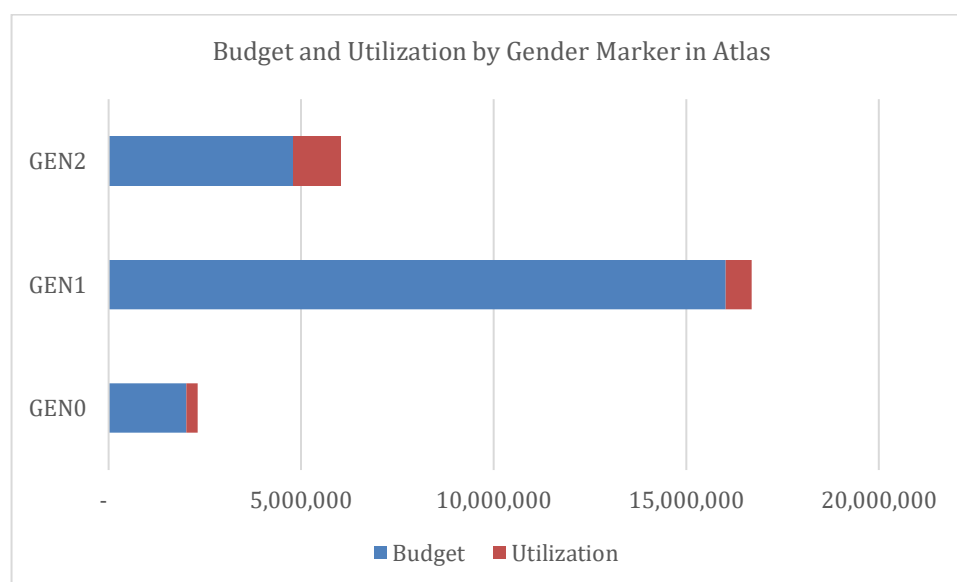
As regards the specific projects under the outcomes, 9 out of 17 projects in the Country Programme are GEN2 and 7 are GEN1 (one closed project in Governance Portfolio had not been assigned a Gender Marker). The Environment and Natural Resources portfolio has the largest number of GEN1 and GEN2 projects; 2 out of 3 projects under the Governance portfolio are GEN2.

Figure 6. Project Gender Marker by outcome

Gender Marker by Outcomes
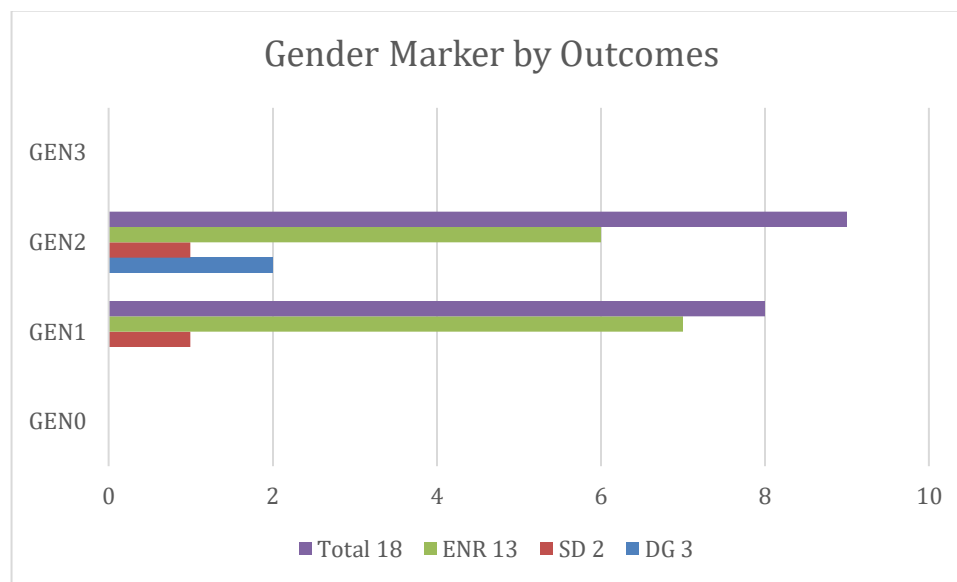
Source: Own elaboration based on CO information

Prodoc appraisal process includes mandatory gender screening. Random review of project documents, indicates that most of the environmental project documents as well as the most of the recently developed proposals and project documents contain gender-disaggregated indicators and in the case of GEF projects also include gender in social and environmental safeguards.

Finding 15. The Programme has achieved modest results externally in terms of gender mainstreaming and women's empowerment (GEWE), mainly through supporting the increased participation of women in elections, and strengthening capacities of national institutions, including the Bureau for Gender Affairs of the Ministry of Home Affairs. The most notable and tangible result to date is the development of a National GBV Referral Pathway in response to rising levels of reports of Gender-Based Violence.

During the last two elections UNDP has supported the Government and civil society towards the increased participation of women and People with Disabilities in politics through the Electoral support project in the Democratic Governance project implemented from March 2019. The CO, in partnership with the Embassy of the Kingdom of the Netherlands, launched an initiative, titled "Balance 2020" to promote the participation of more women in politics and in decision-making positions, targeting first time voters. UNDP developed leadership programmes, communication and awareness campaigns and materials and workshops, with funding from the Dutch embassy and partnering with the private company STAS international.

According to the reviewed material and stakeholder interviews, UNDP also supported the Bureau Gender Affairs of the Ministry of Home Affairs, strengthening capacities and raising among various civil servants, NGOs, religious leaders; helped train 10 gender trainers and supported the reporting and consultations for the UNCEDAW through mock sessions, report

writing and providing space and equipment. UNDP also provided support to the Bureau for Gender Affairs workshop on RBM and Gender Equality organized as part of the Gender Policy development in 2018. UNDP supported workshop reporting; however, it did not contribute to the workshop contents and elaboration of the Policy, which was done with the support of Canadian Government.

While not directly attributable to UNDP, the Country Programme reportedly contributed to the increased women's participation in the elections and increased number of women in the Parliament, raising the percentage of women who gained seats in Parliament after the 2020 elections to 29.41 percent from 25.4 percent in 2015 (31 percent of 51 seats).[46]. UNDP also contributed to gender disaggregated data management on crime and violence in Suriname through the Caribbean Citizen Security toolkit developed by the regional CariSecure projects.

Under the Environment and Natural Resources area, in 2019 UNDP is participating in the regional project Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER), funded by the Canadian and British Governments, which seeks to further integrate gender equality and human rights-based approaches into action on climate change, environment and disaster recovery. The ultimate outcome is improving climate resilience for women and girls and key vulnerable populations and future generations in the Caribbean and improved national capacity for gender-responsive climate change adaptation and mitigation planning and implementation.

Due to COVID-19, the project implementation has been delayed and there are no major results to date; however, under the project framework, UNDP, in partnerships with UNFPA, Global Affairs Canada and the Foreign, Commonwealth and Development Office of the United Kingdom developed a National GBV Referral Pathway in response to rising levels of reports of Gender-Based Violence, which provides necessary support tools such as information guides. The GBV Referral Pathway initiative was launched with the Minister of Justice and Police and the Minister of Home Affairs, on December 9, 2020. This initiative has also supported the training and capacity building of first responders, duty bearers and other relevant service providers on GBV, through workshops on best practices and life-saving services during emergencies. As confirmed by the stakeholders, the Gender Based Violence (GBV) Referral Pathway Programme will provide critical support to key service providers who respond to GBV cases, assist impacted persons and guide them to needed services.

According to ROARs, under the GCCA+ project, UNDP is initiating the Gender Responsive Budgeting of Strategic Adaptation Action and Sectoral Plan, Sub National implementation of IWRM/ICZM Adaptation Actions in Administrative Coastal districts of Nickerie and Coronie, which are vulnerable due to low lying coast and need to protect the primary east to west road artery.[47] A consultant has been contracted and the assignment is to start in June 2021.

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[46] This information provided in reports and through interviews contradicts the main document produced under this effort - Balans in 2020: A Gender Analysis of the 2020 general elections for the National Assembly in Suriname, which states that the progress on women's participation had stalled. The Team could not clarify the discrepancy with the Country Office.

[47] ROAR

7.3.   Coherence - how well does UNDP's work fit?

Finding 15. Formally, the CPD outcomes are closely aligned with the national, regional and global development goals. However, the disconnect between the programme vision and implementation, described above, reduces the possibility of making meaningful contributions to these goals, particularly in the area of Social Development and Democratic Governance, limiting its internal coherence.

Through its programme logic underpinned by 6 Signature Solutions, the UNDP Country Programme has been aligned with different national, regional and global priorities, as expressed in the National Development Plan 2012-2016, SAMOA (SIDS Accelerated Modalities of Action) Pathway, UNDP Strategic Plan 2018-2021 and Sustainable Development Goals as well as the regional priorities stipulated in the LAC Regional Programme document 2017-2021.

At the regional level, the Country Programme responds to the Regional priorities, namely the LAC Regional Programme Outcome 1: Reduced levels of multi-dimensional poverty and inequality accelerate progress towards the achievement of SDGS; Outcome 2: CC/Risk informed sustainable development frameworks that promote healthy ecosystems, sustainable livelihoods and reduce risk, especially for people in vulnerable conditions; and, Outcome 3# 3: Responsive, inclusive and accountable institutions improve the quality of democracy and the rule of law. (See Annex 11 for more details)

UNDP has demonstrated modest internal coherence through cross-sectoral work on SDG financing and trainings of local communities on gender and SDGs in the framework of REDD+, work with Persons with Disabilities and Indigenous and Tribal communities, conducting a corruption and risk analysis jointly with the Democratic Governance area and NIMOS, under REDD+. Another example of cross-sectoral coherence the collaboration with the PAPEP project under the Democratic Governance portfolio, through which UNDP contributed to the development of grievances and redress mechanisms and trained actors on conflict prevention in the gold mining sector. This coherence is largely due to close internal coordination between the teams, especially before the pandemic.

Despite the formal alignment, given the small size and scope of UNDP work in Democratic Governance and Social Development, there is no evidence that the current Country Programme can make meaningful contributions to regional and global results in these areas. Based on the analysis of UNDP standing in general, and achievements in the Environmental portfolio, the internal coherence is more likely through interventions in the area of natural resource management, climate change adaptation and mitigation and disaster risk resilience, where the programme responds more coherently to national and regional/global priorities and has made meaningful and sustainable contributions.

Finding 16. UNDP work has been more coherent externally through the complementarity of its work with other UN Agencies. Here, UNDP has succeeded in forging some collaborative partnerships contributing to the MSDF Country Implementation Plan and spearheaded several important interventions, which have the potential to reposition UNDP as a key partner in the country beyond environment area, especially as regards SDG financing and monitoring.

The coherence of the Programme with national policies and plans is ensured through a number of completed and ongoing initiatives carried out under each of the outcome areas, through which UNDP contributes to the MSDF priority areas. Within each of the MSDF Priority area, UNDP's actions complement the work of other UN agencies, such as UNICEF,

UNFPA under the Priority areas 1 and 2, ILO – Priority Area 1, UNEP, UNFPA and FAO – Priority Area 4.

Under the MSDF umbrella, UNDP led the UN SEIA of COVID-19 impact and conducted a specific Rapid Digital Socio-economic Impact Assessment (RD SEIA) on 300 Households of Indigenous People, in response to the initial SEIA identification of vulnerable and at-risk groups and recognizing the need to obtain detailed information from this vulnerable group on the impacts of COVID-19 in remote rural areas. This RD-SEIA was the first such dedicated study on the impacts of COVID-19 Indigenous People in Latin America and the Caribbean.[48]

UNDP has been expanding its outreach with UN agencies through different cooperation modalities. As per respondent interviews, in addition to the MSDF country level programming under the Country Implementation Plans (CIPs), UNDP and UNFPA complement each other strongly on issues related to gender and human rights, with UNFPA focusing on health, LGBTI inclusion and commercial sex workers, and UNDP focusing on gender mainstreaming. Both agencies have partnered on the preparation of 19 district disaster management plans, establishment of disaster teams and training on how to address GBV and gender in emergencies under the COVID-19 response. UNDP and UNFPA are developing partnership to strengthen gender sensitive financing structures to accelerate reaching the SDGs – aimed at the development of a National Roadmap for a Sustainable Financial Systems to reorient the flow of international and local resources toward more inclusive and gender responsive sustainable actions. UNFPA and UNDP also converge with PAHO on issues related to domestic violence especially in the context of COVID-19 pandemic.

UNDP has been engaged with PAHO through a grant from the Framework Convention on Tobacco, to support Suriname in the implementation of and awareness on its tobacco legislations, which is one of the most comprehensive legislation but suffers delays in its enforcement. UNDP's role will focus on the governance aspect of the legislation and will include consultancy to support to complement PAHO's work on strengthening regulatory frameworks

UNDP is also continuing its long-standing collaboration with UNICEF, which in the past included coordination on disasters, preparedness in schools together with the Suriname Red Cross and most recently, partnership through the Generation Unlimited (GenU) youth challenge launched in December 2020. As a Green Climate Fund accredited agency, UNDP will be partnering with UNICEF Country Office to help develop its climate-oriented CPD and to access vertical funds. UNDP has been coordinating work on Biodiversity with UNEP and on forests with FAO through the REDD+ mechanisms and memorandum of understanding with FAO which includes a partnership on web portal with real-time data on forests, mining, logging sites etc. UNDP is also partnering with the IOM on how to land the global agreement on migration to national level to support the migration policy.

Other recent examples of UNDP's complementarity and coherence include the joint applications to SDG Fund: 1. Leading Financing Solutions to Leverage Public and Private Finance to Support Social Protection Systems at Scale in Suriname, led by UNICEF where UNDP participates with ILO, FAO, PAHO, and UNFPA, and 2. Roadmap for a Sustainable Financial System for Suriname Sustainable Development Goals (SDG), by UNDP, UNEP, UNFPA and FAO.

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[48] 2020 UN Country Annual Results Report, United Nations Suriname, April 2021

Finding 17. UNDP has also forged strong partnerships with national and international NGOs and donors, especially in the area of Social Development and Democratic Governance, which has helped enhance its relatively limited standing in these areas.

In the past five years, the UNDP has forged partnerships with a number of important CSOs, such as: VIDS (Association of Indigenous Tribal Leaders) and KAMPOS (Collaboration of Tribal Peoples in Suriname), which represent the ITPs; Stichting Medische Zending Primary Health Care Suriname (Medical Mission Suriname) which is a private, non-profit, primary health care organization that has provided healthcare in the remote interior of Suriname for decades; the Anton de Kom University of Suriname, faculty of Technological Science and the Alliance for Decent Work for People with Disabilities, (comprised by the NSBS (National Foundation for the Blind and Visually Impaired), Stichting Wan Okasi, Unu Pikin, Suriname Trade and Industry Association (VSB/STIA) and the Government.

Other notable national and international NGOs operating in Suriname, with which UNDP has worked in the past 5 years include the Conservation International Suriname and World Wild Life Fund Guyana and Suriname in the area of environment; the organization Ultimate Purpose (training and awareness), Suriname Women United/Care4U Foundation (women and youth), SUDOBE (Organization for the interest of Surinamese deaf persons), ICT Association Suriname, STAS International Strategic Communication and Branding (training, awareness/communication and branding), under the Democratic Governance and Social Development outcomes, among others.

In the private/business sector, the key actors are the Chamber of Commerce Suriname (KKF), which is among others responsible for managing the Trade Register and the Foundations Register and representing the interests of the business community as well as promoting the development of business;[49] the Suriname Trade and Industry Association (VSB/STIA), the Suriname Business Forum (SBF), the Association of Small Medium Sized Enterprises in Suriname (AKMOS) and the SHATA (The Suriname Hospitality and Tourism Association).

Important donors working in Suriname include the Delegation of the European Union in Guyana on environment; the Caribbean Development Bank on the Basic Needs Trust Fund; the Inter-American Development Bank on among others environment and natural disasters, trade, water and sanitation, education, energy, transport; USAID on citizen security, through the CariSecure Regional Project; Canadian High Commission in Guyana and Suriname and the Delegation of the European Union on climate change through GCCA+; the Dutch embassy in Suriname on elections; Global Affairs Canada and Foreign Commission and Development Office of UK on Gender-Based Violence.

Finding 18. UNDP's integrator role after delinking is not immediately clear. UNDP is still considered by many as the "face of the UN" due its historical leadership role, size of its funding, presence in the country and continuous support to the UNRCO and UNCT under DaO modality; however, there is no clear understanding of what integrator role implies in Suriname.

Many respondents did not see much change in UNDP's role after the delinking, partly due to a transition period which reportedly was not adequately managed by the UN and a general lack of understanding of what the reform would entail. For a while, the role and added value of the RCO were not clear and although the roles have been more or less cleared since and

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[49] World Bank Sector Competitiveness Analysis for Suriname 2017

interagency collaboration under the RCO has taken up, there are still ambiguities as regards UNDP's role in these new settings. It is generally agreed that One UN modality is clearly the responsibility of the UNRC and is in line with the Government's expectations, who on several occasions confirmed their interest in working with the "united front" rather than individual agencies on specific issues.

In the words of some respondents, while the RC role has changed, UNDP still has a niche in bringing together different capacities and at least for now, mirror the RC's political guidance and convening role but from a technical perspective. This niche is rooted in UNDP's global legacy as a convener agency and its position as a "back end of the RC system" after the delinking. This perception is bolstered by UNDP's presence in the country, as opposed to the UNRC, who operates from Trinidad and Tobago and other agencies with similar mandates, e.g., UNEP or UN Women. As noted by one respondent, UNDP is "still there and still has tentacles in many places", although the comment was made from the perspective of UNDP's strength and added value, rather than as a criticism.

It is notable, that in Suriname, UNDP in general enjoys good relationship with the UN system agencies and there has not been major criticism of UNDP for "poaching" other agencies' initiatives, which the stakeholders observe in other countries. UNDP is largely viewed as collaborative and open, which is reflected in a number of joint programming initiatives, two of which have been successful.

Under these considerations, UNDP's role is seen primarily as an enabling arm of the UNRC in the task of Delivering as One, through its support to Business Operations Strategy (BOS), EMT, recruitment and common premises. At the same time, UNDP's potential integrator role is reflected in the COVID-19 Socio-Economic Impact Assessment, which UNDP led technically and followed with the innovative Rapid Digital SEIA of the COVID-19 pandemic on indigenous communities in Suriname through a multidimensional vulnerability approach.

However, UNDP's integrator role with regards to SDGs is not yet obvious in Suriname context. There is a common agreement that "they could lead on SDG, but the roles of RC and UNDP are not clear; SDGs cut across all sectors, and UNDP as a development agency operates at a higher level at policy level" so UNDP is potentially seen as advocating with Government and consolidating different social, economic and political determinants to bring agencies specific mandates to guide a common agenda. However, this effort has to be driven by the Government and currently, there is no clarity as to how the process will unfold and what role UNDP will play in it, especially given its limited outside visibility beyond the Environment area.

7.4.   Efficiency– how well has UNDP been using the recourses?

Finding 19. The Country Programme is managed by a small team with a significant disparity in terms of subteams' sizes, human resource and financial capacities. This disparity is mirrored in the composition and effectiveness of the portfolios and in the overall strategic positioning of UNDP in the country and is mostly due to lack of funding for democratic governance and social development portfolios.

The Country Programme is implemented by the UNDP Country Office located in the capital of Suriname Paramaribo. It is led by the Resident Representative operating from Guyana and the Deputy Resident Representative, stationed in Suriname. Both the RR and DRR have arrived relatively recently, the DRR August 2019 and the RR in November 2019.

The CO is composed of two clusters: Operations (5 national posts) and Programme (13 national posts) of which 4 are personnel funded from Core resources and 9 are personnel funded from projects. Additionally, there are 2 positions listed under the GEF Small Grants Programme, 1 filed by the National Coordinator and 1 filled temporarily by a Programme Assistant. 2 of the 5 national personnel posts under the Operations are co-funded by UNICEF, UNOPS and UNFPA as part of the DaO and contributing to Common Premises in the UN House. In the Programme cluster, there are three area teams: Democratic Governance, Social Development and Environment and Natural Resources – led by national personnel and GEF/SGP team led by project personnel. With 12 posts, the Environment and Natural Resources team is the largest and includes national programme assistant and personnel funded from 4 projects (J-CCCP, GEF/SGP, GCCA+ and EnGenDer). (See Annex 10 for the Country Office Organigramme)[50]. The Operations and Finance Associate (GS) acts as a Head of Operations under direct supervision of the DRR and is in charge of finance, common premises and security, assisted by the 1 assistant dealing with human resources and procurement and 1 driver.

While the Country Office size may be considered adequate for a small country like Suriname, the Social Development and Democratic Governance areas, which are represented by one person each, are in a clear need of more robust human resource capacity, especially considering that the Social Development area is headed by a Programme Associate with a GS contract. This need has been confirmed by various interviewed stakeholders, from Government and Civil Society, who have noted the disparity in the sizes of the Environment and Natural Resources team as opposed to the other two areas. This disparity is especially notable, considering the national challenges related to social protection, human rights and governance and UNDP's lack of strategic presence and limited effectiveness in these areas.

Finding 20. The Country Office has implemented some measures to achieve efficiency with a limited number of staff, combining some functions in the absence of available posts. However, these efficiency measures do not necessarily translate in increased effectiveness, visibility or efficiency, especially in the aera of Social Development and Democratic Governance.

For example, the Democratic Governance area head acts as a Gender Focal Point, whereas the Social Development area head also combines the functions of Monitoring and Evaluation Focal point. The DRR assistant extends basic support to Democratic Governance and Social Development areas. However, these efficiency measures, while commendable, do not seem to improve the Programme performance.

Thus, there is no dedicated Monitoring and Evaluation Specialist in the office, nor is there a Monitoring and Evaluation strategy and/or Plan. The M&E Focal Point is tasked with compliance with corporate requirements and generic reporting on Integrated Workplan. The Head of Operations carries out management monitoring, overseeing budget expenditures, approved by the Project Managers. The latter are in charge of project monitoring in Atlas. Output level reporting is done through ROARs; however, project level monitoring is arbitrary, irregular and of varied quality. There is no quarterly monitoring, most projects lack annual and final reports, except in specific cases when these are requested by a donor. Non-project related reporting is also lacking, which complicates the verification of results reported verbally and in ROARs.

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[50] The organigramme only accounts for staff currently stationed in Suriname and omits the RR currently stationed in Guyana.

While overall financial monitoring of budget delivery is done by the Head of Operations, not all programme staff are aware of the financial status of their programmes. The evaluation encountered challenges in obtaining project expenditure data related to some projects from the programme area. The Country Office Evaluation Plan mentioned a mid-term review of the CPD and evaluation of the Environment and Natural Resources portfolio, however, they were not carried out due to funds constraints. Project evaluations carried out in this area were requested by donors and budgeted in the projects.

The CO has recently improved in communications and visibility, as reflected in the increased traffic in social media, reported by the CO. However, the Office does not have dedicated Communications expert, with adequate experience and capacity to assess the communication and public relations needs of the office, interface with the Government and other actors and design an adequate communications approach aimed at different audiences, to increase the visibility of UNDP and its actions. The IT Associate, who combines the communications tasks, also promotes relevant UN and project events mostly on Facebook. After the contract with an external company that monitored media and communications traffic expired, the IT associate has been combining the tasks of a communications focal point. There is no communications strategy for the Country Office nor a designated budget. UNDP participates in the UNCT communications plan, joining in the promotion of common events and UN day celebrations. This lack of a focused communications approach is reflected in UNDP's limited visibility beyond its direct beneficiaries and the UN and the limited understanding of its mandate and value added.

The small size of the team is particularly critical given the implementation modality of the projects. As mentioned earlier, out of 18 projects implemented by UNDP, 10 are DIM. However, even in the case of NIM, UNDP provides full NIM support, given the limited absorption and implementation capacities of stakeholders. This, coupled with providing administrative services to the RCO, responsibilities under DaO and engagement in non-project interventions such as SEIA and RD SEIA, support to the Government of Suriname in the implementation of the CDB BNTF and other similar actions, places a significant strain on the office and requires more human resource capacity.

Finding 21. Despite the delays in project implementation, caused by the pandemic, the Programme demonstrated commendable flexibility in adjusting some of its actions in the context of the pandemic and repurposing funds for COVID-19 related actions. UNDP also made efforts to increase efficiency by strengthening internal coherence, as intended in the "issue-based programming" approach stipulated in the CPD, however, these were insufficient in scope.

Considering the negative effect of COVID-19 on programme effectiveness, UNDP successfully negotiated repurposing some of the projects' funds to respond to the country's need for Personal Protective Equipment (PPE) and supplies. The reviewed documentation and interviews indicate that USD 15,000 from the USAID-funded CariSecure programme were diverted to the PPE needs of the Suriname police force, procuring 4,900 masks, 1,330 gowns, 500 safety glasses and goggles and 2,000 pair of gloves.[51] Global Affairs Canada, UKFCDO and European Union also demonstrated openness to adjust the EnGenDer project to respond to COVID-19 procuring cleaning and sanitation supplies and PPEs for the National Disaster Management Office to be used in the community response; procurement of Face Shields to

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[51]   https://www.sr.undp.org/content/suriname/en/home/presscenter/pressreleases/2020/personal-protective-equipment--ppe--to-the-ministry-of-justice-a.html and UNDP documentation.

the Foundation for Hearing Impaired. UNDP partnered with the Regional Hub and the World Food Programme to reduce shipment costs of the PPE and supplies. UNDP was not able to procure PPE for electoral offices for use during the day of the general elections, due to short time frame in the request from government and due to the high cost of the PPE shipment from China.

UNDP sought complementarity of diverse mechanisms, within and across specific areas of work and considering the large share of funding in the Environment Area through cross-sectoral work. However, the limited number of these interventions and their modest scope was not sufficient to qualify as an "issue-based programming". While the CPD recognized resource mobilization risks for Democratic Governance and Social Development areas, with the exception of the small number of cross-sectoral complementarity, the programme largely could not succeed in mitigating these risks by "addressing governance and social development priorities as part of environmental resilience; putting innovation and citizen-focused initiatives at the heart of initiatives; and leveraging linkages between environment and related targets in governance and social development".[52]

Finding 22. UNDP has been successful in mobilizing resources, almost doubling the amount of funds envisaged for the CPD implementation, but mostly for the ENR portfolio, and has been lagging in their execution. The structure of funding sources reflects the strength of the Environment portfolio and UNDP's overall standing in this area and reinforces the disconnect between the planned vision and actual programme.

There are arrears in GLOC payments from the government, which, despite its MIC status, faces fiscal constraints and despite expressing commitment, will find it difficult to cover the outstanding debt. Given that the revenue generated from DPC, CPS and services provided to other UN Agencies can fund only half of salaries, the Country Offices receives support from the by the HQ.

As mentioned earlier, the Country Programme Document total budget envisaged US$ 14,085,000 for the achievement of three outcomes. To date, the CO has managed to mobilize US$ 26,046,081 for programme activities, from diverse funding sources.

Figure 7. Programme funds mobilized and utilized by the CO
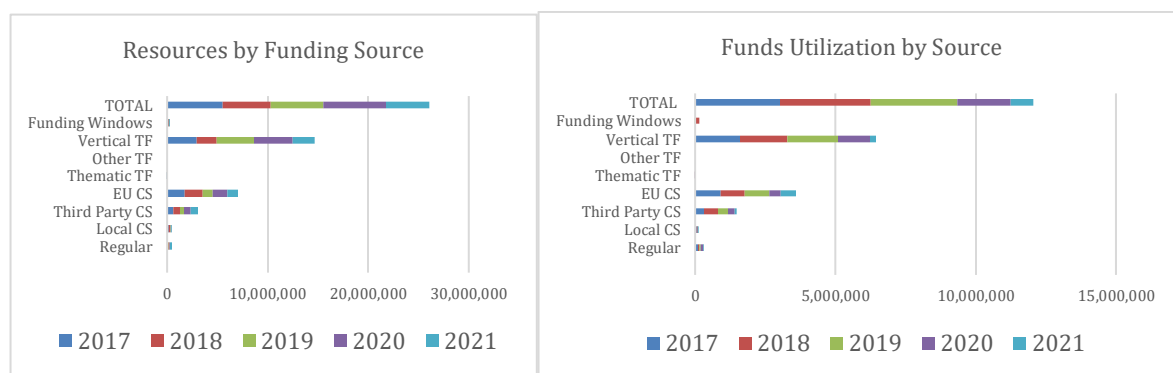
Source: Own elaboration based on Atlas data provided by the CO

The bulk of the funds have been mobilized by and for the Environment and Natural resource portfolio, through Vertical Funds, funding from the European Union and third-party donors.

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[52] UNDP Country Programme Document

While the resource mobilization trend has been increasing, reaching the highest mark in the pandemic year, the Country Office has been lagging behind in terms of execution, with 12,062,457 or less than the half (46 percent) of programme funds executed to date. Project execution rate has also been declining, especially since the start of the COVID-19 pandemic.

Figure 8. RM and Project execution
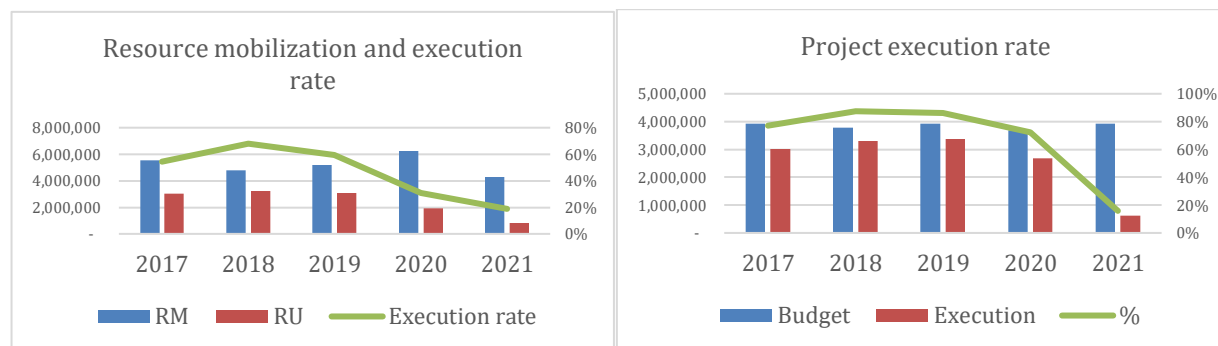
Source: Own elaboration based on CO data

According to the information received from the Country Office, the Management/Programme ratio in 2020 was 43.6 percent and is currently at 17.3 percent for 2021. The largest share of management resources was allocated on IP staff, followed by GS Staff, NP staff, Insurance and security and After-Service Health Insurance (ASHI). Of a total of US$ 284,685 for 2021, 1.2 percent of management resources was from regular funds and 98.80 percent from other resources. Of the total budget of $548,737 in 2021, 0.62 percent was from regular resources and 99.38 percent from other.

Finding 23. The Country Programme implementation was satisfactorily transparent as confirmed by the Country Office management audit, the CO HACT audit and HACT audits of REDD+ programme. While all of the management audit recommendations are reported as implemented, the evaluation considers that some are not yet fully achieved.

The evaluation reviewed the documentation from the Country Office Management audit, CO HACT audit and HACT Audit reports of REDD+ for 2017, 2018, 2019. The CO management audit identified weaknesses in monitoring, risk management and reporting activities, insufficient cost recovery and RM strategy lacking action plan, HACT not fully implemented, lack of adherence to corporate guidelines for NIM projects, weaknesses in use of Atlas for project management, weaknesses in service contract, management, payment process and ICT management. The Atlas entry for these recommendations marks all as implemented

While some of the above issues is beyond the scope of the present Evaluation, findings under the chapter 7.2. of this report present the evidence that Monitoring and Evaluation, risk management and reporting and resource mobilization strategy still have significant shortcomings and require action on the part of the CO for their improvement.

The reviewed REDD+ HACT audit report does not contain any shortcomings and recommendations.

7.5.   Sustainability

Finding 24. Country programme results range from moderately sustainable to unsustainable depending on the Outcome area. The Environment and natural resources area has the highest share of results with a relatively high potential of sustainability, whereas the sustainability of results in Democratic Governance and Social Development areas is less likely.

Primary and secondary data suggest that most of the results in the ENR area have a moderate to high potential of sustainability. The data systems that have been set up support the reporting of the Government following international commitments such as the Convention of Biological Diversity (CBD) and the National Communication UNFCCC among others. The General Bureau of Statistics has been issuing the Environment Statistics report on a regular basis with UNDP's supported and is committed to continue. Likewise, the Environmental Legislative Framework was approved in 2020 and a National Environment Authority (NEA) will be set up, which will see the transformation of one of UNDP's key partners, NIMOS' transformation into a NEA within the next 18 months. The institutional strengthening and capacity development provided by UNDP is considered crucial to support NIMOS' effective functioning as the NEA. The forest monitoring has been institutionalized by establishing the National Land Monitoring System and Sustainable Forestry Information System, which has strengthened the technical capacity and expertise of SBB, who is another key partner of UNDP. These systems are important building stones for the REDD+ implementation.

Stakeholder interviews and primary data confirm that national capacity for climate data collection was strengthened through the improved performance of the National Meteorological Service, the hydrological modeling that can serve as a basis for sustainable water resources management at country level, and adaptive research in the agricultural sector aiming to reduce the sector's vulnerability to the negative effects of climate change.

Primary and secondary data also indicate that capacity and framework for the conservation of the mangrove ecosystems to provide a natural defense of the coastal area against sea level rise and erosion have been developed. The country now has a mangrove strategy, data from economic (monetary) mangrove valuation studies and the permanent set-up of 12 research plots for Mangrove Biodiversity Monitoring along the coast of Suriname.

The development of an Integrated Water Management Plan for Suriname and the updating of the Suriname Water Resources Information System (SWRIS) are considered important foundations for the implementation of actions related to water management as it will provide the Ministry of National Resources with relevant recommendations to improve the sustainable management of the water resources. The Climate Change policy and the NAMA's provides the Government on insights and actions for the way forward and can be integrated in developing sustainable policy.

The efforts that have been made to draft the National Action Plan on Artisanal and Small-Scale Gold Mining is of importance to continue strategic development of policy and policy actions to promote environmentally responsible practices in the mining sector. The Mercury Initial Assessment (MIA) will support future work towards the implementation of the MINAMATA Convention. Likewise, the model of rainwater harvesting that has been implemented in villages in the interior could be utilized as a model for other interior areas to guarantee basic water provision.

In the area of Democratic Governance and Social Development, the achieved results do not have the adequate scope and effectiveness to discuss their sustainability, especially within the constantly changing political and institutional settings of the Country. Still, some of the results have a potential for continuation and sustainability, such as the Alliance for Decent Work for PWDs, which is for now supported by the CDB BNTF programme. The Alliance partners indicated strong interest in sustaining the platform, which is so far the only one focusing on PWDs and can garner future support from private sector and financial institutions.

Tools and capacities developed by CariSecure are likely to be sustained, as manifested in level of their institutionalization and operationalization trough full national digitization of police reporting. The Government considers this a priority and is committed to either find other donors or sustain with own resources. Likewise, voters' education and capacity building as well as women's participation in elections are likely to continue during all electoral cycles, as manifested through stakeholder interviews and are expected to be expanded to voter registration and awareness raising in hinterlands. Finally, the GBV rereferral pathways have high sustainability potential, as confirmed by stakeholders.

The sustainability of SDG localization efforts is less likely. Based on the scope of the intervention and of the results, and as noted by stakeholders, unless the actions are continued and upscaled, and translated into concrete policies and programmes to actually empower the populations, they will remain a one-time activity, "a good discussion but no impact".

There are some sustainability concerns in the ENR portfolio as well. There is no concrete perspective yet of what will happen after REDD + readiness phase, namely if there is funding available for the implementation of phase 2 and 3. This funding is crucial so that investments made to ensure that systems and institutes have been put in place are actually utilized for the REDD+ implementation.

Another challenge to sustainability is related to the rights of ITPs (including land rights) and their own development and safeguarding their living environment as well as developing their livelihood. A draft legislation on ITP rights has been prepared but not yet approved. In the recent Environmental Legislative Framework and the draft legislation on ITP rights, the FPIC was considered but in the drafting of the Nature Conservation legislation this was not the case. The development of the FPIC protocols for ITPs is very much needed and the preparations are taking place now. The fact that the rights ITPs are not legally recognized will always hamper the further implementation of programmes such as REDD+ but also the development of ITPs.

Finding 25. Main factors that determine the sustainability of Country Programme results or lack thereof, are related to the scope of the portfolio and its source of funding, its effectiveness and uptake by national actors as well as to UNDP's own weaknesses in integrating sustainability considerations.

The area with the highest sustainability potential is the Environment and natural resource area, which has a larger scope, much stronger uptake and ownership from the government and which has achieved transformational results at the policy, legislative and institutional levels. Areas with limited financing, scope and ownership have a more modest sustainability potential.

The analysis of the projects and CPD-related documentation indicates that UNDP does not always incorporates sustainability considerations and mechanisms in the project/programme design. As mentioned earlier, the CPD and some projects lack ToCs and analysis of assumptions, which are the fundamentals of sustainability and have deficient monitoring system.

Most of the projects contain reference to sustainability but many are cursory or refer to a standard clause "Consistent with UNDP's Programme and Operations Policies and Procedures, social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm)", which allows the project to comply the quality assurance but do not reflect a thorough analysis of mechanisms and conditions needed to ensure it and do not contain adequate exit strategies.

The projects with most thorough sustainability analyses are almost exclusively funded by bilateral or multilateral donors (USAID, EU, Canada, Japan) or Vertical Funds, which have rigorous quality assurance, monitoring and reporting standards that UNDP has to comply with. Coincidentally, these are the projects with largest scope, funding, effectiveness and stakeholder commitment.

Finding 26. While the Country Programme has been successful in forging innovative and strategic partnerships, which have potential for sustainability, the evaluation found limited evidence of UNDP's thought leadership through South-South/Triangular Cooperation and knowledge management.

The Evaluation identified a limited number of Triangular and South-South Cooperation cases, of which some are in fact study tours in nature rather than actual SSC exchanges.

In the area of Governance, the only examples of SSC are related to and managed by the regional CariSecure project which promotes cooperation between the Caribbean countries on citizen security. Although not an SSC per se, in the past, UNDP had also funded the mission of parliamentarians to Netherlands for legislative drafting training.

UNDP supported SSC between Suriname and Colombia to support Integrated Rural Development to increase capacity of the Ministry of Regional Development and the communities and promote food security at the rural areas and the hinterland. Forty participants completed the Train-the-Trainers course provided by 2 trainers from Colombia to extend the knowledge to the communities in the rural areas. Also in support of the Ministry of Regional Development, Suriname shared knowledge with Grenada on localizing SDGs, with the support from the regional poverty specialist.

In the framework of the REDD+ programme, NIMOS visited Costa Rica to exchange and share experiences on the REDD+ programme. Under the GCCA+ programme UNDP supported a study visit on Protected Agriculture technologies at the Center for Research and Integral Services in Protected Agriculture (CRESIAP) in Jalisco, Mexico and a knowledge exchange visit to St. Lucia for the training in Queen Rearing and Bee Instrumentation. Under the ASGM programme, UNDP supported a study tour to Chile to learn about management of chemical use, mercury and other chemicals. In the framework of the J-CCCP Programme, Suriname sent representatives to the 10-day Japan-Caribbean study tour, to experience first-hand, the innovative techniques employed by Japanese farmers to boost crop resilience and bolster their agricultural industry.

The Evaluation found limited evidence of systematic and purposeful knowledge management in the Country Office. The SSC cases and study tours and other experiences and best practices are not systematized. While there is a wealth of systematized knowledge in ENR projects, most notable the J-CCCP programme, specific references to Suriname are often buried in the general reports and with the exception of one J-CCCP case study on Suriname, are not easily identifiable. The ENR portfolio had the largest number of reports and case studies submitted for valuation and included four project evaluations (GCCA+, J-CCCP and the terminal evaluation National Environmental Management: Mainstreaming global environment commitments for effective national environmental management, as well as the Mid-term evaluation of REDD+); however, knowledge produced under this portfolio is mostly donor-driven and reflect the donors' accountability and learning requirements and standards. There is little evidence to what extent this knowledge is shared internally or externally.

Under the Social Development area, the evaluation encountered a number of detailed BTORs, which contain useful observations and lessons, as well as the very first systematization effort regarding the RD SEIA. It is yet to be seen how this systematized knowledge will be deployed and used to leverage new initiatives and partnerships, however, it is a promising start that needs to be replicated.

Systematic stock-taking of lessons learned is also missing. Some project documentation contains lessons, others are reportedly uploaded in Atlas, however, there was little evidence of a systemic approach to collecting and analyzing appropriate lessons. Given the scarcity of regular annual and final reporting and limited number of conducted evaluations, there is a significant gap in internal learning, that cannot be compensated by informal exchanges within a small office, especially in the conditions of pandemic isolation.

Stakeholder interviews indicate that UNDP is not particularly known for its thought leadership, its role as an enabler and generator of knowledge and innovative solutions. Some, mostly UN stakeholders are aware of this mandate, but overall, there is little evidence that UNDP had made significant strides to promote this mandate in Suriname.

8. EVALUATION CONCLUSIONS AND GENERAL RECOMMENDATIONS

The following chapter consolidates the conclusions of the evaluation, summarizing the opinions of the evaluators based on the triangulation of findings described in Chapter 7. These conclusions are not categorized by one single evaluation criteria since they are related to more than one interrelated criterion at the same time.

Conclusion 1. Relevance, Effectiveness, sustainability: The Country Programme was formally relevant as it correctly identified the country's development challenges and needs and offered a logical programmatic response; however, its actual scale does not match the identified needs and the implemented programme is disconnected from the intended goals. This disconnect limits the CP's overall effectiveness and sustainability to the area of Environment and natural resource management, where it has achieved most notable results and has the best potential for sustaining them.

UNDP has been relevant and effective and has carved a strong niche in the area of climate change adaptation and mitigation, natural resource management (forestry, water resources, gold-mining), significantly enhancing Suriname's institutional and legal frameworks and capacities as well as its ability to comply with international commitments and conventions. Despite these achievements, the Country Programme had limited relevance and

effectiveness due to its less significant standing in Democratic Governance and Social Development, elevated level of the Country Programme Outcomes and outputs, uneven contributions to outcome level results and limited sustainability.

Since the Country programme overall vision and scope is framed by the MSDF outcomes, the CPD outcomes are most likely to continue to be elevated, presenting the same challenge matching the ambitious programme scope with UNDP's real potential and the political and institutional environment in which it operates.

An accurate appraisal of its capacities and resources, a more realistic programmatic vision and a well-thought ToC would have allowed the CO to develop more coherent, pragmatic and measurable outputs, in line with its intent and its ability and achieve higher relevance and effectiveness.

Conclusion 2. Relevance, effectiveness, GEEHR: Despite the disconnect between the programme's intended logic and its actual scale, UNDP has been making important efforts to increase the Programme relevance and effectiveness. The programme developed some interventions that are more in line with the intended programme logic, although these interventions were not formally tied with the CPD Outcomes and Outputs.

Through these interventions UNDP made modest but innovative and potentially transformative advances in the area of Social Development and Democratic Governance, contributing to the increased visibility, participation and empowerment of Persons with Disabilities and Indigenous and Tribal communities, empowering women and vulnerable youth, improving evidence-based decision-making for citizen security, and developing innovative pilot interventions for financing solutions to leverage public and private finance to support social protection systems. If continued and upscaled, these interventions can significantly improve it standing and strategic positioning with regards to Gender Equality and Human Rights, Equity and Inclusion and match its current strong positioning in the area of Environment and Natural Resource Management.

More importantly, these preliminary advances give UNDP the opportunity to strengthen its thought leadership and integrator roles and develop innovative multisectoral and multi-agency solutions under integrated programme portfolios aimed at the most vulnerable and those left behind. UNDP needs to build on these initial results and identify new points of entry to develop stronger inter-sectorial portfolios that will address the complex structural barriers, that impede the country's equitable and sustainable growth and development and leave out some segments of population.

Conclusion 3. Relevance, effectiveness, sustainability. The Country Programme's limited relevance, effectiveness and sustainability are due to the above disconnect between the intended programme vision and its actual design and implementation; reduced flow of resources to MIC and specifically, lack of funding available to for Democratic Governance and Social Development areas; significant challenges imposed by institutional weaknesses and lack of political will and national uptake; disruptions in programme continuity due to elections, turnover in civil service and COVID-10 Pandemic; ineffective business model and human resource capacities.

When designing the Programme UNDP did not take into account the political, institutional and financial context and risks and its own limited leverage and resources in the area of Social Development and Democratic Governance. This resulted in an overly ambitious programme, where the solutions were disconnected from the reality, which significantly reduced the overall relevance and the effectiveness of the Country Programme.

UNDP needs to better match its overall vision with its capabilities based on a more realistic understanding of its strengths and weaknesses that influence its ability to adequately respond to the country's needs and fulfill its mandate. The Country Programme design also needs to be informed by a more in-depth understanding of the structural and underlying causes and the most prevalent bottlenecks and barriers that limit the effectiveness of national and international development interventions.

This will help UNDP to better respond to the country's needs in accordance with its own technical, financial and personnel capacities and make necessary adjustments as relevant.

Conclusion 4. Relevance, coherence, effectiveness, efficiency: UNDP enjoys a good standing among all stakeholders and is viewed as a trustworthy, responsive and competent partner in specific areas of their involvement, capable of mobilizing funds for environment, provide operational support to project implementation and provide technical assistance; however, few beyond the UN are aware of the entirety of UNDP's mandate and portfolio and its specific value added.

UNDP's standing and strategic positioning mirror its high relevance and effectiveness in the area of Environment and Natural resources and a more reduced positioning in Social Development and Democratic Governance, Human Rights and Gender Equality. It also reflects the extent to which UNDP has carved a very specific niche in the international development landscape of the country. To increase the impact and sustainability of its work, UNDP needs to increase its visibility and relevance beyond the ENR area and develop a more comprehensive programmatic portfolio that better captures its global mandate and responds to the diverse and multidimensional needs of the country.

Given its internal and external constraints, UNDP needs to appraise where it can make major difference, and invest in "developing new capabilities 'by doing' and to work 'deep' in a few places (as opposed to going broad in many)"[53] through flexible and adaptive management. But instead of abandoning the areas where it had not had major traction and results, UNDP has to find innovative ways to streamline its portfolios and achieve a better horizontal integration across the thematic areas for a more comprehensive and multi-sectorial approach, building on a number of successful cases of internal coherence. One of the ways to consider such integration is reflected in the Vision of the UNDP LAC Regional Director, which contemplates three "lanes" towards the achievement of SDGs in the region: productivity, inclusion and resilience, underpinned by effective governance. Pursuing a portfolio approach could be another way to achieve stronger horizontal integration and coherence.

UNDP also has to significantly improve its visibility beyond its immediate partners focusing on the specific areas where it can add value, achieve internal and external coherence and contribute to transformative changes and designing its advocacy and outreach actions to promote its key messages and programmatic offer among different audiences, such as Human Rights and Inclusion, Gender Equality, accountability and transparency and civil participation, to name a few.

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[53] Deep Demonstrations, Millie Begovic, Soren Vester Haldrup, UNDP innovation, October 2020

Conclusion 5. Effectiveness, efficiency, relevance: UNDP's programme is heavily supply-driven as the most relevant, effective and efficient endeavors are those linked with donor funds and/or regional or global programmes or interagency endeavors. The CO has not yet been able to expand the demand for its services and position itself as the integrator of diverse development interventions under its global Human Development mandate.

UNDP had more relevant, stronger and more sustainable results in the area of Environment and Natural Resources, due to the wealth of resources available through vertical and other funds, which make the portfolio more attractive to national authorities and generate stronger engagement and uptake among the stakeholders, as opposed to the Democratic Governance and Social Development areas, where funding is insignificant and leads to limited scope, effectiveness and sustainability of results.

While this signals UNDP's capacity to develop viable and effective solutions that attract funding, it also indicates that UNDP has to overcome the supply-driven nature of its programme and generate sufficient demand for its services and attract resources in the areas where it has a global mandate and comparative advantages, such as SDGs, poverty and inclusive development, transparency, accountability, Gender Equality and Human Rights.

For this purpose, UNDP needs to better capitalize on its global policy networks and tools, and mobilize more productive partnerships to develop an attractive and innovative programmatic offer, leveraging the strengths of UNDP and its partners for increased coherence and complementarity that will fit into the specific development needs of the country and enhance it standing and strategic positioning, increase its effectiveness and sustainability of its results. It has to also invest resources in strengthening these two areas and continue providing seed money to initiate innovative pilots and engage new partners.

Conclusion 6. Effectiveness, coherency, GEEHR, relevance: UNDP has developed strong and innovative partnerships with the UN, NGOs and private sector, which it can use to enhance its integrator role in Social Development, Democratic Governance and most importantly, to accelerate the progress on SDGs and develop more integrated and comprehensive solutions to assist the country in the aftermath of COVID-19 towards green recovery.

While the country context did not allow UNDP to advance on SDGs, UNDP has the comparative advantage through its Human Development mandate, global experience, mechanisms and tools and most importantly, stakeholder expectations to act as an integrator in this field and consolidate interagency efforts towards SDG mainstreaming, acceleration and monitoring. UNDP can and should focus on comprehensive solutions towards the respect of rights and integrated development of PWDs and ITPs, voting rights and political participation of women, social and environmental data management, institutional efficiency, resilience and climate change, among others. This can be most effectively approached by focusing on policy options aimed at essential societal infrastructure (health, education, digital infrastructure, social protection, WASH) that have been affected by the pandemic, while framing them under the overall umbrella of sustainable and resilient recovery.

UNDP's strong leadership and innovative approaches in the context of the pandemic are the key for UNDP's new programme vision which should have at its core a strong humanitarian-development nexus based on a robust model of interagency collaboration under the DaO modality. Taking into account that the new UNDP Strategic Plan is likely to sustain the key

priority areas and signature solutions,[54] the CPD's original concept of "development with people" should continue to underpin its programme logic and inform its interventions from the standpoint of Leaving No one Behind in the post-pandemic context.

Conclusion 7. Efficiency, sustainability, effectiveness, relevance, coherence, GEEHR: In its current state, UNDP's business model is not efficient and conducive to a stronger performance and impact. UNDP's current project-based model driven by ENR funding is not propitious for a comprehensive and efficient way of tackling complex systemic challenges to achieve outcome-level changes.

Despite being one of the two largest UN offices in the country, a highly capable and efficient staff and management with a pragmatic and collaborative vision, the Country Office lacks financial and human resources to enhance its internal technical and operational capacity and to develop innovative and forward-looking interventions, generate knowledge and table innovative proposals and pilots that can position it at the vanguard of development thinking. UNDP is not visible beyond its immediate partners and not engaged sufficiently in the national development discussions to meaningfully influence the discourse on key development priorities.

UNDP needs to rethink its business model to shift towards a more strategic and comprehensive approach to accelerate its programmatic relevance and effectiveness and achieve more tangible results that contribute to the wellbeing of the most exclude and vulnerable. In addition to a stronger horizontal cross-sectoral integration among the programme areas, UNDP has to re-deploy the two-prong approach to "development with people" of the current CPD combining its upstream policy support with a stronger downstream work, where it has better opportunities for inter-agency collaboration under comprehensive multi-sectorial development programmes. Here, UNDP has a strong advantage to consolidate interagency potential and engage with civil society and private sector on the ground to develop multi-stakeholder programmes aimed at cohesive development of most vulnerable and remote territories, integrating elements of employment and livelihoods, social infrastructure, local governance and community empowerment, equity and human rights, political participation, among others.

As a small CO in a Dutch-speaking MIC country with a tight fiscal space needs to significantly enhance its continuous learning and adaptive management capacities to increase its relevance and effectiveness through knowledge and innovation-based programming. UNDP's insufficient monitoring, reporting and evaluation, South-South Cooperation and knowledge management mechanisms and practices prevent it from generating knowledge that can be used internally. to improve its own programmatic coherence and flexibility in complex environments; and externally, to develop actionable intelligence to forge innovative solutions, promote its work, improve its visibility and strategic positioning as well as its financial standing. UNDP should take better advantage of the UNDP's global and regional knowledge to improve its own capacities and offer innovative practices, models and capacities to the Dutch-Speaking country with limited South-South Cooperation tradition. Potential areas to be enhanced through SSC include Panama, on Indigenous rights and Development; Dominican Republic, on social protection, multidimensional poverty measurement and Climate Change Vulnerability Index, Honduras on voter registration, St Lucia, on innovative solutions for Small and Medium Enterprises, to name a few.

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[54] Landscape Paper

Overall, the Country Programme has been rated on a scale of 1-5 (1 – highly unsatisfactory; 2 - unsatisfactory; 3 – moderately satisfactory; 4 – satisfactory; 5 - highly satisfactory) as follows:

Table 4. CPD performance rating

Evaluation Criterion	Rating	Explanation
Relevance	3	Satisfactory
Effectiveness	2.5	Unsatisfactory
Coherence	3.5	Moderately satisfactory
Efficiency	3.5	Moderately satisfactory
Sustainability	2.5	Moderately satisfactory
GEEHR	3.5	Moderately satisfactory
Overall	**3.1**	**Moderately satisfactory**

9. STRATEGIC AND OPERATIONAL RECOMMENDATIONS

The following table presents a series of programmatic and operational recommendations and identifies responsible actors within the Country Office and stakeholders.

Table 5. Recommended actions and responsible parties

Evaluation Criterion	Strategic Recommendation – WHAT TO DO	Actionable recommendation – HOW TO DO	Responsible party
Relevance, Effectiveness	Improve coherence and the programmatic logic of the future CPD by developing a programme Theory of Change as a basis for the new CPD RRF, based on an in-depth understanding of structural and underlying causes, assumptions and risks, including contextual risks and own limitations and strengths.	Conduct a thorough stakeholder analysis, including the government, civil society and donor community, and carry out stakeholder consultations to identify their priorities, areas of convergence, partnership and financing opportunities and priorities and to define the niches where UNDP has a greater added value and can develop partnerships to ensure the sufficiency of outcomes and complementarity	UNDP in partnership with the UNCT and involving key actors
Efficiency, Effectiveness		Determine the potential sources of funding in advance to avoid overambitious outcomes and outputs, which cannot	UNDP

		be implemented because of the lack of funds	
Relevance, Effectiveness, Sustainability		Identify the areas of greatest political sensitivity and risk and seek alliances to build alternative proposals	UNDP
Relevance, Effectiveness, Sustainability		Using the findings of the CCA and consultations with the stakeholders and UNCT, identify key deprivations to be addressed and carry out a causal analysis of the main gaps and barriers; define what is needed to address those gaps and barriers and who can address them.	UNDP in partnership with key stakeholders
Relevance, GEEHR	Ensure that the process involves both duty bearers and rights holders to generate actions from the perspective of human rights and equality, including gender equality and women's empowerment	Consider carrying out surveys and focus group consultations with key population groups to identify bottom-up needs and build consensus on strategic solutions that transcend the temporality of five-year planning	UNDP, using the facilities and infrastructure of partners, especially those on the ground
Relevance, Effectiveness	Consider developing programme portfolios with cross-sectoral synergies to increase horizontal integration and enhance programme relevance and effectiveness, using the ENR area as a possible point of entry	Using the available corporate resources, consider carrying out "J-CCCP-making" exercises to kick-start the thinking about new approaches to complex challenges and develop a comprehensive vision of collective assets, capabilities, relationships and system effects of the entire country programme instead of a separate set of projects	UNDP with the support from the BPPS Innovation facility
Effectiveness, Efficiency		Based on thee identified strengths and assets, develop packages of proposals for donor	UNDP

		funding, leveraging IFIs, private sector and thematic/trust funds	
Effectiveness	Develop the CPD Results Framework based on the Theory of Change validated with a broad participation of the key stakeholders with the underlying assumptions and risks reflecting the realistic commitment and participation of all responsible parties, resource availability and mobilization perspectives, etc.	Consider the concept of attribution/contributing, when developing the CPD outputs, to ensure the coherence and alignment with outcomes. Consider developing intermediate outputs, to reduce the gap between the outcomes and outputs following the if/then logic of the ToC	UNDP in consultation with key stakeholders
Effectiveness, Efficiency	Improve the RBM capacities and gender-responsive M&E culture in the CO and improve the monitoring at project and output level to track progress towards the outcomes	Strengthen the mechanisms for monitoring, evaluation and reporting, establishing minimum reporting benchmarks (at least annual and final) and minimum common formats and standards for project and programme monitoring	UNDP with technical assistance from the Regional Hub
Relevance, Effectiveness, Efficiency, GEEHR		Ensure that the CO collects quality data disaggregated by gender, age, and other parameters for the construction of the baselines and targets and monitoring the progress of projects, and ensuring the HR and GB approach in programming	UNDP with technical assistance from the Regional Hub
Relevance, Effectiveness, Efficiency		Carry out regular training on Results-Based Management and ensure timely planning and accountability.	UNDP with technical assistance from the Regional Hub
Efficiency, Effectiveness		Consider a position for a M&E specialist, through core or project funding	UNDP

Relevance, Coherence	Ensure constant course correction and adjustment of the CPD ToC, especially after the elections and subsequent changes in government, or other major events that affect the programme and the country in general	Ensure continuous monitoring of progress according to the Theory of Change and risk analysis	UNDP
Relevance, Effectiveness, Efficiency		Carry out mid-term review of the CPD to verify the validity of the ToC and its assumptions and risks	UNDP with technical assistance from the Regional Hub
Relevance, Effectiveness, Efficiency	Improve the visibility and strategic positioning by increasing the communication and awareness on UNDP mandate, focus and programme portfolio	Consider communication as the development tool and develop a communication strategy and innovative tools based on a clear understanding of different audiences (government, CSO, donors, private sector, youth, ITPs, PWD, women, rural/urban populations), their needs, and expectations and access to different communication modalities	UNDP with technical assistance from the Regional Hub and national partners involved in the field (e.g., STAS)
Relevance, Effectiveness, Efficiency, Sustainability		Develop a CO knowledge management strategy and link it with the communication strategy to promote the UNDP offer and generate the demand for UNDP services	UNDP with technical assistance from the Regional Hub
		Allocate funds for communication and public relations and outreach activities	UNDP
		Identify champions to promote topics of interest (SDG, Violence/GBV, Human Rights (ITPs, PWD), migration, gender, resilience, climate change, youth) in collaboration with the UN Agencies	UNDP in consultation with national actors (government, civil society, public figures)
Efficiency, Effectiveness	Strengthen the HR capacity in the area of SD and DG	Look for opportunities to fund additional posts to enhance the DG and SD	UNDP

		areas, especially if the separate position of Gender Focal Point is not envisaged	
Sustainability	Strengthen sustainability strategies in projects and for the CPD	Ensure to develop adequate sustainability and exit strategies for activities and projects under the CPD, based on the original ToC assumptions and risks and follow up through continuous situational and performance monitoring	UNDP

10.LESSONS LEARNED

1.   The Government term and the UNDP programme cycle do not coincide. In the year that the CPD is being evaluated and developed, the new Government is initiating the preparations of the next National Development Plan. This happens every 5 years and is a good opportunity for the CO to test the validity of the Country Programme Theory of Change, its assumptions and risks and engage with the Government in strategic consultations on its priorities. This will allow, on the one hand, to make necessary adjustments to the ongoing programme and on the other, offer the incoming Government a package of customizable UNDP's services that can reinforce UNDP's comparative advantages and facilitate UNDP's early engagement in planning the national development priorities, thus advancing the preparations of the next CPD.

2.   Sometimes old ways can be most innovative – while rightly pursuing modern digital communication platforms and tools, it is important to remember that many communities, especially those in the hinterlands and rural areas, those deprived of liberty, the elderly or people with hearing or vision impairments, may not be able or willing to use modern technologies. In these circumstances, old-fashioned means such as the radio, community message boards and networks, billboards and newspaper ads can be a cost effective and efficient way to reach the most vulnerable and excluded.

3.   Getting all the key stakeholders on board and reaching a common understanding of the context of the programme to be implemented is a time consuming and challenging process. This was visible with the REDD+ programme where different viewpoints were at play role and stakeholders were adamant on protecting their interests, which caused certain delays.

4.   Capacities and institutional frameworks both for Government and Civil Society is weak and will negatively impact the implementation of proposed programmes and projects. When developing the CPD, national stakeholders may propose and agree with proposed outcomes and outputs but may not be fully aware on the intensity of implementation process and not be equipped and skilled to independently coordinate and implement programmes and projects. This points to the necessity for the UNDP CO to go through an extensive advocacy process with the national stakeholders, to ensure the buy-in necessary for the delivery of planned results and long-term sustainability.

5.   Community based activities are essential, not only to advance the UNDP goals and achieve SDGs, but to foster the visibility and increased the awareness about UNDP's work. However, these activities should be integrated into a larger vision towards the overall outputs and outcomes. Since the communities will reach out to the UNDP with proposals of a small reach, UNDP should strive to simultaneously engage the key government institutions with these communities while strengthening and facilitating the community organizations to independentize, expand their scope and expand their outreach.

6.   Under the current CPD, the UNDP has provided the coordination and implementation support to other international partners e.g., the CDB and the EU. This has strengthened the CO's capacity to mobilize, coordinate and engage with partners. This capacity should be thoroughly examined to determine the potential in the coming CPD and identify international partners as potential financial contributors.

11. LIST OF ANNEXES

1.   Annex 1. Evaluation Matrix

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10. Annex 10. Country Office structure

Annex 1. Evaluation Matrix

Evaluation criteria	Key questions	Data Sources/Methods	Indicators	Methods for Data Analysis	Rating scale
Relevance	• To what extent was the country programme relevant to the evolving context and the national development agenda? • To what extent did the country programme Theory of Change reflected the needs of the country? To what extent did the CO have capacities to deliver the intended results? • To what extent was the CPD aligned with the national development needs and priorities? • To what extent was the CPD responsive to the changing environment in country at national and subnational levels especially in the context of the COVID - 19 pandemic? • To what extent is UNDP's selected method of implementation/ partnership modalities suitable to the country and the development context? • How can the partnership and communication strategies of the country office be enhanced to improve cooperation with the government and development partners and mobilization of resources? • Is UNDP's approach still relevant in the current political and social context? • Has the CPD design been adequate? • Has the logic of intervention been adequate to respond to the necessities of beneficiaries? • Are the CPD interventions adequate and lead to the results? • Was UNDP approach innovative and catalytic? How? • To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in this particular development context and its comparative advantage? • In which area does UNDP have comparative advantage and why?	Review of documents including secondary sources Key informant interviews	Alignment with National developmental policies and plans Alignment with SP and SDGs Alignment with needs of the target communitiess	Qualitative methods Interviews Focus groups Triangulation	1 Not at all relevant 2 Somewhat relevant 3 Moderately relevant 4 Relevant 5 Highly relevant
Coherence	• To what extent it the country programme complementary to the other important l multilateral/ bilateral development efforts, including the UN? • To what extent did the country programme complement the efforts of the	Review of documents Key informant	-	Qualitative methods Interviews Focus groups	1 Not at all coherent 2 Somewhat coherent 3 Moderately

	government and consistent with UNDP's global and regional frameworks? • Have the strategic alliances been relevant and adequate for the achievement of results?	interviews		Triangulation	coherent 4 Coherent 5 Highly coherent
Effectiveness	• To what extent is the current CPD on track to achieve planned results (intended and unintended, positive or negative) in country programme result framework? What were the key contributing factors for achieving or not achieving the intended results? • To what extent have the expected outputs been achieved? What are the primary results to date? Has the progress towards achievement of outputs been steady and according to the plan? • Is the change in the results measurable? Positive? If negative, why? • What has been UNDP's contribution to CPD outcomes, and capacity to influence change against established outcome indicators? • Did UNDP set dynamic changes and processes that move towards the long-term outcomes? What factors influenced this? • What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening? • To what extent has UNDP been able to form and maintain partnerships with government agencies and other development actors including bilateral and multilateral organizations, civil society organizations and the private sector to leverage results? • To what extent have the results contributed to the improvement of the wellbeing of the beneficiaries?	Review of documents Key informant interviews	Outcome andoutput indicators from the programme results and resources framework	Qualitative methods Interviews Focus groups Triangulation Quantitative methods Progress and trend analysis	1 Not at all effective 2 Somewhat effective 3 Moderately effective 4 Effective 5 Highly effective
Efficiency	• To what extent has the CO been able to utilize the core resources towards the achievement of results? • Have the financial and human resources been sufficient to achieve the outputs? • Have the interventions been implemented within deadline and cost estimates? • Were there challenges to efficiency? What actions were taken to solve efficiency issues? • Are the monitoring and evaluation systems that UNDP have in place helping to ensure that programmes are managed efficiently and effectively? • Did the CO monitoring and evaluation systems and practices allow for in-time corrective actions and tracking of the progress towards the expected results	Review of documents including secondary sources Key informant interviews	Alignment with National development policies and plans Alignment with global development frameworks	Qualitative methods Interviews Focus groups Triangulation	1 Not at all efficient 2 Somewhat efficient 3 Moderately efficient 4 Efficient 5 Highly efficient

(outputs, contributions to the outcomes)?

- To what extent and how has UNDP mobilized and used its resources (human, technicaland financial) and improved inter-agency synergies to achieve its planned results in the current CPD cycle?

- Did the institutional and implementation arrangements between UNDP CO and national entities allow for the achievement of the outputs?

- What has been the contribution of partners and other organizations, especially beneficiary institutions, to the outcome, and how effective have been the partnerships in contributing to achieving the outcome?

- To what extent was the CO governance structure appropriate for the DaO modality and enabled appropriate accountability and complementarity?

- To what extent the reporting lines and structure of UNDP was appropriate for the CPD implementation?

- Has the RM strategy been successful?

Sustainability				
Sustainability	• To what extent has a sustainability strategy, particularly in support to SSC activities, been developed or implemented? • Have UNDP's systems created capacities (human resource, systemic and structural) for sustaining the achieved results? Is there sufficient ownership and buy-in among national partners to ensure sustainability? • Does the CO have the capacity to sustain its operations? • To what extent is UNDP's selected method of implementation/ partnership modalities suitable to the country and the development context? • How can the partnership and communication of the country office be enhanced for enlarging resource base? • To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the outcome-level results? • To what extent do national partners have plans to replicate/scale up pilot/successful initiatives of UNDP? • What changes should be considered in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector and other development partners in Suriname, in order to promote long-term sustainability and durability of results?	Review of documents Key informant interviews	Outcome and output indicators from the programmeresults and resources framework	Qualitative methods Triangulation Quantitative methods Progress and trend analysis	1 Not at all sustainable 2 Somewhat sustainable 3 Moderately sustainable 4 Sustainable 5 Highly sustainable

| **Cross-cutting Issues (Gender Equality and women's empowerment, Equity and HR)** | • How well does the design of the CPD address the needs of the most vulnerable groups in the country, including PWD, indigenous and tribal communities, women?

• To what extent have poor, indigenous and tribal communities, PWD, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?

• What results has UNDP achieved in promoting GEWE?

• What mechanisms, procedures and policies exist in the CO to ensure gender equality, empowerment of women, human rights and human development by primary stakeholders?

• To what extent the CPD was helpful in improving the institutional capacity of the human rights bodies in the country towards better protection of human rights of the poor and vulnerable groups?

• How appropriate are the indictors to monitor the GESI aspect both at national and development partners level? How can the CO improve the monitoring and reporting of Gender equality, equity and human rights? | Review of documents

Key informant interviews | No of women and other marginalized groups benefited

No of people benefited from programe capacity building interventions. Knowledge products developed and disseminated

# of successful SSC/TrC carried out | Qualitative methods

Triangulation

Quantitative methods

Progress and trend analysis | 1 – Highly unsatisfactory

2 – Somewhat unsatisfactory

3 – Moderately satisfactory

4 – Satisfactory

5 – Highly satisfactory |

Annex 2. List of Key Informants

CPD Evaluation 2021 - List of Key Informants			
Government Ministries			
	Ministries	**Representatives**	**Data Collection Method**
1	Ministry of Foreign Affairs, International Business and International Cooperation	Ms. Miriam Mac Intosh, Permanent Secretary for Geopolitical Affairs and International Development Cooperation, Ms. Elizabeth Bradley, Deputy Director International Development Cooperation,	Interview
2	Ministry of Finance and Planning	Ms. Anuska Ramdhani, Sector Coordinator Directorate Planning and Development Financing Ms. Renuka Bharos, Sector Coordinator Directorate Planning and Development Financing Development	Interview
3	Ministry of Social Affairs and Public Housing	Ms. Moejinga Linga, Policy Advisor Ms. Saskia Donk, Policy Coordinator Research and Planning division Mr. Martin Veldkamp, Policy staffmember Mr. Raoul Dankoor, Policy staffmember	Interview
4	Ministry of Regional Development and Sport	Mr. Maverick Boejoekoe, Permanent Secretary	Interview
5	Ministry of Home Affairs	*Bureau Gender Affairs:* Ms. Shiefania Jahangier, Deputy Head Ms. Yvonne Toikromo, Policy Advisor Ms. Melinda Reijme, Policy Advisor *General Secretariat Elections:*	Interview

		Mr. Rihanto Hardjopawiro, Head of General Secretariat Elections	
		Ms. Ms. Joan Sanamin-Tajib, Deputy director Financial Management	
		Ms. Sabitrie Gangapersad, Policy Advisor General Secretariat Elections	
6	Ministry of Spatial Planning and Environment	Mr. Ritesh Sardjoe, Permanent Secretary Environment	Interview
		Ms. Ivette Patterzon, Legal and Policy advisor	
7	Ministry of Land Policy and Forest Management	Mr. Marchiano Garson, Permanent Secretary General management	Interview
		Mr. Roelf Cairo, Deputy Director Forest Management	
		Mr. Hesdey Esajas, Policy Advisor Forestry Management	
8	Ministry of Public Works	Ms. Sukarni Mitro, Head Meteorological Services	Interview
		Mr. Shawn Sowirono, Hydrological Assistant at the Hydraulic Researsch Division	Submission of response by questionnaire
9	Ministry of Natural Resources	Ms. Preciosa Simons, Permanent Secretary Mining	Interview (and submitted additional information by the questionnaire)
		Ms. Reina Ormskirk - Deputy Director Water Management	
		Mr. David Abiamofo - Minister of Natural Resources	
		Ms. Angela Monorath - Deputy Director Mining	
		Ms. Gonda Asadang – Permanent Secretary Water Management	
		Ms. Thania Chin a Lin – Secretary to the Minister	
10	Ministry of Justice and Police	Mr. Olton Helstone, Permanent Secretary	Interview
		Ms. Carlijn Reemnet, Staff member Research Planning and Documentation	
		Ms. Andrea Narain, Head of Human Rights Office	

	Government Institutions/Foundations		
	Institution/Foundation	**Representatives**	
11	Foundation for Forest Management and Production Control (SBB)	Mr. Rene Somopawiro, Director Department of Research and Development Ms. Sarah Crabbe, Manager Research and Development	Interview
12	National Institute for Environment and Development in Suriname (NIMOS)	Mr. Cedric Nelom, Director	Interview
13	General Bureau of Statistics	Ms. Anjali De Abreu-Kisoensingh, Staff member Scientific Research and Planning	Interview
14	Suriname Planning Office	Mr. Danny Lachman, Director	Interview
15	Presidential Commission on Land Rights	Ms. Patricia Meulenhof, Chair	Interview

	UN/Multilateral		
	Agency	**Representatives**	
16	United Nations Resident Coordinator Office in Suriname	Ms. Marina Walter, Resident Coordinator	Interview
17	UNICEF Suriname Country Office	Mr. Patrick Matala, Programme Manager	Interview
18	UNFPA office in Suriname	Ms. Judith Brielle, Liaison Officer	Interview
19	UNEP Caribbean Sub-Regional Office	Ms. Alexandra Karekaho, Programme Management Officer	Interview
20	PAHO/WHO office in Suriname	Ms. Karen Lewis-Bell, Representative	Interview
21	FAO Trinidad and Tobago & Suriname office	Mr. Reuben Hamilton Robertson, Representative Trinidad and Tobago & Suriname	Interview
22	GEF Small Grants Programme Suriname	Angelica Shamerina, Climate Change Program Advisor, Regional Focal Point for Latin America and Caribbean and Francophone Arab States	Interview
23	Inter-American Development Bank office in Suriname	Mr. Antonio Goncalves, Representative	Interview
24	Delegation of the European Union to Guyana, for Suriname	Ms. Layla El-Khadraoui, Programme Manager for Climate Change and Regional Caribbean Overseas Countries and Territories (OCTs) Ms. Latoya Williams	Interview
25	WWF Guianas (Suriname and Guyana)	Mr. David Singh, Director Mr. Michiel van den Bergh	Interview
26	Caribbean Development Bank	Mr. Stephan Maier: Economist and Country Economist for Suriname Ms. Darran Newman: Chief of the Technical Cooperation Division	Interview

		Ms. Lisa Harding: Coordinator, MSME (Micro, Small & Medium Enterprises) Development	
		Mr. Takem Enaw: Legal Counsel	
		Mr. Jason Cotton: Economist & former Country Economist for Suriname	
		Ms. Lavern Louard-Greaves: Social Analyst assigned to Suriname	
		Ms. Andrea Power: Coordinator Regional Cooperation and Integration, Technical Corporation Division	
		Mr. Hopeton Peterson: Environmental Specialist	
27	USAID CariSecure Regional Team	John Walcott	Interview
Bilateral/Country Representation			
28	Embassy of the Netherlands	Mr. Henk van der Zwan Mr. Bart van Zwieten	Interview
29	High Commission of Canada in Guyana and Suriname	Janine Cocker, Head of Aid/Counsellor - Guyana, Suriname, Trinidad & Tobago at Global Affairs Canada	Interview
30	Embassy of France	Mr. Antoine Joly	Interview

Private Sector Organizations			
31	VSB (Suriname Trade and Industry Association)	Ms. Malty Dwarkasing, Director Mr. Kamlesh Ganesh, Senior Policy Officer	Interview
32	ICT Association Suriname	Ms. Anushka Sonai, Chair	Interview
33	STAS International	Ms. Karin Refos, Director	Interview

	NGOs/CBOs/Service Clubs		
34	VIDS (Association of Indigenous Tribal Leaders)	Ms. Marie Josee Artist, Advisor	Interview
35	KAMPOS (Collaboration of Tribal Peoples in Suriname)	Ms. Renatha Simson, Director Bureau	Interview
36	Stichting Medische Zending Primary Health Care Suriname	Ms. Maureen Wijngaarde-van Dijk, Deputy Director Programme Development	Interview
37	NSBS (National Foundation for the Blind and Visually Impaired)	Ms. Natasia Hanenberg-Agard, Director	Interview
38	SUDOBE (Organization for the interest of Surinamese deaf persons)	Ms. Rosita Etnel, interpreter Mr. Henk Kimpol, Chair	Interview
39	Conservation International Suriname (CI- Suriname)	Mr. John Goedschalk, Executive Director	Interview
40	Stichting Ultimate Purpose	Ms. Maggie Schmeitz, Director	Interview
41	Stichting Women United Suriname/Care4U	Ms. Roseline Daan, Director	Interview

	UNDP Country Office in Suriname		
42	Resident Representative	Mr. Jairo Valverde	Interview
43	Deputy Resident Representative	Mrs. Margaret Jones Williams	Interview
44	Programme staff Energy and Environment	Mr. Bryan Drakenstein, Progamme Specialist Ms. Anuradha Khoenkhoen, Programme Assistant Ms. Haidy Malone, Project Manager Global Climate Alliance Suriname	Interview
45	Programme staff Social Development	Mr. Ruben Martoredjo, Programme Associate	Interview

46	Programme staff Governance	Ms. Meriam Hubard, Programme Officer	Interviews
47	Communications focal point	Ms. Julissa Marte, IT Associate	
48	Operations/Finance associate	Mrs. Radjnie Jagessar	

Annex 3. Semi Structured Interview Guide

Review criteria	Questions from the TOR	Stakeholders				
		UNDP	Government (central and Local)	Development partners	CSOs	Beneficiaries
Relevance						
1	• Are you aware of the CPD?		ü			
	• If yes, to what extent is the country programme relevant to the evolving context and thenational development agenda?	ü				
2	• What do you think about the level of ambition of the CPD?		ü			
	• To what extent does the CO have capacities to deliver on the intended results? To what extent this capacity depends on the specific project funding from donors?	ü				
3	• To what extent is the CPD aligned with the national development needs and priorities?	ü	ü			
	• To what extent is the CPD responsive to the changing environment in country at national andsubnational levels	ü				
	• Should adjustments in CPD implementation be considered (e.g., in line with the SDGs, etc.)? If yes, what kind of adjustments?	ü				
4	• To what extent is the current governance structure of the Country Office appropriate in view to promote unified approach of its programmatic engagement strategy in order to enhance clarity on accountability, expectations and minimize duplication of efforts?	ü	ü			
	• Are adjustments needed? If yes, what kind of adjustments?					
		ü				
5	• To what extent the reporting lines and structure of UNDP field offices appropriate (e.g., in terms of programmatic footprints and CO priorities_ in view of broadening their roles to local programme implementation support?	ü	ü			
	• Are adjustments needed? If yes, what kind of adjustments?					

ü

Coherence					
6	• To what extent it the country programme complementary to important national, multilateral and bilateral development efforts, plans and frameworks? For example, those of IFIs (WB, ADB), other UN agencies (e.g., UNICEF, UN WOMEN, UNFPA) and bilateral aid organizations?	ü	*ü*	*ü*	
Effectiveness					
7	• To what extent is the current CPD /portfolio/ project on track to achieve planned results incountry programme result framework? • In what areas does the programme lagging behind most? • What were the key contributing factors for achieving or not achieving the intended results? • What strategic and programmatic revisions should UNDP consider achieving the intendedresults?	ü ü ü ü	ü	ü	

8	• What has been UNDP's contribution to CPD outcomes, and capacity to influence change against established outcome indicators? Please bring some examples of the most notable contributions	ü		ü	ü	ü	ü
	• To what extent is the country programme coherent internally within UNDP CO? How complementary are different portfolios?	ü					
9	• What evidence is there that UNDP support has contributed towards an improvement innational government capacity, including institutional strengthening?	ü		ü	ü		
	• Please bring some examples of the most notable contributions.						
	• What could have UNDP done more and/or better?						
		ü					
12	• To what extent has the DaO worked? What have been most challenging aspects? Most positive?	ü	ü	ü			
	• What could have UNDP done more and/or better?						
Efficiency							
13	• To what extent has the CO been able to utilize the core resources to levy external funding to support achieving the SDGs?	ü					
	• What are the reasons of lagging behind the plans and what should be pursued?	ü					
14	• To what extent have the programme or projects outputs been efficient and cost effective? How adequate was the Resource Mobilization and Allocation logic among three portfolios?	ü	ü				
	• Why do you think so?		ü				
		ü					
15	• Are the monitoring and evaluation systems serving the purpose of RBM?	ü	ü				
	• Why do you think so? What should change?						
16	• To what extent and how has UNDP mobilized and used its resources (human, technical and financial) and improved inter-agency synergies to achieve its planned results in the current CPD cycle?	ü		ü	ü	ü	
	• What works and does not work?						
	• What changes are needed?						

Sustainability							
17	• Have UNDP's systems created capacities (human resource, systemic and structural) for sustained results of its programmes?	ü		ü	ü	ü	ü
	• To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the results?						
	• To what extent do national partners have plans to replicate/scale up pilot initiatives of UNDP?	ü		ü	ü	ü	ü
	• What has and has not worked?						
	• What could be done to strengthen sustainability?	ü		ü	ü	ü	ü
		ü		ü	ü	ü	

| 18 | • Does the CO have the capacity to sustain its operations in terms of financial and programmaticimplementation based on the resource projection and Governance structure?
• If yes, how? If not why and what could be done? | | | | | | |

Human rights and Equity

19	• How well does the design of the CPD address the needs of the most vulnerable groups in the country? • *Please bring examples* • What should be done differently?	ü	ü	ü	ü	
20	• To what extent have poor, indigenous and tribal communities, PWD, women and otherdisadvantaged and marginalized groups benefited from the work of UNDP in the country? • Please bring examples. • What has worked and what has not? What should be improved?	ü	ü	ü	ü	
21	• To what extent the CPD was helpful in improving the institutional capacity of the human rights bodies in the country towards better protection of human rights of the poor and vulnerable groups?	ü		ü	ü	ü	ü

GEWE

| 22 | • What results has UNDP achieved in promoting gender equality?
• Please bring examples.
• What has worked and what has not? What should be improved? | ü | ü | ü | ü | |
| 23 | • What mechanisms, procedures and policies exist to ensure gender equality, empowerment ofwomen, human rights and human development by primary stakeholders?
• Please bring examples.
• What has worked and what has not? What should be improved? | ü | ü | | ü | ü | |

Partnerships, KM and SSC						
24	• To what extent has UNDP been able to form and maintain partnerships with government agencies and other development actors including bilateral and multilateral organizations, civil society organizations and the private sector to leverage results?	ü	ü		ü	ü	
	• Please bring some examples for (a) government agencies; (b) Development partners, (c) private sector? And (d) CSOs?						
	• To what extent is UNDP's selected method of implementation/ partnership modalities suitable	ü	ü		ü		ü
	to the country and the development context?						
	To what extent has UNDP fostered knowledge exchange and SSC/TrC modalities? Were these successful?						
	• Please bring examples.	ü	ü				
	• What has worked and what has not?						
25	• What changes should be considered in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector and other development partners in Suriname, in order to promote long-term sustainability and durability of results?	ü	ü		ü	ü	
	• What do you think in terms of working in NIM and DIM modalities? What should change if						
	anything	ü	ü				
26	How the partnership and communication of the country office can be enhanced for enlarging resource	ü	ü		ü	ü	
	base through strengthening partnership and communications with the government and development partners?						

Annex 4. Results and Resource Framework

Democratic governance				
NATIONAL PRIORITY OR GOAL: In its National Development Plan, the Government is committed to implementing clear and transparent policies for restructuring the public sector, implementing goodgovernance and mainstreaming gender policies. Sustainable Development Goals 5, 16				
UNITED NATIONS MULTI-COUNTRY SUSTAINABLE DEVELOPMENT FRAMEWORK (UNMSDF) Outcome: Capacities of public policy and rule of law institutions and civil society organizations strengthened. **(**A Safe, Cohesive and Just Caribbean)				
Related UNDP Strategic Plan outcome: 2. Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.				
UNMSDF OUTCOME INDICATOR(S), BASELINES, TARGETS	**Data sources, frequencies of data collection, responsibilities**	**INDICATIVE COUNTRY PROGRAMME OUTPUTS (including indicators, baselines, targets, data sources and frequencies).**	**MAJOR PARTNERS / PARTNERSHIPS FRAMEWORKS**	**INDICATIVE RESOURCES BY OUTCOME ($)**
Number of countries with functioning mechanisms to systematically collect, analyse and use disaggregated data and other forms of information which use regionally established tools for monitoringand reporting on the situation of women and children **Baseline:** CARICOM gender equalityindicators **Target:** Suriname includes gender equality indicators in national surveys Gender and child-responsive social protection and education policies andstrategies for Suriname **Baseline:** 4	Parliament Reports by the Inter-Parliamentary Union (IPU) Progress reports by the Anti-CorruptionDesk (Ministry of Justice and Police) Transparency International Reports on	**Output 1 Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation** 1.1.1 : Number of law-making bodies strengthened to improve law drafting capabilities. Baseline: 0 Target:1 (2018) National Assembly, every 2 years 1.1.2 : Number of civil society organizations/networks with mechanisms for ensuring transparency, representation and accountability. (UNDP	Ministry of Justice and Police, i.e., the HumanRights Bureau Ministry of Home Affairs; Parliament The Projekta Foundation The Democracy Unit Women's Parliament Forum,The National Women's Movement The Chamber of Commerce,Stichting Blindenzorg (Blindenzorg Foundation) Suriname Media National Gender Bureau	**Regular: $130,000** **Other: $1,700,000**

Target: 10	Corruption inSuriname	Strategic Plan 2.4.2) Baseline: 1 Target: 5 Ministry of Home Affairs, annually 1.1.3: Frameworks and dialogue processes engaged for effective andtransparent engagement of civil society in national development. Baseline: 0 Target: 3 National Assembly, annually 1.1.4: Proportion of women (to men) participating as candidates in local and national elections (Strategic Plan 2.1.3) Baseline: 26 percent Target: 30 percent	Care4U Foundation Inter-American DevelopmentBank Embassy of the Netherlands UNFPA University of Suriname	

		National Assembly, every five years **Output 1.2 Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders**		

		1.2.1 : A citizen complaint process established based on internationallyrecognized standards Baseline: 0 Target: New process fully operational and available nation-wide by 2021Ministry of Justice and Police, annually 1.2.2 : Suriname's Transparency legislation aligned with international instruments by signing and ratifying the United Nations Convention against Corruption. Baseline: non-aligned Target: Convention ratified Ministries of Foreign Affairs; National Assembly **Output 1.3 Evidence-informed national strategies and partnerships** **to advance gender equality and women' participation in decision-** **making (Strategic Plan 4.3**) 1.3.1 : Research undertaken and advocacy material produced to advance gender equality and women's empowerment (Strategic Plan 4.3.1) Baseline: 1 (according to a regional UNDP publication, 'Where are the Women?', an extensive study of gender equality in Suriname Target: 3 Ministry of Home Affairs, annually 1.3.2 : Mechanisms put in place to collect, disseminate sex-disaggregated data and gender statistics, and apply gender analysis (Strategic		

		Plan 4.3.2) Baseline: 0 Target: 4 Ministry of Home Affairs, annually 1.3.3　Number of laws/policies in place to secure women's participation in decision making (Strategic Plan 4.4.1) Baseline: 0 Target: 2 Ministry of Home Affairs, National Assembly. 1.3.4 : Number of women participating in new measures supporting		

		women's preparedness for leadership in decision–making (Strategic Plan 4.4.2) Baseline: 0 Target: 25 Ministry of Home Affairs; annually **Output 1.4 Capacities of institutions responsible for fair access tojustice and human rights protections strengthened** 1.4.1 : Number of institutions supporting the fulfilment of nationally andinternationally ratified human rights obligations (Strategic Plan 2.3.1) Baseline: 1 Target: 4 Ministry of Justice and Police, annually 1.4.2 : Legal Aid and Human Rights Bureaus of the Ministry of Justiceand Police strengthened to provide access to justice specifically for women, disabled and other marginalized groups Baseline: Weak Bureaus with inadequate services to the public Target: Strengthened Bureaus increasingly serving the public with adequate access to justice and human rights. Ministry of Justice and Police, every two years 1.4.3 : Adequate systems in place to enable citizens to access the justice system, with a special focus on the poor, women, disabled and other marginalized groups Baseline: 1 Target: 2		

		CSOs, biannually		

Social development

NATIONAL PRIORITY OR GOAL:

National Development Plan 2012-2016 Chapter V Welfare and Chapter V.4.2 Social Security and Welfare
Sustainable Development Goals 1, 8, 10

UNMSDF OUTCOME: Access to equitable social protection systems, quality services and sustainable economic opportunities improved, (An Inclusive, Equitable and Prosperous Caribbean)

RELATED STRATEGIC PLAN OUTCOME: 7. Development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with our engagement principles.

Percentage of eligible population coveredby social protection floors/systems disaggregated by sex, and distinguishing children, unemployed, old age, people with disabilities, pregnant women/new-borns, work injury victims, poor and	Living standard measurement surveys; poverty assessment surveys;other household surveys; and census.	**Output 2.1: National and subnational data collection, measurement and analytical systems established to monitor progress on the post 2015 agenda and sustainable developmentgoals (Strategic Plan 7.2)**	Ministry of Foreign Affairs(Coordinating ministry) Ministry of Social Affairs Ministry of Regional Development Ministry of Labour and	**Regular: $ 150,000**
vulnerable (referred to **Baseline**: 0 **Target**: By 2021 x percent increase of Surinamese population covered by socialprotection systems M&E framework for social protectionprograms implemented in Suriname **Baseline**: 0 **Target**: Framework operational	M&E reports on social protection programmes	2.1.1: Updated and disaggregated data system used to monitor progress on national development goals aligned with 2030 agenda(Strategic Plan 7.2.2) Baseline: 0 Target: 1 General Bureau of Statistics, Sustainable Development Goals progressreports; Annual 2.1.2: Number of policies, regulations and standards at national andsub-national level that integrate specific sustainability and risk resilient measures (Strategic Plan 7.3.3). Baseline: 0 Target: 10 National Development Plan, District/Resort Plans; annually **Output 2.2: National M&E system established to monitor social protection programmes** 2.2.1: A national M & E monitoring system for social protection and services in operation, with indicators disaggregated by gender, age and geography Baseline: 0.	National Planning Office General Bureau of Statistics Vocational Training Institute District Commissioner; Districtand Resort Councils Adekus University Representatives of youth, women, people with disabilities,the elderly and tribal communities (indigenous and Maroon) UNICEF, UNFPA, PAHO/WHO Caribbean Development Bank,World Bank	

		<mark>Target: 1</mark> <mark>Social policy progress evaluation reports</mark> **Output 2.3: Options enabled and facilitated for inclusive andsustainable social protection (Strategic Plan 1.2.)** 2.3.1: Extent to which social protection schemes addresses the socio-economic needs of women, youth, persons with a disability, and indigenous and tribal peoples. Baseline: Inadequate Target: Increased social protection coverage Partner surveys/reports (e.g. Social Policy and Draft Policy Note2016-2020) 2.3.2: Adoption of official definition of poverty standard Baseline: 0 Target: 1 General Bureau of Statistics		

Environment and natural resource management

NATIONAL PRIORITY OR GOAL: Suriname, through a climate compatible development approach, will have put in place advanced capacities, policies, institutional frameworks, engaged and active citizens for adaptive and agile production systems that can respond to increasing socio-economic, environmental and climatic challenges (INDC 2015).

Sustainable Development Goals 11, 13, 14, 15

UNMSDF OUTCOME INVOLVING UNDP: Inclusive and sustainable solutions adopted for the conservation, restoration and use of ecosystems and natural resources. (A Sustainable and Resilient Caribbean)

RELATED UNDP STRATEGIC PLAN OUTCOME: 1. Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded

Extent to which competent national andsubnational authorities are implementing integrated natural resources management guidelines Baseline: 1 Target: 3 Suriname able to implement international conventions and protocolson terrestrial, marine and coastal ecosystems. Baseline: 0 Target: 7 percent of protected terrestrial, coastal andmarine areas vs total area Baseline: 13 percent for terrestrial. Coastaland marine tbc Target: 15 percent - terrestrial and 10 percentcoastal and marine (by 2020)	Survey report on institutional capacities to implement integrated natural resources management guidelines Country reports tointernational protocols and conventions Convention on Biological Diversity Secretariat ofCartagena Convention. World Database onProtected Areas	**Output 3.1: National and subnational institutions enabled todefine and implement policies/plans/strategies for sustainablemanagement of natural resources, ecosystem services, chemicals and waste.** 3.1.1: Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystemservices, chemicals and waste at national and/or subnational level,disaggregated by partnership type (Strategic Plan 1.3.1) Baseline: 2 Target: 5 Environmental statistics report (biannually) and REDD + projectreporting (annually) **Output 3.2: Indigenous & Tribal peoples and coastal communities empowered to plan and carry out sustainable livelihoods activities that improve conservation of biodiversityand/or, combat the effects of climate change** 3.2.1 : Number of jobs and livelihoods created through management of natural resources, ecosystem services, chemicals and waste, disaggregated by sex, and rural and urban (Strategic Plan 1.3.2) Baseline: tbc Target: 5 National Environment Statistics report, Census data, projectreporting 3.2.2 : Number of appropriate technology applications/solutionsfrom civil society initiatives in focused sectors Baseline: 0 Target: 4	Office of the President, Ministry of Public Works, Ministry of Physical Planning,Land and Forest Management;Ministry of Natural Resources; Foundation for Forest Management and Production Control General Bureau of Statistics National Institute for Environment and Development District Commissioner; Districtand Resort Councils University of Suriname Centre for Agriculture andForest Research Indigenous and Tribal peoplesrepresentatives such as The Association of Indigenous Village Leaders in Suriname (VIDS)/The Association of Saamaka Authorities (VSG); Youth and women's organisations in interior and rural (coastal) districts. CBOs IAMGOLD, SURGOLD, Suriname Business Forum,State Oil Company, Suriname Employers Federation	**Regular: $240,000 Other: $12,000,000**

		National/project reporting		
		Output 3.3: Scaled up action on climate change adaptation andmitigation across sectors which is funded and implemented (Strategic Plan 1.4)		
		3.3.1 : Systems in place to access, deliver, monitor, report on andverify use of climate finance (Strategic Plan 1.4.1) Baseline: 1 Target: 3 UNFCCC reporting (National communication, INDC, biennialupdate report) 3.3.2 : Comprehensive measures - plans, strategies, policies, programmes and budgets - implemented to achieve low-emission and climate-resilient development objectives. (Strategic Plan 1.4.2)Baseline: 2 Target: 4 UNFCCC reporting (National communications, INDC, biennialupdate report)	GEF, UNFCCC, Inter-America Institute for Cooperation on Agriculture, Conservation International, World Wildlife Fund.	

Annex 5. CPD Projects

Outcome	Project	Status	Impl. Modality	Impl. Partner	GEN Marker	Total Budget USD	Funding Source	Unfunded
O1. Democratic Governance	PAPEP	Closed	DIM	UNDP	N/A	150.000	FW	
	CariSecure	Ending	DIM	UNDP Barb.	GEN2	N/A	USAID	
	Election Support	Closed	DIM	UNDP	GEN2	1,015,000	TRAC/GLOC/Dutch Government	453,141
O2. Social Development	TA to MinRO (SURICORPS)	Closed	NIM	MinRO	GEN1	180,000	TRAC/c/s	
	COVID-19 Mitigation Initiation Plan	Starting	DIM	UNDP	GEN2	200,000	UNDP	
O3. Environment and Natural Resources	J-CCCP	Closed	DIM	UNDP Barb.	GEN2	15,000	Jap. GVT	
	Minamata	Closed	NIM	NIMOS	GEN1	200,000	GEF	
	Environmental Management Mining	Closed	DIM	UNDP	GEN1	109,590	GEF	
	GCCA+	Closed	Full NIM	UNDP	GEN1	3,405,000	EU	
	Mainstreaming Global Environment	Closed	NIM	NIMOS	GEN1	2,380,000	GEF, GCS, UNDP, other	
	ENGENDER	Active	DIM		GEN2	15,300,000	GEF/DFID	
	ASGM	Active	NIM	NIMOS	GEN2	7,589,041	GEF	

	ASGM NAP	Active	NIM	NIMOS	GEN1	500,000	GEF Voluntary Contribution /parallel co-financing	
	ASGM Sector Plus - GEF GOLD + PIMS		DIM	UNDP	GEN2	150,000	GEF	
	Productive Areas IP	Active	DIM	UNDP	GEN2	137,615	GEF	
	GCCA+ Phase II	Active	DIM	UNDP	GEN2	5,500,000	EU/UNDP	
	REDD+ Phase 1	Closed	NIM	NIMOS	GEN1	3,800,000	FCPF	
	REDD+ Phase II	Active	NIM	NIMOS	GEN1	2,8,6,2,000	FCPF Phase II	

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Annex 7. Data types and sources

Source of Information	Information Description	Information purpose
Strategic and programmatic frameworks	UNDP Strategic Plan	Reference to corporate strategic and programmatic objectives and modalities, priorities, objectives and goals pertinent to the Project
	UNDP Country Programme Document MSDF Global and Regional frameworks (e.g., SAMOA pathway, CARICOM Strategic Plan)	Links with national priorities
	National policy frameworks	National sectorial priorities
Methodological guides and manuals	UNEG and UNDP evaluation policies OECD-DAC Evaluation norms and standards OECD-DAC norms and standards for evaluating development cooperation Handbook for Planning, Monitoring and Evaluating Development Results Norms for Evaluating in the UN System Outcome-level Evaluation: A Companion Guide to the Handbook on Planning Monitoring and Evaluating for Development Results for Programme Units and Evaluators UNEG guidance on Integrating Gender and Human Rights in Evaluations UNEG guidance on Evaluating Institutional Gender Mainstreaming	Guidelines for the design and implementation of evaluations of results

Institutional and legal maps and frameworks	National institutional arrangements, laws, regulations	Analysis of legal and institutional framework pertinent to the Project, institutional arrangements, partnerships
Documentation linked to CPD results	Project Documents and substantive revisions	Information about the projects that contribute to CP results, such as planned outputs and results, references, baselines, indicators and targets, strategic context and background information, implementation arrangements, etc.
	Annual plans and budgets, budget revisions	Information about expected results, activities and resource assigned annually, analysis of efficiency
	Policy documents, concept notes, proposals, pipeline documents	Analysis of relevance, effectiveness,
	Progress and monitoring reports	Analysis of expected and achieved change towards the results, effectiveness of interventions, challenges and obstacles
Knowledge Products	Lessons learned, methodological and scientific studies and assessments, guidelines, manuals, audio/visual material, communication and training materials	Analysis of the quality and relevance of knowledge generated and disseminated by the Project, contribution to capacity development and sustainability of results
Stakeholder/beneficiary information	Specific profiles and functions of the involved stakeholders and beneficiaries	Developing interview questions in accordance with the respondents' institutional profile, association with the Project etc.
	Interviews with stakeholders and beneficiaries	Primary data sources
	Interviews with UNDP representatives, individuals who represent involved institutions	Fine-tuning of methodological instruments, design and implementation challenges, partnerships, lessons learned
Financial Information	Atlas reports, CDRs, Audit reports	Analysis of efficiency in the use of financial resources

Annex 8. Evaluation Team

Nana Gibradze is an independent consultant with more than 20 years of experience in international development, specializing in the formulation, management and evaluation of development policies and programmes, organizational development and results-based management. Holder of degrees in Master of Arts and Master of Public Administration, Nana has worked as a Programme Manager at UNDP Country Office in Georgia, lecturer at Tbilisi State University, content contributor at the first Georgian independent TV company and interpreter/translator in her native Georgia before becoming an independent consultant. She has been living and working in Latin America and the Caribbean since 2004.

Faranaaz Pahalwankhan is an independent consultant in project/programme management and evaluation as well as research in child protection, gender and social development/policy. Fara has a worked in the public sector at the Research and Planning division of the ministry of Social Affairs and Housing in Suriname. After the term with the Government, she has worked in project management and coordination at the basic education improvement programme of the ministry of Education and Community Development in Suriname. She also served in the function of Coordination Analyst at the United Nations Resident Coordinator's Office in Suriname. Fara holds a Master's degree in Law and a Master's degree in Public Administration.

Annex 9. Code of Conduct for Evaluation in the United Nations System

1. The conduct of evaluators in the United Nations System must be impeccable at all times. Any deficiency in your professional conduct can damage the integrity of the evaluation, and more broadly the evaluation practices at the United Nations or at the United Nations itself, in addition to raising doubts about the quality and validity of your evaluation work.

2. The UNEG Code of Conduct applies to all evaluation personnel and consultants of the United Nations System. The principles behind the code of conduct correspond in full to the standards of conduct for the international civil service to which all UN personnel are bound. UN staff are also subject to specific rules of any UNEG member and procedures for obtaining services.

3. The provisions of the UNEG Code of Conduct apply to all phases of the evaluation process from the conception to the conclusion of an evaluation and the dissemination and use of the evaluation results.

4. To promote evaluation trust in UN, all UN personnel involved in evaluation and evaluation consultants are required to commit in writing to the Code of Conduct for Evaluation, and more specifically to the following obligations:

Independence

5. Evaluators should ensure that independent reasoning is maintained and that evaluation findings and recommendations are presented independently.

Impartiality

6. The evaluators should operate in an impartial and objective manner in addition to providing a balanced presentation of the strengths and weaknesses of the policies, program, project or organizational unit being evaluated.

Conflict of Interests

7. Evaluators are required to report in writing any past experience, whether of themselves or their immediate families, that could give rise to a potential conflict of interest and to deal honestly in the resolution of any conflict of interest that may arise. . Before conducting evaluation work with the United Nations System, each evaluator will need to complete a declaration of interest form.

Honesty and Integrity

8. The evaluators must show honesty and integrity in their behavior, honestly negotiate with the costs, tasks, limitations and scope of possible results of the evaluation while faithfully presenting their procedures, information and findings, in addition to highlighting any type of limitations or doubts. of interpretation within the evaluation.

Competence

9. Evaluators must faithfully represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, denying tasks for which they do not have the skills and experience required to complete them

satisfactorily.

Accountability

10. Evaluators are responsible for completing the evaluation deliverables within the previously agreed time frame and budget, while operating in a cost-effective manner.

Obligations towards participants

11. Evaluators must respect and protect the rights and well-being of individuals and their communities, in accordance with the United Nations Universal Declaration of Human Rights and other human rights conventions. Assessors should respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disabilities, age and ethnicity, using assessment instruments appropriate to the cultural context. Evaluators should ensure that participants are treated as autonomous agents, free to choose whether or not to participate in the evaluation, while ensuring that relatively weak groups are represented. The evaluators should be aware of and abide by the legal codes (whether international or national) that govern, for example, interviews with children and young people.

Confidentiality

12. Evaluators should respect the right of individuals to provide information confidentially and make participants aware of the scope and limits of confidentiality, also ensuring that sensitive information cannot be traced back to its source.

Damage Prevention

13. The evaluators must act to minimize risks and damages and avoid burdens on those who participate in the evaluation, without compromising the integrity of the evaluation findings.

Accuracy, Integrity and Reliability

14. Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators should explicitly justify judgments, findings and conclusions and demonstrate the underlying rationale, so that counterparties are in a position to assess them.
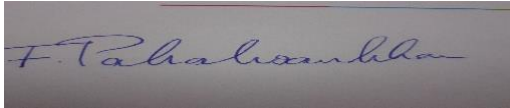
Transparency

15. Evaluators should clearly communicate to counterparts the purpose of the evaluation, the criteria applied, and the expected use of the findings. Evaluators should ensure that counterparts can participate in tailoring the evaluation and should ensure that all documentation is available and understandable to counterparts.

Omissions and Irregularities

16. Where the evaluators find evidence of any irregular or unethical conduct, they are obliged to report it to the appropriate supervisory authority.

> Agreement to comply with the Code of Conduct for Evaluation in the United Nations System

Name of Consultant	Nana Gibradze
I confirm that I understand and will abide by the Code of Conduct for Evaluation in the United Nations System.	
Signed in:	Panama City, Panama
Date:	
Signature:	
Name of Consultant	Faranaaz Pahalwankhan
I confirm that I understand and will abide by the Code of Conduct for Evaluation in the United Nations System.	
Signed in:	Paramaribo, Suriname
Date:	3 May 2021
Signature:	

Annex 10. Country Office Structure

UNDP Suriname Organigramme

- Deputy Resident Representative — Margaret Jones Williams

Operations
- *ICT Consultant — Julissa Marte
- Finance/Operations Associate — Radjnie Jagessar
  - Administrative Assistant — Orgine Renfrum
  - Driver — Stuart Tajib
- *Operations Assistant — Jiawanpersad Bisessar

Programme
- GEF/SGP
  - National Coordinator — Leon Wijngaarde
  - Programme Assistant — Priscillia Tirtosentono
- Programme Officer (Democratic Governance) — Meriam Hubard
  - GCCA+
    - GCCA+ Project Manager — Haidy Malone
      - Communications Officer — Jennyfer Pawiro
      - Technical Officer — Gianni Wip
      - Technical Officer — Gillian Babb
      - Administration and Grants Officer — Priscilla Hensen
        - Project Assistant — Vanity Zinhagel
- Programme Specialist (Energy and Environment) — Bryan Drakenstein
  - Programme Assistant — Anurada Khoenkhoen
  - EnGenDER Project
    - EnGenDer Project Focal Point — Faryal Rosiek
      - Project Assistant (EngenDer) — Vanessa Satimin
- Programme Associate — Ruben Matoredjo

LEGEND
- CO National Personnel
- Projects
- *Positions cost shared: UNICEF, UNOPS & UNFPA
- Project Personnel
- Professional
- Vacant

Annex 11. Alignment with national, regional and global frameworks

MSDF/CPD OUTCOME	CPD	FOCUS	RBLAC RPD	UNDP SP	SAMOA Pathway	National Development Goals	SDG
Capacities of public policy and rule of law institutions and civil society organizations strengthened. (A Safe, Cohesive and Just Caribbean);	CariSecure Support to Elections	Establishment of Suriname CariSecure Task Force, Signature of Data Sharing agreement between Suriname agencies launch of the Police Record Management Information System and establishment of 2 pilots Assistance to Home Affairs for provisional inspection of electoral lists, Strengthening the process of voter data compilation through the procurement of equipment and printing; Printing of polling station manuals; stakeholder sessions with political parties, District Commissioners and District Secretaries; Support to Women United Suriname for providing elections info	Responsive, inclusive and accountable institutions improve the quality of democracy and the rule of law.	2. Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.	Social Development – promoting peaceful societies and safe communities, Gender equality and women's empowerment, Social Protection and Education	The Government is committed to implementing clear and transparent policies for restructuring the public sector, implementing good governance and mainstreaming gender policies	5. Gender equality 16. Peace, Justice and Strong Institutions

		to people with a hearing and visual disability.					
Access to equitable social protection systems, quality services and sustainable economic opportunities improved, (An Inclusive, Equitable and Prosperous Caribbean);	Support to Ministry of Regional development	SDG localization and awareness among ITP communities, including schools, persons in detention, PWDs, Synchronizing the SDGs with district plans, trainings no on Rural livelihood, productive inclusion and development for Indigenous and Maroon communities; Entrepreneurship development for PWDs through launch of a data base launched and registration of PWDs, refurbishing of business incubator units; training and support to PWDs in the establishment of their micro-businesses	Reduced levels of multi-dimensional poverty and inequality accelerate progress towards the achievement of SDGS	7. Development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with our engagement principles.	Social Development – promoting peaceful societies and safe communities, Gender equality and women's empowerment, Social Protection and Education	Chapter V Welfare and Chapter V.4.2 Social Security and Welfare	1. No poverty 8. Decent work and economic growth 10. Reduced inequalities
Inclusive and sustainable solutions adopted for the conservation, restoration and use of	Environmental Management for Mining (EMSAGS)	Dissemination of environmentally responsible mining technologies, practices and methods through a learning-by-doing approach, sharing of	CC/Risk-informed sustainable development frameworks that promote healthy	1. Growth and development are inclusive and sustainable, incorporating productive capacities that	Sustainable energy, Oceans and seas, Food security and nutrition, Water and sanitation, Sustainable	Suriname, through a climate compatible development approach, will have put in place advanced	11. Sustainable cities and communities

ecosystems and natural resources. (A Sustainable and Resilient Caribbean)		new knowledge and field evidence at the national level and with neighboring countries facing similar issues	ecosystems, sustainable livelihoods and reduce risk, especially for people in vulnerable conditions;	create employment and livelihoods for the poor and excluded	consumption and production, Disaster risk reduction, Sustainable transportation, Management of chemicals and waste, including hazardous waste, Climate change, Invasive alien species and Biodiversity	capacities, policies, institutional frameworks, engaged and active citizens for adaptive and agile production systems that can respond to increasing socio-economic, environmental and climatic challenges (INDC 2015).	13. Climate action 14. Life below water 15. Life on land
	6th National Report to the Convention on Biological Diversity	Finalization and submission to the CBD of Suriname 6th National Report					
	Strengthening Capacities for REDD+	National REDD+ strategy, Forest Reference Emission Level Grievance and Redress mechanism, support towards the Comprehensive implementation and Environmental and Social management framework					
	Mainstreaming Global Environment Commitments for Effective National Environmental Management (CCCD)	SMIN, Draft Environmental Atlas, Draft Roadmap for Change, Catalog of information in GIS format, Draft Decrees for the operationalization of the Environmental Framework Act.					

	Japan Caribbean Climate Change Partnership – Suriname	Nationally Appropriate Mitigation Action document (NAMA), National Adaptation Plan (NAP); Climate Change Education and Awareness activities, demonstration pilot projects (Solar, Greenhouses, Rainwater harvesting, Awareness, Sanitation)					
	EnGenDER (Environment Gender Disaster)	Support to ITP Gender and Climate activities to integrate gender equality and human rights-based approaches into action on climate change, environment and disaster recovery, improving climate resilience for women and girls and key vulnerable populations and future generations in the Caribbean.					
	Suriname Global Climate Change Alliance Adaptation Actions (GCCA+)	Digitization of historic climate data; Integrated Water Resource Management Action Plan; Mangrove Monitoring; National Mangrove Strategy,					

		protected areas management plans; District Disaster plan; Hydro-model of 4 major rivers.				
	NAP ASGM Project	Support Suriname to meet Minamata convention requirements and address Mercury problem through to development of a National Action Plan (NAP) for Artisanal and Small-Scale Goldmining, Minamata Initial Assessment Report, South-South Cooperation with Chile on Mercury and integrated chemical management				