



“Joining forces for a brighter future”

United Nations Development Assistance Framework

FOR

THE REPUBLIC OF SURINAME

2002-2006



**United Nations Country Team
Paramaribo, March 2002**

List of Acronyms

ACP	Africa, Caribbean and Pacific
AIDS	Acquired Immuno-Deficiency Syndrome
BLS	Basic Life Skills
CBO	Community-Based Organization
CCA	Common Country Assessment
ECLAC	Economic Commission for Latin America and the Caribbean
EU	European Union
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GNP	Gross National Product
HIV	Human Immunodeficiency Virus
ILO	International Labor Organization
IMF	International Monetary Fund
ITU	International Telecommunications Union
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PAHO	Pan-American Health Organization
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDCP	United Nations International Drug Control Programme
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNEP	United Nations Environment Programme
UNIC	United Nations Information Centre
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNFPA	United Nations Population Fund
UNV	United Nations Volunteers
UPU	Universal Postal Union
WB	World Bank
WHO	World Health Organization

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Foreword

The United Nations Development Assistance Framework (UNDAF) is an essential component of the United Nations reform process, introduced by the Secretary General in 1997. It is the strategic planning framework for UN development operations and assistance at country level, and it provides a basis for increased collaboration and impact of UN assistance. It also provides a framework under which the UN system in a country supports development, taking into account the comparative advantages of respective agencies. As an instrument for dialogue with the Government and the wider donor community, the UNDAF can also facilitate the development of partnerships.

This first UNDAF for Suriname covers the period 2002-2006. It was prepared in close consultation with the Government and non-State partners, and also draws from the findings and recommendations of the 1999 Common Country Assessment. The three UNDAF focus areas – poverty reduction; HIV/AIDS prevention and impact mitigation; environmental management and sustainable development – reflect a convergence of national needs and priorities and areas where UN development assistance can help make a difference. The more specific UN goals and objectives contained in this document endeavor to assist the Government to realize its development goals, in support of its Multi-Annual Development Plan (MOP) for 2001-2005. The UNDAF objectives reflect the values embodied in UN conventions, covenants and declarations, and in the Millennium Summit Declaration, adapted to the Surinamese context.

The UN Country Team would like to express sincere appreciation to the Government, the many Government officials, and representatives of non-Governmental organizations and other non-State partners for their valuable contributions and active participation in the entire UNDAF process. We hope this document will provide the basis for further deepening collaboration in the coming years, as we work to meet development challenges and opportunities ahead. Finally, we also hope that the development partnerships forged in the process will further evolve to add value to improving the well-being of the people of Suriname.

Johann Geiser
UN Resident Coordinator

UN organization or agency	Full name	Name of representative	Signature
	United Nations Information Centre		
	International Telecommunications Union		
	Economic Commission for Latin America and the Caribbean		
	United Nations Development Programme		
	United Nations Development Fund for Women		
	United Nations Children's Fund		
	United Nations International Drug Control Programme		
	United Nations Educational, Scientific and Cultural Organization		
	United Nations Population Fund		
	United Nations Industrial Development Organization		
	Pan American Health Organization/World Health Organization		
	International Labour Organization		
	Food and Agriculture Organization		
	United Nations Environment Programme		

Executive Summary

The United Nations Development Assistance Framework (UNDAF) 2002 - 2006 for Suriname has been developed as a framework for collaboration with the ~~development program of the Government of the~~ Republic of Suriname. It is intended to increase the effectiveness and efficiency of UN operations by bringing about greater synergy in action. The UNDAF is also meant to initiate a *strategic* process for forging critical partnerships and promoting public action for achieving key human development goals. ~~The~~ It intends to link the findings from the Common Country Assessment, carried out in 1999, which ~~draws attention to~~ identified the challenges facing that the country while faces, and the country's Multi-Annual Development Plan (MOP) for 2001 – 2005 provides the period 2001 – 2005, into an effective framework for concerted action.

Goal and Objectives of UNDAF

The UNDAF identifies priority areas of co-operation for UN system support to the country's development program. Even though the presence of ~~the UN~~ United Nations (UN) agencies and specialized organizations in Suriname and the financial assistance provided are relatively limited, the main contributions of the UN system are in strengthening a culture of human rights in the country, supporting innovative projects, disseminating lessons learned for wider adoption, supporting research in critical areas of human development, and advocating for change, backed by documentation and public interaction. The over-arching goal of ~~the UN system in~~ UN assistance to Suriname is to strengthen national capacity towards achieving the Millennium Development Goals, in particular in the following areas:

- Poverty reduction;
- Environmental management and sustainable development;
- HIV/AIDS prevention and impact mitigation.

This is consistent with the priorities ~~spelt~~ spelled out in the country's Multi-Annual Development Plan (MOP, 2001-2005), and with Suriname's global commitments.

Collaborative Actions

A series of steps were taken by the UN Country Team to narrow down the focus of collaborative UN action identified in the Common Country Assessment. The process of dialogue with Government and broad consultations with non-state partners helped identify the three above-mentioned areas for collaborative action. At the same time, closely inter-related themes were also identified, which were considered of crucial importance for the further development of Suriname, namely governance and gender equality. Promoting good governance and gender equality are indeed fundamental to the success of all programs to be undertaken, and are therefore integrated into the UNDAF as cross-cutting themes.

The main objectives of the *poverty reduction program* will be to:

1. Reduce extreme poverty in selected communities in Suriname, particularly in most vulnerable areas.
2. Reduce the level of general poverty in Suriname.

The main objectives of *environmental management and sustainable development program* will be to:

1. Strengthen the capacity for environmental management and sustainable development, in order to ensure that environmental soundness and sustainability ~~is~~are incorporated into overall planning, policy formulation, decision-making, and long-term goals included in the Poverty Reduction Strategy.
2. Reduce the ~~impact of natural and human-made disasters on~~occurrence of human-induced negative disturbances of the environment by making people more aware of ~~the preservation of the environment.~~environmental values and services.

The main objectives of the *HIV/AIDS prevention and impact mitigation program* will be to:

1. Decrease the incidence of ~~HIV infection~~new HIV infections through reduction in risk-taking behavior among key population groups and through the prevention of ~~mother-to-child~~mother-to-child transmission of HIV.
2. Reduce the vulnerability ~~of young people to HIV infection,~~to HIV infection of young people, particularly young girls.
3. ~~Support~~Promote increased access to care, treatment and support for people living with HIV/AIDS, particularly for women during and after pregnancy, and for children.
4. Reduce stigma and discrimination associated with HIV/AIDS in communities, in health care facilities and in the workplace.
5. Increase multi-sectoral action and coordination in the response to the HIV/AIDS epidemic.

~~Due~~Throughout the implementation of programs within the UNDAF, ~~due~~due consideration will be given ~~throughout the process of UNDAF to the following:~~to the following aspects:

- Strengthening institutions and promoting effective management.
- Building national capacity to coordinate and facilitate processes and support policy changes.
- Promoting gender equality and improving opportunities for women and men.
- Support gender-disaggregated data collection and gender analysis, and assist in developing gender-sensitive plans and programs.
- Joint planning and strategic development of projects and programs, based on common assessments and analysis.
- Collaborative programs for learning and capacity development, including joint policy workshops and documentation of lessons learned.

The implementation of the UNDAF will be monitored by a *Joint Technical Committee*, consisting of program coordinators of UN agencies, high-level Government policymakers and representatives of umbrella organizations of civil society and other non-state partners. The UN system will develop planning and strategic capacity support within the Resident Coordinator's Office to carry out the activities envisaged under the UNDAF. This includes creating *Theme Groups* and restructuring existing ones. UNDAF activities will be reviewed regularly by the UN Resident Coordinator System.

Concrete steps will be taken to strengthen national capacity and the capacity of the UN system in ~~Suriname. These will include *inter alia*~~ Suriname. These will include, *inter alia*, the following:

- Development of a set of common achievement indicators for monitoring and evaluation of the UNDAF.
- Joint review of progress on coverage and impact in the priority areas by means of stakeholder workshops.
- Joint discussions on the results of mid-term reviews or evaluations, especially to identify areas of greater collaboration.
- Compilation of a list of annual learning and training events supported by the UN system, which will include training available by each of the UN organizations to staff and partner organizations.
- Initiating a process of monitoring the implementation of the UNDAF in order to improve its effectiveness.
- Mapping of best practices to improve programming and operations.

Efforts will also be made to harmonize UN country programs with the ~~Government~~ Government's development plan and to harmonize program cycles of the respective UN agencies. The implementation of this new process will continue through the formulation of new country programs in 2002.

1. The UNDAF Preparatory Process

The United Nations Development Assistance Framework (UNDAF) is a strategic planning and programming ~~tool, which~~ tool that identifies common development challenges, responses, resources and potential partnerships. It helps to identify priorities for United Nations action in partnership with the Government and other development partners, and it is designed to stimulate coherence, collaboration and effectiveness of United Nations efforts. The main goal of this common approach to development action is to improve the well-being of people served by the UN system. The UNDAF is based on Government development plans and goals and is developed in stages, starting with the Common Country Assessment (CCA). The UNDAF process selects specific development challenges from among those identified by the CCA, which lend themselves to coherent action by the United Nations. Both the CCA and the UNDAF can be used in a flexible manner to tackle multi-dimensional problems.

The CCA process, which was completed in Suriname in 1999, presented a review of the main national development challenges and is used as a resource for identifying opportunities for advocacy, policy dialogue and common response. The process of developing the CCA was an opportunity for the UN system to think and work together to achieve a common understanding of the country's needs and to plan future action to support governmental initiatives.

The following guiding principles formed the basis for the process and preparation of the present UNDAF:

- UN agencies with activities in Suriname will all be involved in the UNDAF preparation, implementation, monitoring and evaluation in a spirit of close co-operation and synergetic partnerships.
- Although the UNDAF is a UN document, consultations with all partners (Government, civil society, private sector, donors, etc.) will be undertaken constantly in order to involve them in the UNDAF development process as closely as possible.

Consultations among the UN Country Team got underway in early 2000. The Resident Coordinator received commitment from the Members of the Country Team for active participation in the UNDAF process. During the start-up workshop, the Heads of Agencies reviewed the UNDAF guidelines and familiarized themselves with selected UNDAF documents completed in other countries. An inventory was made of on-going operational activities and program cycles of UN Agencies in Suriname and a number of recommendations were made. It was recognized that since the UNDAF consultations needed to be conducted in line with the development priorities of the national authorities, the UNDAF consultation would have to wait until after the general elections in Suriname, scheduled for May 2000.

In September 2000, a consultant was contracted by the Resident Coordinator to assist in the coordination and writing of the first draft UNDAF document for Suriname. The consultant began the process of collecting and sorting relevant documents from the UN Agencies, including CCA, programming documents, country studies and reports which had been drawn

up after the CCA, work plans and outputs from thematic groups. Focal points for each agency were selected in November 2000 and invited to collaborate with the Consultant.

Another meeting of UN representatives was held in December 2000 to review the outline of the UNDAF for Suriname. Following this revision, UN and national representatives in Suriname ~~had~~ developed a first draft UNDAF for review by early February 2001. The second draft was finalized at the end of February 2001, following further discussions by the Country Team and national counterparts. The process ~~was interrupted while the new Government finalized its~~ then slowed down in anticipation of the finalization of the multi-annual development plan for 2001 - 2005 of the new Government.

Starting in August 2001, the UN programming staff in Suriname began an internal review of the second draft UNDAF document. Discussions were held with Government and non-government partners, and all comments were added to the document as a third draft UNDAF. The use of electronic media proved to be one of the best methods to guarantee an efficient and participatory process in Suriname. Face to face discussions were used to clarify or go into more in-depth discussion. The third draft was circulated and evaluated by the Heads of Agencies in November 2001, followed by another round of consultations with key Government partners and non-state partners in December 2001, which yielded the fourth and final draft document. This document was discussed with the Ministry of Planning and Development Cooperation in January 2002. The final input received from Government representatives was incorporated, and the present final UNDAF was completed in March 2002.

The first lesson learned from the UNDAF preparation process is that the Resident Coordinator ~~S~~ System ~~system~~ needs to be strengthened. Commitment to coordinated action in the country requires stronger synchronization and communication by way of human and financial resources. Both the UNDAF preparation and implementation are lengthy and complex ~~processes, which~~ processes that require commitment, specific staff designation and time allocation to the relevant activities. The process demands considerable staff time investment, which the UN presence in Suriname, with its limited field presence, is not equipped to provide.

The second lesson ~~was~~ is that UNDAF implementation must be *sui generis*, both in terms of process and outcomes. The UN system operates in Suriname with limited program resources, limited physical presence, multi-country coverage and regional mandates of individual agencies, and flexibility must therefore be built into the UNDAF. The challenges will be to have UNDAF activities reflected within individual country programs and work plans, to expand ownership of activities to all agencies, and to develop and implement collaborative programming.

The third lesson we learned ~~was~~ is that the lack of capacity, particularly within the Government, is a major impediment to the implementation, monitoring and evaluation of ~~program~~ mes. It is of paramount importance that national capacity building be part of the process of the present UNDAF. Collaboration and good governance are essential tools in building such capacity, in order to achieve accountability and transparency. The ethics of care, the concept of social justice, and the institutional reforms required on the basis thereof will, therefore, be incorporated in activities undertaken in this respect.

The fourth lesson was that mainstreaming of a gender perspective in the programming process is only possible when gender considerations are integrated in the assessment and analysis of the country situation, which has not yet been done. Gender mainstreaming is a strategy towards achieving gender equality, women's empowerment and fulfilling the rights of women, and is not an end in itself. It is therefore crucial that gender issues be included in all discussions and activities during the entire process of developing and updating CCA and UNDAF.

The fifth lesson was that the term *civil society* needs to be defined to make it clear for all. Civil society can broadly be described as the many ways in which citizens have organized themselves to take care of their own interest and/or the interest of others. As such, civil society has a critical political role and an incalculable value to safeguard and support democratic processes. In the process of the present UNDAF, there were meetings with Government representatives and representatives of Non-Governmental Organizations (NGOs), trade union organizations, as well as the private sector. There were discussions on whether the term civil society includes the private sector or not. It was felt that civil society in Suriname could roughly be divided into the following core groups: NGOs and CBOs (including religious organizations), voluntary service organization, trade unions, and political parties. There was a general feeling that a distinction should first be made between state and non-state partners¹. The private sector was evidently a non-state partner, but was not felt to be a civil society organization in the same sense as a Non-Governmental organization (NGO) or a Community-Based Organization (CBO).

There are clear benefits from having the UNDAF in place. Government's capacity to monitor and evaluate will be built and strengthened, while co-operation with civil society and other non-state partners and the UN system will be facilitated even more as work proceeds. The monitoring and evaluation structures set in place for the UNDAF will enhance collaboration among UN agencies and impact on UN-supported work in the country, specifically through the holistic approach to development. For the best possible results, however, the networking of professional staff needs to be encouraged, in order to make the best possible use of one another's expertise. A shared common register of respective programs and the intensified use of common services are further possibilities to be explored.

A number of constraints in preparing the present document must also be recognized. Some are due to the very nature of how the UN system operates in Suriname and some to the timing of the exercise. The UNDAF preparation process was interrupted twice, which made the process much longer than initially planned, while the formulation of the framework document was inevitably inconsistent with the ideal logical sequencing. Between the formulation of the CCA in 1999/2000 and the finalization of the UNDAF process in 2002, some changes have impacted on development issues. At the national level, a change of Government after general elections in May 2000 brought about a new macro-economic policy and a new multi-annual development plan. Studies and surveys have meanwhile provided essential data that were initially outdated or lacking, while policy dialogue has resulted in the formulation of policy documents, among which are the national integrated gender plan, and a poverty eradication strategy and plan. The new documents produced after completion of the CCA, have also been taken into account in the formulation of the present framework document.

¹ As introduced in the Cotonou Agreement.

The programming cycles of the funds and programs still need to be harmonized and the recommended collaborative programs need to be worked out further. The common framework will also require changes in agencies' work methods, while operationalizing the framework may require additional costs.

The present UNDAF document must therefore be considered a work in progress. It provides a long-term vision of development assistance of the UN in Suriname, in line with the desires and wishes of the United Nations and its governing bodies. The framework for collaboration for the period 2002 – 2006 will serve as a basis for renewed strategies and activities beyond the year 2006.

2. Rationale

Within UN Reform, the Secretary-General has identified human rights as a theme that should run throughout the activities of the UN system, while the eradication of poverty has been identified in the Millennium Declaration as an urgent development priority. The United Nations Development Assistance Framework (UNDAF) is intended to lay the foundation for cooperation among the UN system, Government and other developmental partners through the preparation of a complementary set of programs and projects. The wide scope of development challenges that face Suriname, necessitates a multi-sectoral and multi-dimensional approach.

The Common Country Assessment (CCA) for Suriname, completed in 1999, identified development issues that could benefit from UN assistance. The following is quoted from this CCA:

Governance

“To achieve effective governance Suriname would need to establish social and political stability, a sound physical infrastructure, accurate data and other information on social and economic conditions, a capable civil service and workforce, a stable financial situation and solid partnerships between the state, civil society and the private sector. There is a crisis in governance due in part to the difficult economic situation, including persistent poverty, rise in crime and drug trafficking, and inability of the social system to sustain current levels of welfare. The Government must find ways to legitimize accountability and transparency and to establish long-term mechanisms for people-centered policies and processes. ...”

Social Development and Poverty Eradication

“It was estimated that in urban areas as much as 70% of households were living below the poverty line. Poverty may vary within the urban areas - with some 49% of households in Paramaribo being classified as poor and 43% as very poor. Suriname needs to take immediate steps to implement a plan for poverty eradication. Households in the hinterland face problems of food availability and access that need to be addressed. The World Bank has suggested that a better-educated work force, oriented toward the production of goods and services, is required. ...”

Health Sector Reform

“The Government of Suriname is faced with major challenges in its efforts to provide the people of Suriname with a more efficient and equitable health care system. The first challenge is how to continue to meet the expectations of the population for a comprehensive package of health services, which is

largely provided by the public sector at minimum, if any, cost to the client. Improvements could be made to strengthen the maternal and child health services, towards controlling the spread of infectious diseases and the control of a number of lifestyle-related diseases. Health promotion and prevention campaigns have the potential to reduce death and injury caused by accidents, violence, infectious diseases such as HIV/AIDS and other preventable infections. ...”

Environmental Management and Sustainable Development

“In keeping with its international obligations Suriname has ratified a number of Conventions pertaining to the protection of the atmosphere, conservation of biological diversity, protection of oceans, seas and inland and coastal waters and prevention of illegal traffic in toxic wastes. The Government continues to give priority to sustainable development and environmental management, particularly because of the income potential in the area of eco-tourism and forestry. ...”

Substance Abuse

“Suriname, like other Caribbean territories, is a major transit hub to Europe and North America for cocaine and to a lesser extent heroin. According to UNDCP, a recent draft report by Dutch officials indicated that a substantial quantity of cocaine (approximately 6 to 7 tons) transits Suriname from Colombia to both Europe and the United States of America annually. ...”

In the *Meerjarenontwikkelingsplan*, MOP 2001 – 2005 (the Government’s Multi-Annual Development Plan) high priority is given to poverty eradication as a key area of action towards sustainable development. In fact, the Government has committed itself to a policy of sustainable human development through economic growth and poverty eradication. In keeping with the Millennium Development Goals to eradicate extreme poverty and hunger by the year 2015, a poverty eradication plan was drafted and incorporated into the MOP. The plan was developed through wide consultations among Government, civil society, the private sector, the international donor community in Suriname, and the UN agencies operating in Suriname. It seeks to address the multi-dimensional nature of poverty, identifying the potential for investment, trade, banking and the development of small and medium-sized enterprises, public administration reform and human resource development possibilities, while exploring possibilities for high growth through the utilization of existing resources.

Thorough gender, economic and social analyses are required to ensure a continuous CCA-UNDAF process. It is essential that the necessary capacity be built to make this possible. The capacity building in gender analysis in particular needs to be strengthened, since both the Government policy and the present UNDAF have identified gender as an important cross-cutting theme. Gender mainstreaming, however, goes beyond analysis. The capacity to promote and advocate for gender equality and women’s empowerment and women’s rights through communication and negotiation skills, needs to be enhanced as well, if gender mainstreaming is to become a successful strategy. This should be incorporated into the entire UNDAF process as it develops further.

This UNDAF incorporates a rights-based approach. This implies that the basic principles of all human rights, women’s rights and children’s rights must be taken into account when specific problems are addressed. Human rights play a central role, as they are about respect for the dignity of human beings and about protecting, promoting and fulfilling the possibility to develop one’s full human potential in an environment of equality, self-determination, peace and security. As part of UN reforms, the work of the United Nations has been organized into four substantive fields - peace and security, economic and social affairs, development cooperation, and humanitarian affairs - with human rights as the priority area across each of

these four program fields. The foundations of human rights are the United Nations Charter and the Universal Declaration of Human Rights, but since then, different covenants, conventions, and instruments have expanded human rights to encompass specific standards for civil and political rights, social, economic and cultural rights, rights for women, children, people with a disability, minorities, migrant workers and other vulnerable groups. Rights have gradually established their universality, indivisibility and inter-relatedness with development and democracy. Today, virtually every United Nations body and specialized agency, including the World Bank and the International Monetary Fund, is making efforts to incorporate the promotion or protection of human rights into its programs and activities, including a gender perspective and an emphasis on the right to development.

A further assessment and analysis of the root causes of the problems identified in the CCA and other studies, surveys and documents produced in 2000 and 2001 have led to identification of three focus areas in which the United Nations System can help make a difference in Suriname. These areas, which are also referred to as "thematic areas," are poverty reduction, HIV/AIDS prevention and mitigation, and environmental management and sustainable development.

With support from UN Agencies, assistance at the macro level will focus on introducing reliable data collection and capacity building to develop and maintain monitoring systems for policy development and integration of social and human development in the formulation of policies. Priority social issues to be addressed include education (also early childhood education), marginalization and social exclusion, adolescents and youth, and gender. At the micro level, poor communities will need to be targeted to strengthen their capacities to introduce sustainable income-generating approaches and to take responsibility for their own development.

3. Suriname's Major Development Challenges

Whilst Caribbean island states are unified by the Caribbean Sea and share such environmental concerns as marine pollution or loss of biodiversity, Suriname is located on continental South America and is affected by the pollution of its rivers, streams and coastal areas, poor management of solid wastes and water resources and loss of biodiversity. An additional concern stems from pressure to exploit Suriname's forest resources. Although deforestation rates in the country are the lowest in Latin America (0.1 per cent), there is a risk that forest degradation rates will accelerate in the near future should authorities fail to establish environmental policy and resources. Environmental risks include extensive river silting (resulting in depletion of fish populations), soil degradation, deforestation, and the invasion of nature reserves and traditional settlement areas of the Amerindian and Maroon populations. Moreover, the uncontrolled use of mercury on a large scale is creating problems of direct exposure for the miners themselves, as well as the long-term exposure for the environment.

Apart from environmental vulnerabilities, Suriname is faced with problems that affect sustainable human development. These include poverty, decreased access to health care, a rapid spread of the HIV/AIDS epidemic, a poor education system with a high dropout rate and

low results, a low economic growth rate, and the rise in crime, drug trafficking and abuse. They are direct impediments to development, putting at risk the income potential of the country.

As elsewhere in the Caribbean and Latin America, young people continue to be among the worst hit by deficient social and economic development. Adolescents are prone to high-risk behavior, resulting in their displaying proportionally higher rates of involvement in violent and criminal activities. Other factors, such as substance abuse, affect different sectors of the population, although data on the impact of these threats on poverty are not fully known. A significant number of males living in poverty have problems of low self-esteem, drug abuse and physical abuse. Violence against women seems to be common, and there is supposedly a growing problem of child abuse.

In 2000, three independent, different estimates have confirmed that poverty is a major and complex problem in Suriname. The UNDP-supported poverty study estimated that general (food and non-food) poverty could be higher than 72%. The General Statistics Bureau estimated that “the percentage of poor persons in Suriname most probably lies between 49% and 74%”² and it is believed that about 31% (135,000 persons) receives some form of social assistance. Estimates obtained from the UNICEF-supported Multiple Indicators Cluster Survey (2001) suggest a regionally weighted average rate of about 73.2% poverty. There are large numbers of working poor, many to be found in the public service.

However, the most vulnerable groups are the following:

- The unemployed (11% for Wanica and Paramaribo in 1998)
- Female-headed households (29% in Paramaribo and Wanica in 1997)
- The youth and the elderly (age dependency ratio per 1,000 persons <15 and >65 years was 58 and 8, respectively, in 1995)
- The population in the interior of the country (91.4%).

In 1997, a total of 4,288 youths between the ages 15-24, were unemployed according to the Surinamese Labor Force Survey. Among this age group, 1,665 males and 2,623 females were without jobs, indicating that women and young girls are among the most vulnerable to unemployment. In 1998, the labor force participation rate was recorded at a low level of 54%, leaving a lot of informal activity unreported. According to the UNIFEM-supported Situation Analysis of Women in Suriname (2000) about one third (33%) of the *full-time* employed population consisted of women, while on average 9% of the female employed population worked part-time. There further seems to be a growing preference among women for self-employment and informal labor after 1992, a drop-off among female entrepreneurs in relation to male entrepreneurs, as well as an increase in ‘unpaid family workers’ among women. The weaker competitive position of women might in part be due to socio-cultural and economic barriers that give women less flexibility when choosing careers.³

In the year 2000, a cumulative total of 1,511 persons were registered as infected (NAP, 2000). The incidence of HIV/AIDS is increasing, especially among young women, and interventions will have to be made to cope with increasing numbers of affected persons, to

² Poverty Lines and Poverty in Suriname; May 2001

³ Situation Analysis of Women in Suriname, October 2000

ensure appropriate care for victims and to carry out public awareness programs. At present, HIV rates in the general Surinamese population are considered to be relatively low. There is cause for concern, however, in view of the increasing rates of incidence. The incidence of new HIV/AIDS cases has increased sharply from 73 new cases in 1993 to 279 new cases in 2000, with a male/female ratio of approximately 1:1⁴. In 1999, AIDS was the second leading cause of death in males and females in the age group 15-44⁵.

The presence of large numbers of uneducated and undereducated persons among the vulnerable groups identified, is one of the striking features of poverty in Suriname. The lack of a satisfactory education system remains perhaps the most important barrier to education in general, and for the interior in particular, where education is of lesser quality and sometimes not even provided. Dropout and repetition rates at all levels are high and vocational and technical schools face a shortage of teachers and teaching materials. At all levels of the education system, there are also serious concerns about the adequacy of the curriculum to meet the social, political and economic challenges of today's global environment. In addition, the years of war, migration, poor infrastructure and high levels of disease have led to an extremely poor quality of life for the population in the interior. ~~Together—these,~~ ~~among~~ Together, these and other factors (e.g. socio-cultural, distance to urban areas); impede the development and overall advancement of the rural population resulting in higher levels of poverty.

In order to reduce the level of malnutrition among the population, Suriname will not only have to produce sufficient nutritious foods, but also increase the accessibility thereof to the most disadvantaged groups. Applied research is ~~required;~~ required, as are extension services for farmers, export promotion services, and the development of a land use policy. Education on food security, even at an early age at primary school level, is recommended. Raising awareness of food security issues and sustainable development, particularly in the hinterland, are other important components. Subsistence agriculture in the interior and much of the small farming in the rural districts are the responsibility of women. However, as in other sectors in Suriname, the role of women in agriculture is not clearly evident because of the lack of reliable data systems. Women, therefore, hardly benefit from the already scarce agricultural extension services and agricultural grants. One of the ways to improve food security would therefore be through a more gender-responsive approach to national agricultural development.

Suriname's success in achieving sustainable development is dependent on whether its national institutions and overall administrative capacity can be strengthened as the country seeks greater economic stability, more efficient decentralized services, gender equity and equality, and community participation in the country's affairs. Transparency and accountability, security and peace building, and an informed citizenry are policy measures that will help reduce Suriname's socio-economic vulnerability and increase the well-being of society. Assistance at the macro level will need to focus on introducing reliable data collection and monitoring systems for policy development and integration of high-priority social problems in the formulation of policies. These problems include poverty and population aging, early motherhood and high levels of marginalization, which lead to drug abuse, crime and violence. Assistance at the community-level, particularly in rural areas, needs to be targeted

⁴ Draft Situation and Response Analysis on HIV/AIDS in Suriname, January 2002

⁵ Ministry of Health, Leading causes of death in Suriname 1997-1999

so as to strengthen local capacities, for local communities need to become active partners in their own development.

4. National Development Goals and Strategies

4.1. *Priorities in follow-up to world conferences*

Suriname has participated in various World Conferences and World Summits supported by the United Nations. Of the conferences of the last decade, the 1990 World Summit for Children, the 1992 UN Conference on Environment and Development, the 1994 International Conference on Population and Development, the 1995 Fourth World Conference on Women, the 1995 World Summit on Social Development and the 1996 World Food Summit have the most relevance to Suriname's economic and social development targets. The follow-up to world conferences offers a strong conceptual basis for development assistance, giving it a social, people-centered and gender-sensitive dimension. Specific follow-up action in Suriname, however, has often been hampered by institutional, legal and financial constraints.

Suriname ratified the Convention on the Rights of the Child in 1992. It has submitted and defended its Initial Country Report and is now in the process of drafting its second Country Report, which is due in 2002. The 1990 World Summit for Children's recommendations were recently translated into a draft national Plan of Action, which is still in the process of consultation and further development. The Convention on the Elimination of All Forms of Discrimination of Women (CEDAW) was also ratified in 1992. Following national consultations, a joint initial and first report was drawn up and submitted to the CEDAW Committee in January 2002. The 1995 Fourth World Conference on Women has been translated into an Integrated Gender Policy Plan for 2000 – 2005, with active participation from Government and non-Government organizations. The Integrated Gender Policy Plan takes into account CEDAW and follows the priority areas of the Beijing Platform for Action. Identified priorities are women and poverty, violence against women, and women in leadership, while the involvement and participation of non-Government Organizations is considered an important strategy to achieve general improvement of the situation of women.

There have been significant advances in the process towards developmental sustainability since the United Nations Conference on Environment and Development (UNCED) of Rio de Janeiro in 1992, where Suriname also signed Agenda 21, the Rio Declaration and the Forest Principles, and subsequently ratified major environmental conventions, including the Convention on Biological Diversity, the Framework Convention on Climate Change, the Convention to Combat Desertification and the Montreal Protocol. The process to amend or update national legislation to meet the requirements of these conventions is underway with wide stakeholder consultations being held at present.

Suriname signed the 1988 UN Convention on the Illicit Trafficking of Narcotic Drugs and Substances and acceded to the 1971 Convention on Psychotropic Substances and to the 1972 Protocol, thereby becoming party to the 1961 UN Single Convention on Drugs. The Conventions have been ratified and are in force. National legislation has been enacted to give effect to the provisions of these conventions. Suriname does not have ~~money~~ laundering ~~money-laundering~~ legislation in place, but is in the process of drafting such legislation, using the Dutch framework as a model. The national policy of Suriname on drugs control and prevention is contained in the Strategic Drugs Master Plan 1997 - 2002, which

was formulated in close collaboration with UNDCP and through discussions with all key stakeholders. It was recently revised and updated for the policy period 2000 - 2005, and includes a work plan and budgetary provisions. The revision is still in draft and at present awaiting approval from the Government.

In September 2000, Suriname participated in the Millennium Summit. The Millennium Declaration mainstreams a set of inter-connected and mutually reinforcing development goals into the global agenda. The Millennium Development Goals, which were developed as an outcome of this Summit, are provided in Annex 3, and could be summarized as:

- Halving extreme poverty and hunger.
- Achieving universal primary education.
- Promoting gender equality.
- Reducing under-five mortality by two-thirds.
- Reducing maternal mortality by three-quarters.
- Reversing the spread of HIV/AIDS, malaria and TB.
- Ensuring environmental sustainability.
- Developing a global partnership for development, with targets for aid, trade and debt relief.

Although there is widespread recognition that investment in development and human rights promotion requires new impetus to secure broader realization of economic and social rights, extreme poverty and exclusion from economic, political and cultural life continue to be the fate of many people in Suriname. Creating a culture of human rights thus requires a dynamic network of partnerships: the United Nations system, Governments, regional organizations, academic communities, citizens' groups, committed individuals and the NGO community. The CCA-UNDAF process will help to strengthen such a network.

4.2. National Policy and Plans

Suriname has experienced periods of social and political instability since it gained independence from the Netherlands in 1975⁶. In 1999, a wave of industrial unrest, coupled to growing parliamentary and judicial impasse, grew into widespread demands for the resignation of the President. Agreement was reached for early general elections for members of the National Assembly, the District and Local Councils. Most Government and donor efforts and activities in 1999 and early 2000 were focused on ensuring independent and transparent national elections. UNDP played a crucial role in this process, as well as in post-election activities, resulting in a draft proposal for the improvement of future elections.

The coalition Government that came to power after the May 2000 general elections⁷ has been faced with considerable challenges to spur economic growth, introduce fiscal discipline, reduce unemployment and poverty, and restore confidence in the country, for its citizens as well as foreign investors. In the Government Declaration 2000 - 2005 good governance and the restructuring of the economy are mentioned as indispensable to achieving growth and improving living conditions. A number of policy measures are mentioned for a more stable

⁶ UNDP Briefing Notes

and effective legal and socio-economic framework, in order to facilitate equitable and sustainable human development. There is increasing political pressure to develop sectoral policies to overcome major impediments to economic growth and long-term sustainable development. After economic growth, the greatest challenge remains the translation of gains into concrete benefits for the people in a stable political environment. The situation will have to be managed properly to avoid social tension, and calls for a balanced approach between economic reform and social equity.

Since independence, Suriname has enjoyed ~~massive~~significant financial and budgetary support from the Netherlands. The suspension of Dutch development aid in early 1983 and the political instability dealt a serious blow to the economy of the country. With the decline of external financial resources (ODA), public investment declined substantially from 10.0 percent of GDP in 1982 to 2.0 percent in 1987. This, together with the precipitous fall in the prices of bauxite and aluminum, two of the country's major export products, aggravated the economic crisis. The combination of economic problems necessitated a fundamental shift in economic policy from being predominantly state-led to one that sought to give greater recognition to the role of prices in a freer market in order to propel economic growth and development.

After experiencing steadily declining, but positive rates of growth in the period 1996-1998, the Surinamese economy contracted in 1999 and 2000. The performance of the economy in these two years was marked by falling activity levels and high inflation. According to the IMF, real GDP decreased for 2000 (including the informal sector) by -5.7 percent. Excluding the informal sector, real GDP is estimated to have fallen 8 percent in 2000. Large declines took place in the agricultural, construction, manufacturing and financial services sectors, while the September 2001 IMF report gave a decrease of 0.6 percent in mining output. An increase in informal sector activity, mainly gold mining, limited the decline in real GDP (including the informal sector) to 6 percent. Real GDP is projected to grow by 0.1 percent in 2001 (including informal sector).

Twelve-month inflation declined to 82 percent in December 2000. Inflation averaged around 0.7 percent for the period January - March 2001.⁷ The enormous decline in income, especially for wage earners and persons with pensions and social benefits, was one of the most serious effects of the policy implemented.

Table I. GDP growth, inflation and budget balances as per cent of GDP

Year	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
GDP	-4.5	-0.8	-7.0	...	13.1	10.1	3.9	-1.0
Inflation	31.6	30.0	57.4	225.0	586.5	36.9	0.5	18.3	22.4	154
Budget bal.	-5.8	-18.2	-11.1	-23.6	-11.4	2.1	3.2	-5.4	-14.8	-1.0

Source: International Monetary Fund

~~The~~Suriname was ranked 64 (out of 160 countries) with a Human Development Index (HDI) ~~for Suriname in 2001⁸ was 64,~~ of 0.758 in the Human Development Report of 2001⁹, which places the country in the Medium Human Development range. Life expectancy at birth in

⁷ IMF Art IV Mission 2000

⁸ ~~2001 UNDP Human Development Report~~

⁹ 2001 UNDP Human Development Report

1999 was 70 years and the adult literacy rate was 93%. According to World Bank data, GDP per capita in 2000 was USD 1400. However, poverty rates are high for a country in this HDI range. The General Statistics Bureau estimated that “the percentage of poor persons in Suriname most probably lies between 49% and 74%”¹⁰ and it is believed that about 31% receives some form of social assistance. Estimates obtained from the Multiple Indicator Cluster Survey (MICS)¹¹, published in March 2001 suggest a regionally weighted average rate of about 73.2% poverty, and an Infant Mortality Rate of 29.

Social indicators of development			
	1975-1980	1995-1999	2005 (proj.)
Population			
Population	361,637	431,272	453,885
Population growth (%/year)	-1.2	1.2	1.2
Population structure (%)	(1980)	(1995)	
0-14	41	33	30
15-60	53	60	61
60 and older	6	7	9
Health indicators			
Average life expectancy	65 63 (m), 67 (f)	71 68(m), 73(f)	71
Estimated birth-rate per 1,000	29.2	22.8	22.8
Estimated death-rate per 1,000	7.1	6.6	6.6
Infant mortality (per 1000 new born)	32	15	13
Maternal mortality (per 1,000 new born)	8 (1980)	72	-50%
HIV/AIDS (total number of infected)	0	(1999) 1253	-25% (ages 15-30)
Educational indicators			
Literacy (%)	90.8 (1980)	93 95(m), 91.6 (f)	95
Repetition rate (%)	20	25 (primary school)	20
Dropout rate (%)	26 (1980)	7 (primary school) 17 (junior secondary)	5 (primary school) 15 (junior secondary)
Social indicators			
Unemployment (%)	16 (1980)	11 7(m), 17(f)	8
Poverty (%)		63	-50%
Criminal offences	6761	23750	-25%
Labor participation rate (%)	50	56 66(m), 37(f)	60
Income distribution:	(1978)	(2000 4th qtr)	
Poorest 40% earn of total income	16.7%	12.6%	20%
Richest 20% earn of total income	42.9%	51.8%	40%

Source: MOP 2001-2005

Suriname’s Government Policy Statement 2000-2005 mentions the following areas of focus:

- Recovery and strengthening of the economy, including fiscal policy review;
- Good governance and full participation by civil society;
- Improving living conditions, education and the health of the people, and in particular of the most vulnerable groups;
- Investment in human resources, so as to accelerate economic development;
- Sustainable and equitable development, including a fair environmental policy.

¹⁰ Poverty Lines and Poverty in Suriname; May 2001

¹¹ The Multiple Indicator Cluster Survey (MICS) was carried out by the Ministry of Social Affairs with support from UNICEF.

In keeping with the Millennium Development Goals to halve extreme poverty by the year 2015, the Government's Multi-Annual Development Plan for 2001-2005 (*Meerjarenontwikkelingsplan*, MOP) includes a national development strategy for sustainable production and a strategy for poverty reduction to halve poverty by the year 2005. Within the strategy for sustainable development, the availability of natural resources and well-developed human resources and trade, are pre-conditions to development. According to the MOP, transparent governance, with respect for law and order, human rights and the establishment of a corruption-free society are equally important.

The strategy for poverty reduction includes the creation of a more equitable society and improved living standards, so as to reduce the vulnerability of the poor. Substantial changes will be required in the local political sociology and psychology, and the associate institutional framework, to foster an increasing disposition of self-reliance on the part of the population and to increase flexibility of both state and citizens to undertake and sustain innovative activity. Such changes are likely to require substantial regional and international institutional and social support. The Government, therefore, needs to rationalize its international trade and financial relations, and its domestic community development and empowerment program, for the purpose of obtaining significant, properly targeted resources from international multilateral agencies, under suitable agreements. Of specific importance are market access, finance and technical assistance and collaboration within the context of CARICOM and the Association of Caribbean States, as well as under the ACP-EU (Cotonou) Agreement; financial assistance in the form of Dutch Treaty Funds; appropriately designed long-term financial and institutional assistance from the multilateral financial institutions (Inter-American Development Bank, World Bank, International Monetary Fund); continued improvement in institutional and financial assistance from the UN system.

The following specific groups are targeted in the MOP:

- The youth, especially unemployed youngsters and those trying to set up their own business.
- Women in a vulnerable situation, ~~esp.~~especially pregnant and lactating women.
- Women trying to set up their own business.
- People who are unable to earn a sufficient income to provide for themselves, ~~esp.~~especially senior citizens and persons with a disability.
- People with an income below the official poverty level. (A thorough study will be carried out, after which a minimum salary level will be introduced in order to guarantee workers and their families fair living standards.)
- Inhabitants of and migrants from the interior and other under-developed areas.¹²

To ensure democracy and participation, Government policy has acknowledged the need for specific measures to be taken in regard of public sector reform, as well as the need for baseline data and a human resource management plan. The working conditions of the public sector should be addressed as well, since poor conditions and the lack of efficiency underpin continued out-migration of skilled persons and dissuade the return of nationals from abroad. The Government's aim is to have an efficient public sector system, which will result in improved economic management and open access to services. This will also entail financial sector reform, so as to implement appropriate preventive debt strategies and policies. The

¹² Summary from the *Meerjarenontwikkelingsplan* 2001 - 2005

Government will therefore develop a medium-term macro-economic policy framework, with assistance from the IMF.

The Government Policy Statement 2000-2005 places specific emphasis on incorporating gender into all spheres of policy formulation and implementation. Gender mainstreaming was identified as the strategy to ensure gender equality. A gender perspective is taken into account in all policy dialogue and program formulation, and a program manager was appointed to coordinate the Government policy in regard of gender mainstreaming. The Integrated Gender Policy Plan formulated by the Ministry of Home Affairs mentions training in gender awareness, social and economic analysis, advocacy, lobbying and networking and the gathering and dissemination of gender-based data as indispensable components. In this regard, the establishment of a gender management system within the public service structure is also considered as a priority. The MOP promises increased investments in human development, with special attention to be given to young people in disadvantaged situations, irrespective of their sex, as the best guarantee for sustainable economic development and social equity.

Access to good education is a fundamental human right, and moreover, is a precondition to development. Providing basic education is considered essential to improving the quality of life by breaking the cycle of poverty. The Government Policy Statement, the MOP and the Policy Note of the Ministry of Education 2000 -2005 all mark education and development as a high priority and have indicated that special attention will be given to the interior as most vulnerable area. Based on the results of a gender analysis of the education system, measures will be taken to increase success rates for both boys and girls. Education and training possibilities in the afternoons and evenings will be adjusted and improved, to provide school drop-outs and adults with better options.

The health status of people is one of the main determinants of a country's development. Government policy gives priority to primary health care, especially to the health and well-being of children and the youth, and aims at making health facilities available to all and to provide preventive and curative care at affordable cost. The policy also aims at providing adequate nutrition as a basic human right. To produce sufficient nutritious foods and ensure accessibility to disadvantaged and vulnerable groups, investments have been planned in technology, irrigation, drainage, dams and roads. At the same time, the agricultural sector needs to become more efficient to cope with trade liberalization policies and the integration of markets.

The Government is furthermore committed to strengthening the country's response to HIV/AIDS prevention. At the twenty-sixth special session of the General Assembly on HIV/AIDS in June 2001, Suriname's Minister of Health noted that in the age group 15 to 44 years, AIDS was the second leading cause of death for males, and the third leading cause for females between 1997 and 1999, and that the disease is growing rapidly among the youth, especially among adolescent girls. Although the Government is taking immediate steps to avert an explosive HIV/AIDS situation, it is limited by resource constraints, and is faced by many challenges, including inadequate treatment and care for persons living with HIV/AIDS. In January 2001, the President gave the assurance of the unequivocal support of his Government to HIV/AIDS prevention and control, and offered support to all national efforts to alleviate the burden of persons living with and affected by HIV/AIDS. This was reiterated in his New Year's Address to the nation in January 2002. A National Strategic Plan is currently

being developed, which will secure broad-based national response. The strategic planning process aims at meeting the goals set by the international community at the ~~five-~~ five-year review of the International Conference on Population and Development (ICPD + 5) in the Special Session of the General Assembly of the United Nations in 1999, and other subsequent international conferences.

Another long-term Government goal is to deliver economic and social well-being to the people through the appropriate use and conservation of the country's natural resources, with due respect for the traditional lifestyles of the Indigenous and Maroon peoples who inhabit the forest areas. Important gains have been made in collaboration with UN and other development agencies and NGOs in forging innovative partnerships, enacting legislation and in the preparation of policies and action plans. An important achievement has been the policy on the conservation of biodiversity through the establishment of 15 protected areas, including the Central Suriname Nature Reserve and the Sipaliwini Nature Reserve in South Suriname, which together cover 12% of the country. In the coming years, the Government will give priority to using adequate mining techniques and to making people aware of the dangers of mercury to the health and environment. In this regard, an environmental impact assessment of illegal gold mining activities will have to be carried out, and the establishment of an institution is being considered, which will be charged with capacity building activities and overseeing activities in the mining sector.

The MOP also gives due consideration to combating crime. Order, peace and personal security are recognized as fundamental elements of a properly functioning state, and the security of the people is considered of great importance. Thus, serious crime will be combated through better cooperation within the police force, and with appropriate partners. Given the international nature of drugs trafficking, existing treaties and conventions will be ratified and implemented. Among further measures to be taken are: the adjustment of existing national legislation; empowerment of vulnerable groups, particularly the youth; intensive police patrols; and the signing of a maritime law enforcement treaty between Suriname, Venezuela and Colombia.

5. UNDAF Strategies, Goals, and Objectives

Collaboration between the Government and UN Agencies is already taking place at all levels and covers a wide range of issues, including measures to support governance, social cohesion, equity, democratic participation, and measures to improve health systems, and to ensure participation of the population in development. Equally broad is the number of institutions - including government institutions, civil service, the judiciary, NGOs and CBOs, labor unions and the private sector - collaborating in UN-supported programs and projects. Except for PAHO/WHO, which has a full-fledged office in Suriname, the activities of UN Agencies are coordinated by and come under the responsibility of regional offices, which are based in Trinidad, Barbados, Jamaica, Venezuela and elsewhere. There is currently a physical presence in Suriname of UNDP, UNICEF, UNV, ~~UNIFEM,~~ UNIFEM, UNFPA and FAO, in the form of national programming and support staff, and consultants. Within the context and constraints of economic and political reform, therefore, the overall goal of the

United Nations System in the Republic of Suriname for 2002 - 2006 is to help create a sustainable basis for long-term development in the country.

In September 2000, 147 Heads of State and Governments, representing a total of 191 nations, adopted the Millennium Declaration. The President of Suriname was also one of the signatories of this Declaration, which mainstreams a set of inter-connected and mutually reinforcing development goals into the global agenda. These do not override or replace the goals and targets reached at the world summits and global conferences of the 1990s. The targets and indicators are based on the outcomes of these world summits and global conferences, and they are in fact quite similar to the CCA Indicator Framework and the International Development Targets.

5.1. Strategic approaches

The UN system encourages increased participation of state and non-state partners and promotes active public participation and partnerships in all processes and activities. The following instruments will be used in the implementation of the present UNDAF:

- **A rights-based approach**

Human rights are fundamental to the work of the United Nations and are guiding principles for all UN system programming. This UNDAF has a rights-based approach, which means that the basic principles of human rights will be considered in designing all program activities. These include the equality of each individual, the inherent dignity of each human being, the right to self-determination, peace and security, the principles of non-discrimination, the best interest of the child, the right to participate and to have one's view considered, and the right to survive and develop. Thus, the basic human needs of the population need to be satisfied if full participation of all citizens in the country's development is to be achieved, while an analysis must also be made to understand the causes that prevent adults and children from enjoying their rights, and for the development of integrated, cross-sectoral and decentralized strategic interventions, recognizing that the people we are trying to help are central actors in the development process. Linkages between economic growth and human development must therefore be forged and should mutually reinforce one another. All people have the right to proper education and good health, and to enjoying a decent standard of living, freedom, dignity, self-respect and the respect of others. If these fundamental rights are not satisfied, there will be no human development, nor economic growth.

- **Collaborative programming towards a development agenda**

The UNDAF will build on current activities and develop plans that will gradually expand collaboration among UN agencies, Governmental and non-Governmental organizations, and other partners. There are different models of collaborative programming. The UNAIDS integrated planning process is worth further examination. The structure used for the UNICEF-supported Multiple Indicator Cluster Survey (which included partnership with UNDP, UNIFEM and PAHO), as well as the joint activities of UNICEF and UNIFEM in the District of Brokopondo, are also worthwhile initiatives that might be copied. Collaborative programs should reflect the consensus of national (Government and NGOs/CBOs) and international partners (UN and other development partners) and should increase the sense of ownership among partners. Collaborative programs should set out clear objectives, intended results, responsible partners, funding sources, timeframe, indicators and monitoring and evaluation

mechanisms. Commitment by partners will be reflected in their interest to participate in the development of the plan and mobilization of resources for its implementation and necessary follow-up.

- **Gender mainstreaming**

The concerns and experiences of both women and men will be taken into account in the design, implementation, monitoring and evaluation of all policies and programs devised in the context of the UNDAF, so that women and men benefit equally. ~~It~~ It is of utmost importance that women are not just depicted as a target group in need of assistance in the programs and activities, or associated with disadvantaged, minority groups. Women play active social, economic and political roles, and the UNDAF must provide a real empowerment framework for women, as envisaged in the Beijing Platform for Action. To ensure that gender is mainstreamed, it is essential that gender analyses be carried out. However, to conduct meaningful gender analyses, ~~it is essential that~~ all indicators must be disaggregated by sex, while special, gender-specific indicators need to be collected as well. This refers in particular to indicators that allow acquisition of information on specific areas of gender discrimination, for example, indicators on informal and non-paid work, which would allow determination of the impact of economic development on women, especially as a result of current economic crises and globalization trends. Capacity building in gender mainstreaming is required and a plan to accomplish this will have to be developed to guarantee that UN field staff and all in Suriname are able to undertake gender mainstreaming in all programs being developed.

- **Education and awareness**

Good information is not only indispensable to understanding issues, it is a fundamental right. Thus, in the implementation of each of the programs, education and awareness is a key component. The information provided to the targeted groups must be such that it is clear and concise, and in a language or style that can be understood. This will ensure that everyone remains well-informed and is able to track Suriname's compliance with the Millennium Development Goals. Well-informed people furthermore promote transparent and good governance at all levels.

In an environment of market liberalization, globalization and competition, initiatives to begin driving Information and Communication Technology are also gaining importance. Once harnessed, this potential provides an opportunity to meet vital development goals such as poverty reduction, rural development, basic health care and education far more effectively than before. Also required would be country-level assistance to build national information infrastructure strategies, including expanded human capacity, community initiatives and indigenous entrepreneurship, pro-competitive policy and regulatory environments, and rural connectivity.

- **Continuous dialogue among UN system, Government, civil society and the private sector**

Continuous dialogue and good collaboration among the UN system, Government, civil society and the private sector are essential components for sustainable development. Key civil society organizations and other State and non-State partners have already provided a good input into the UNDAF process. It is envisaged that other organizations could also be more closely linked to the further development and implementation of activities ensuing from the

UNDAF. This is especially important for integrating UN activities with other on-going programs, in particular since NGOs operate in political, social and economic fronts across the country. As implementers of programs, they can help increase the effectiveness and efficiency of the overall response to development challenges in Suriname.

- **Multilateral partnership and "upstream" activities**

Besides its function as a planning tool, the UNDAF could be used as a development tool to mobilize other resources. As resources for development continue to shrink, a greater part of these should be spent on advocacy, policy development and technical guidance in the implementation of the UNDAF's goals and objectives than in previous collaborative arrangements, with each agency providing expertise in its area of strength. The Netherlands is one of the most important sources of external assistance to Suriname. The European Union (EU) and the Inter-American Development Bank (IDB) also have large multilateral programs covering a wide range of priority areas, while the Japanese Human Security Fund has also provided substantial funding for sexual and reproductive health. France also considers Suriname a priority country and its assistance programme is likely to increase. The UNDAF will be disseminated to the main development partners in the interest of promoting complementarity and joint programming with the UN over the next five-year period.

5.2. Goals and objectives

The following general goal of assistance is identified for this first UNDAF for Suriname, which will cover the period 2002-2006: To strengthen national capacity towards achieving the Millennium Development Goals in the following areas:

- Poverty reduction;
- Environmental management and sustainable development;
- HIV/AIDS prevention and impact mitigation.

The UN system will continue to support national follow-up to world conferences and assist in policy development. At the same time, a number of concrete interventions will be developed for UN assistance in the period 2002 - 2006 within focus areas. Three thematic areas have been chosen as areas where UN system response can help make a difference: poverty reduction, environmental management and sustainable development, and HIV/AIDS prevention and impact mitigation. Activities will either be implemented by different UN agencies individually in the framework of their respective programs, or collaborative programs will be developed. In view of the limited physical presence of UN agencies in ~~Suriname, —collaborative~~ Suriname, collaborative programming is recommended, for this can ensure greater efficiency and a more effective use of the know how and skills ~~scattered in~~ dispersed throughout the different agencies. In the course of the present UNDAF, all agencies will, in any case, make every effort to work closely together in advocacy, policy dialogue and policy advice, and in providing support to national capacity building.

Millennium Development Goals

- Goal 1: Eradicate extreme poverty and hunger
- Goal 2: Achieve universal primary education
- Goal 3: Promote gender equality and empower women
- Goal 4: Reduce child mortality
- Goal 5: Improve maternal health
- Goal 6: Combat HIV/AIDS, malaria and other diseases
- Goal 7: Ensure environmental sustainability
- Goal 8: Develop a Global Partnership for Development

The thematic areas of intervention have been set out as programs, and the objectives of assistance are given in the respective programs mentioned below. Governance, gender, and education and awareness play important roles in all programs.

5.2.1. Poverty Reduction Program

Empowerment, cooperation, equity, sustainability and security are issues directly affecting the lives of the poor and will guide development of the Poverty Reduction Program. The UN supports actions that place people at the very center of development, and the challenge is to create a system that promotes, supports and sustains human development. Specific UN support will promote sound socio-economic management, public administrative reform at central and local levels, improved efficiency of markets, trade reform, Suriname's integration into regional and global organizations, and will foster an enabling environment for social and economic development.

The Poverty Reduction Program will promote the right of all to development, the right to access appropriate information, and the right to non-discrimination on the basis of gender, age and disability. It will target women and vulnerable groups in society: children, the youth, the elderly, the disabled and the people of the interior, while it will help to make institutions more people-oriented. Activities will be implemented at target group/ community level, and policy dialogue and technical assistance will be provided at the national policy level. Capacity building will take place at all levels.

Objectives

1. To reduce extreme poverty in selected communities in Suriname, particularly in most vulnerable areas.
2. To reduce the level of general poverty in Suriname.

Key Activities:

- Develop community-based poverty eradication programs in selected (vulnerable) areas.
- Develop appropriate policy data, analysis, advice and advocacy programs or initiatives.
- Increase opportunities for improved health.
- Increase opportunities for life-long education and life skills education for youth and children.
- Develop appropriate community-based targeted programs for the elderly, the disabled and other marginalized groups.
- Develop support programs for women, in particular for pregnant and lactating women.
- Develop programs that link with the needs of the labor market.
- Develop programs for Early Childhood Development.

Results:

- Community-based poverty eradication programs developed for selected communities.
- Advocacy initiatives and programs.
- Specific policy documents and consultations.
- Increase of the number of people involved in life-long education and life skills education.
- Increased opportunities for healthy life skills.
- Higher enrolment and improved results in basic education.

- Lower poverty among women.
- Lower poverty among senior citizens, the youth, and people with a disability.
- Improved poverty indicators in Suriname.

Indicators:

- Reports on policy advice and consultations.
- Data on poverty.
- # community-based poverty eradication programs developed
- # advocacy initiatives/ programs designed.
- # policy documents developed.
- % people involved in life-long education
- % people involved in life-skills education
- % enrolment in basic education
- % drop-outs and repeaters in basic education
- % women living in poverty
- % elderly, youth and disabled living in poverty

5.2.2. Environmental Management and Sustainable Development Program

Suriname has a rich natural resource base including minerals, forests, a fertile coastal soil and rich fishing grounds. The forest, as part of the Amazon Region, covers almost 90% of the country and has a vast biological diversity. Approximately 11 million hectares of the forest lands are practically inaccessible and not commercially exploited.

Every human being has the right to live in a world free from toxic pollution and environmental degradation. The UN system will, therefore, assist the Government in overcoming the threats of environmental degradation, which also includes urban environmental degradation. This will entail bringing international experiences and connections to bear on problems, especially in terms of support for sustainable development and institutional development, especially to address the problems of implementation mentioned above. And as impartial partners in development, the UN agencies are uniquely suited to promote good governance and gender concerns in the environmental sector. Thus, active involvement will be encouraged of civil society and the private sector, particularly the large national and the transnational companies, in environmental protection and natural resource management, while taking into account the traditional life and knowledge of the people.

For greater regional coherence and long-term sustainable development, the UNDAF for Suriname will also take into account the “Small Islands in Development States Program of Action (SIDS POA)”, deriving from the Barbados SIDS Conference. It was agreed that activities should be integrated not only into national planning and decision-making, but also be subject to increased financial resources. ECLAC is particularly concerned with the integration of the SIDS POA and sustainable development approaches into national policy-making. Capacity-building initiatives at macro-level include management and policy formulation through in-country training for governmental and non-governmental organizations.

Objectives:

1. To strengthen the capacity for environmental management and sustainable development, in order is to ensure that environmental soundness and sustainability is incorporated into overall planning, policy formulation, decision-making, and long-term goals including into the Poverty Reduction Strategy.
2. To reduce the impact of natural and man-made disasters on the environment.

Key Activities:

- Support for control and management of the rational and sustainable use of natural resources.
- Strengthen regulatory setting for effective environmental management.
- Support programs to develop national environmental standards and inventorize resources.
- Encourage participation of civil society and the private sector in the formulation of social and economic policies, ensuring women's involvement in policy-making in environmental management and sustainable development.
- Develop community-based initiatives to support environmental management and sustainable development.
- Develop a community-based strategy to increase food security and sustainable income-generating approaches, while taking into account sound practices of environmental management, and drawing particularly on women's experience, knowledge and skills.
- Develop appropriate policy data, analyses, advice and initiatives.
- Develop environmental awareness programs ~~which~~that target communities, children and youth.

Results

- A comprehensive environmental policy, developed with participation of social partners, including civil society and the private sector.
- Strengthened regional linkages to share information on policy formulation
- Increased awareness of inter-relationship of the environment and socio-economic concerns, especially within communities.

Indicators

- Reports on policy advice and consultations.
- Data on the environment.
- # community-based programs developed to support environmental management and sustainable development.
- # advocacy initiatives/ programs designed.
- # policy documents developed.
- % people involved in sustainable income-generating approaches.
- % women involved in transfer of experience, knowledge and skills.

5.2.3. HIV/AIDS Prevention and Mitigation Program

Prompt action taken now, while prevalence is still low, is highly cost-effective, both economically and in terms of human security. By contrast, HIV/AIDS spreads rapidly once it takes hold in the general population. Infection levels of over 20% have been recorded among the country's vulnerable groups, including sex workers and their clients, migrants and men who have sex with men (MSM). Some of these men are bisexual, placing their wives or female partners also at risk. In addition, gold miners in the interior are highly mobile, isolated and exposed to malaria and sexually transmitted diseases (STDs), including HIV/AIDS. The combination of poverty, high risk behavior and poor access to condoms could, if left unattended, lead to an increase in the number of HIV infections in Suriname over the next few years. Human and financial resource mobilization will sustain the efforts to meet the short-term and long-term goals, and the greater involvement of persons living with HIV/AIDS.

Action is also required to guarantee the supply of safe blood in Suriname, to upgrade the HIV/AIDS reporting infrastructure, so that more accurate data become available for program planning, and to prevent the transmission of the disease from mother to child. Young people, particularly those who are unemployed and de-motivated, are vulnerable to HIV infection, and special awareness campaigns are therefore needed to reach them. Another special high-risk group is intravenous drug abusers. Other targeted groups include men in general, and young women.

With respect to Maroon and Amerindian populations in the hinterland, resources are required to further increase awareness, particularly among the youth, and to strengthen the counseling capacity of village health assistants. Voluntary counseling and testing (VCT) need to be introduced in the hinterland, but is dependent on community support structures, which are currently weak or lacking.

The HIV/AIDS Program will promote the right of children to education, the right to access to appropriate information, and the right to non-discrimination. In the framework of UNAIDS, the UN system will continue to support the Government to create a system to prevent and manage the increasing pandemic. Assistance will be provided to maintain information sharing as well as support overall advocacy efforts with particular emphasis on the high rate of HIV/AIDS infections and transmissions. In addition, assistance will be provided to the Government in information/education/communication programs targeting groups of people who are vulnerable to HIV infection, ~~of which a special high-risk group is intravenous drug abusers.~~ In addition, the UN system will continue to assist the Government in improving the capacity of the National AIDS Committee at all levels.

Special attention needs to be given to the matter of HIV/AIDS in the workplace. A practical guidance in this can be the recently developed "Code of Practice on HIV/AIDS and the world of work" by the International Labour Organization (ILO), June 2001, which aims to provide a set of guidelines to address the HIV/AIDS epidemic in the world of work and within the framework of the promotion of decent work. The guidelines cover the following key areas of action: (i) prevention of HIV/AIDS; (ii) management and mitigation of the impact of HIV/AIDS on the world of work; (iii) care and support of workers infected and affected by HIV/AIDS; (iv) elimination of stigma and discrimination on the basis of real and perceived HIV status.

Objectives:

1. To decrease the incidence of HIV infection through reduction in risk-taking behavior among key population groups and the prevention of mother to child transmission of HIV.
2. To reduce the vulnerability of young people to HIV infection, particularly young women.
3. To support increased access to care, treatment and support for people living with HIV/AIDS, particularly for women during and after pregnancy, and for children.
4. To reduce stigma and discrimination associated with HIV/AIDS in communities, in health care facilities and in the workplace.
5. To increase multi-sectoral action and coordination in the response to the HIV/AIDS epidemic.

Key Activities:

- Develop a comprehensive Behavior Change Communication Program for targeted population groups
- Develop HIV/AIDS workplace programs in the public and private sectors
- Provide counseling training to health workers in the prevention of MTCT and on infant feeding options for HIV positive mothers
- Promote voluntary counseling and testing among the youth and pregnant women
- Expand basic life skills and sexuality education in the school system
- Enhance the HIV/AIDS component of the basic life skills (BLS) program to out of school children and expand its use.
- Employ non-traditional approaches to provide HIV/AIDS information and life skills to adolescents and youths
- Provide technical support for the establishment of youth-friendly sexual and reproductive health services
- Advocate for the provision of treatment, care and support of people living with HIV/AIDS
- Support the Government to develop a care and treatment plan and mobilize resources to build capacity for implementation of the plan
- Assist the Government to negotiate for affordable antiretroviral drugs.
- Provide technical assistance to Parliamentary Groups and NGOs to build capacity for the development of HIV/AIDS policies and legal reform within the context of human rights and to set up a monitoring system for human rights abuse-.
- Provide technical and financial support in the development of a national strategic plan
- Advocate for national and international resource mobilization

Results:

- Reduction of risk-taking behavior among vulnerable population groups
- Decrease in mother-to-child-transmission.
- Age-appropriate life skills and sexuality education taught in primary and secondary schools
- Basic life skills programs in place in youth clubs and vocational education centers
- Youth-friendly health services centers established in communities
- Advocacy strategy developed and implemented
- Treatment and care plan developed and budgeted, and capacity built for implementation
- Prices of antiretroviral drugs reduced to affordable level

- HIV/AIDS policies developed and monitoring system for implementation in place
- A comprehensive National Strategic Plan developed and budgeted
- Increase in national contributions and external funding sources of HIV/AIDS program.

Indicators:

- Strategic plan developed, revised and approved.
- General availability and accessibility of condoms.
- Compilation of reports and studies on adolescent reproductive health.
- Completion of a human rights promotion campaign.
- # participatory workshops held to discuss, develop and revise the strategic plan.
- # tripartite workshops held to develop, revise and finalize a plan of action.
- # information sharing workshops.
- # schools with a routine BLS program.
- # teachers trained in BLS, particularly in rural areas.
- # BLS education workshops.
- # peer educators trained.

6. Program Resources Framework

Collaborative programming in a resource-poor environment such as in Suriname poses special challenges to the UN system. First of all there are only three agencies that have physical presence and a proper country program operation in Suriname, i.e. PAHO, UNICEF and UNDP; the other UN agencies and programs have occasional activities mostly of a regional nature in which Suriname participates and benefits from.

Secondly, even those agencies that operate country specific programs have minimal core resources at their disposal, hence the need to engage in an aggressive effort to mobilize additional (non-core) resources, jointly and individually by all UN agencies and programs in support of the implementation of the UNDAF.

Thirdly, the UNDAF in the particular development context of Suriname is focusing to a large extent on UN system (joint) advocacy and policy advice – more so than on developing/implementing technical assistance projects – using the thematic groups as the preferred instruments of support. Thus, the resources required for the implementation of the UNDAF are not only important in financial terms but equally or even more so in terms of added expertise, advocacy and policy advice from the participating agencies' contribution.

The UNDAF Program Resources Framework as shown below reflects indicative figures. Although the UNDAF extends for the period 2002-2006, this resource framework covers only the start-up year (2002) and the first full year of implementation (2003). The resource situation needs to be monitored, reviewed and projected from year to year. An important aspect of the monitoring process is to determine to what extent UN agencies have been successful in mobilizing additional resources, jointly and individually, to support activities planned for implementation under the UNDAF.

Program Resources Framework

Agency	2002							2003						
	Poverty		HIV/AIDS		Environment		Total	Poverty		HIV/AIDS		Environment		Total
	In kind	Cash	In kind	Cash	In kind	Cash		In kind	Cash	In kind	Cash	In kind	Cash	
Res. Coord.	50,000	10,000	50,000	10,000	50,000	10,000	180,000	60,000	15,000	60,000	15,000	60,000	15,000	225,000
UNDP	240,000	150,000	50,000	130,000	100,000	861,000	1,531,000	150,000	150,000	50,000	100,000	100,000	370,000	920,000
UNICEF														
PAHO	50,000	50,000	75,000	100,000	100,000	60,000	425,000	50,000	75,000	100,000	125,000	100,000	50,000	500,000
UNV	-	-	-	197,000	-	-	197,000	-	-	-	-	-	-	-
UNFPA	50,000	500,000	-	50,000	-	-	600,000	50,000	750,000	-	100,000	-	-	900,000
UNIFEM														
UNIC														
UNDCP	-	-	-	-	-	-	5,000	-	-	-	-	-	-	5,000
FAO	-	30,000	-	-	-	176,500	206,500	-	30,000	-	-	-	250,000	280,000
UNESCO														
ITU														
ECLAC	60,000	25,000	10,000	10,000	75,000	65,000	245,000	60,000	65,000	10,000	10,000	75,000	65,000	285,000
UNAIDS	-	-	50,000	25,000	-	-	75,000	-	-	50,000	25,000	-	-	75,000
TOTAL							3,474,500							3,190,000

N. B. All Resources have not been indicated by Agencies.

7. Follow-up and Review

7.1. Implementation, Monitoring and Review

It is essential that national capacity be strengthened to ensure that effective, accountable and transparent structures are set up to provide crucial economic and social services, and good monitoring and evaluation of programs. Such capacity building will be incorporated into structures set up for the implementation, monitoring and review of the UNDAF. The UN agencies operating in Suriname have constantly been involved in capacity building at different levels, from local to national Government and from local CBOs to national-level NGOs. It is imperative, however, that expertise that is developed and know-how and skills which are attained and strengthened, be indeed put to use, particularly within Government.

The overall review of progress in the implementation of the UNDAF is the responsibility of the resident Coordinator System. Such review will be conducted by collating results of activities completed in each program. Within the proposed strategic thematic areas, individual indicators may be developed by the respective UN agency or agencies responsible for implementing the relevant activity, but regular monitoring and evaluation mechanisms must be established as part of UNDAF program implementation. It is recommended that the programming cycles of the different agencies be harmonized as soon as possible.

Except for PAHO/WHO, the Heads of Agencies reside outside Suriname in different parts of the Caribbean and South America. It is recommended that they meet twice a year under chairmanship of the Resident Coordinator to discuss program and policy matters and thematic issues with the purpose of maintaining an ongoing, high level of information exchange and improve coordination and collaboration.

The Government and the UN system need to develop adequate mechanisms to conduct regular review of Government-UN cooperation, to ensure that UN efforts remain focused on country priorities, that developmental successes and achievements are documented, and that emerging problems as well as opportunities are addressed. This was initiated during the UNDAF preparatory process and should be continued. Joint review of overall UN cooperation will promote system coherence. Moreover, the ~~different existing individual reviews~~ separate reviews by the different UN agencies are posing a major burden on already stretched Government (human) resources. It is recommended to have one annual joint high-level UN-Government review of the UNDAF. This review meeting could be held ~~concurrently~~ back-to-back with a Heads of Agency meeting as mentioned above.

Where and when appropriate, programming staff of different agencies will be encouraged to undertake joint field trips to selected areas. Where relevant and feasible, training opportunities offered within an individual agency could be extended to staff of other agencies. Initiatives for joint staff training have already been taken to upgrade joint reception. Joint staff training in human rights, HIV/AIDS prevention, and knowledge of the Millennium Development Goals is recommended. Gender training is required for all UN staff in Suriname. Programming staff, moreover, need to be able to assess gender impact as an integral part of all activities, program evaluations and assessments, and be able to facilitate gender mainstreaming.

To enhance team spirit among the UN staff in Suriname, an annual staff retreat is recommended, which will combine social activities and discussions on key national developments and the opportunities and the implications these may have for future UN activities in Suriname. The annual retreat should be held concurrently with a Heads of Agency Meeting mentioned above, thus enhancing team building throughout UN system operations in the country, and giving local staff the opportunity to meet and discuss with UN Heads of Agencies.

The existing Premises Committee is responsible for smooth operations in the premises occupied by three UN agencies at present. Some services are already shared, and the committee is responsible for identifying options for more common services and administrative support, including harmonization and simplification of local procedures, safety and other regulations. UNDP and UNV staff and project officers already operate through the joint server located in the UNDP office.

The following gives an overview of structures that will implement, monitor and review progress of the UNDAF.

Technical Monitoring Group

A Technical Monitoring Group will be set up and strengthened to monitor general progress of the UNDAF. The Technical Monitoring Group will consist of high-level Government planners, policymakers and technical staff, as well as planners and policymakers from umbrella civil society organizations and the private sector. Members of the technical monitoring group should not be implementers of activities ~~being implemented~~ under the UNDAF. The UN system will provide technical assistance to build the capacity of the members, so that they can focus on interpreting and achieving the Millennium Development Goals and goals laid down in international conventions, world summit declarations and human rights instruments, which have been ratified or signed by Suriname. The Technical Monitoring Group will ~~draw up~~ elaborate an annual report and submit it to the Resident Coordinator. This report should be submitted in time to be discussed during the annual joint UN-Government review.

By the end of the period of the present UNDAF, the members of the Technical Monitoring Group should be able to interpret internationally formulated policy and ~~apply it~~ make recommendations for their application in national policy and plans, and monitor Suriname's compliance with UN related ~~international—commitments.~~ commitments. The Technical Monitoring Group might eventually assist the Government and the UN Country Team in drawing up the required national MDG Reports (see also Annex 3).

Theme Groups¹³

For each strategic area of collaborative programming, a Theme Group will be established, which will be responsible for monitoring and evaluation of the relevant program, as well as the updating of the List of Indicators contained in the CCA. A Theme Group will consist of representatives of UN programming staff in Suriname, as well as representatives of state and non-state organizations and expert individuals, who are responsible for or involved in planning and monitoring in the respective thematic areas. Thematic reviews and discussions will be

¹³ At present, there is an Expanded Theme Group on HIV/AIDS, which consists of representatives from UN agencies, Government and civil society. In the Theme Group structure proposed above, the Theme Group has a monitoring and advisory task, leaving implementation coordination to the Programming Committee.

held to enhance a common understanding among theme group members of the issues at hand, and to increase their knowledge and skills in the areas concerned. Thematic reviews will further enhance opportunities for collaborative resource mobilization. A lead agency for each Theme Group must be chosen from among the UN agencies operating in the country, which will coordinate operations, seek consensus on activities for the area concerned and obtain commitment for collaborative planning, resource mobilization, monitoring and evaluation of the priority area. It is recommended that Theme Groups meet quarterly and draw up quarterly reports on implementation in the respective thematic areas, which will be submitted to the Resident Coordinator and the Technical Monitoring Group.

Programming Committees

For each of the thematic areas, a programming committee will also be established, which will consist of implementers. The programming committee deals with activities being implemented and is responsible for coordination of and good collaboration among the implementers. The programming committees need to be strengthened and a proper system established to ensure that work plans per thematic area are indeed implemented by the various agencies. A representative of the programming committee will have a seat on the Theme Group concerned to ensure the flow of information. Programming committees should choose someone from its midst to chair meetings and take minutes. It is recommended that Programming Committees meet monthly.

7.2. Allocation of Resources

At the time this document was drawn up, it was not possible in all cases to indicate exact figures for each activity. The intention is to update the Program Resources Framework as information becomes available, and this information will, where necessary, be used by the Theme Groups to review and revise program activities.

The UNDAF will be used as an advocacy tool representing the convergence of thinking and collaboration among UN Agencies in support of national priorities. Both the CCA and UNDAF provide the basis for policy dialogue and development aid coordination. The UNDAF is already the basis for coordinated United Nations system support to the national response to HIV/AIDS prevention and mitigation. In other words, no separate integrated planning tool will be used by UNAIDS, since the United Nations system response is already an integral part of the UNDAF.

| Like the CCA, the UNDAF represents the single most valuable ~~indicator~~ evidence of UN Agency commitment to collaboration for the benefit of Suriname. This document represents consensus not just among UN agencies, but also by Government and key civil society and other non-State partners on selected priority areas. It could, therefore, be considered an important tool for resource mobilization.

Annexes

Annex 1 – UN-Supported Activities in Suriname

In recent years, different activities have been carried out under diverse UN programs and projects. The following is by no means a complete listing of all activities carried out, funded or supported by UN agencies. It does not, for instance, mention activities of all UN specialized agencies. The lists provide a general picture of activities that could be categorized under four broad areas: governance, poverty eradication, environmental management, and HIV/AIDS.

Governance

- | | |
|---|--------|
| • Analyze and act upon trade information/globalization impact | ECLAC |
| • Consolidation of sub-regional integration, growth and competitiveness | ECLAC |
| • Assistance in drug and crime prevention policy development | UNDCP |
| • Assistance in formulating plans for public sector reform/good governance | UNDP |
| • Assistance in the preparation and execution of free general elections to choose the members of the National Assembly, the District and Local Councils | UNDP |
| • Strengthening NGOs/CBOs through GEF/SG | UNDP |
| • Technical assistance for biodiversity and nature conservation | UNDP |
| • Assistance in formulating public policy on adolescent health and development | UNFPA |
| • Promoting inclusion of marginalized groups | UNICEF |
| • Promoting adolescent/ youth participation | UNICEF |
| • Assistance in harmonizing national laws to provisions of CRC | UNICEF |
| • Elaboration of forest policy and subsequent legislation | FAO |
| • Support for creation of a self-supporting Forest Management Authority | FAO |
| • Strengthening of national gender policy formulation and women's involvement in policy formulation | UNIFEM |
| • Public information and policy development on women's human rights and gender equity | UNIFEM |
| • Development of national legislation on domestic violence | UNIFEM |
| • Strengthening managerial capacity in the health sector | PAHO |
| • Tripartite cooperation for social development | ILO |
| • Management training for union-based enterprises | ILO |
| • Policy on cooperatives and administration of trade union secretariats | ILO |
| • Assistance in reforming the telecommunications sector | ITU |
| • Postal service reform | UPU |
| • Communications support to increase awareness | UNIC |

Poverty eradication

- Design of better policy-development systems, policies and programs for poverty eradication UNDP/ECLAC
- Assistance in the development of a poverty eradication strategy UNDP
- Strengthening development opportunities for rational and sustainable multiple use of forest resources FAO
- Stimulation of employment opportunities in rural areas FAO
- Development of strategy for national agricultural development FAO
- Implementation of Multi-purpose Community Telecentres ITU
- Support for self-reliant programs to guarantee rights of indigenous and Maroon women and children UNICEF
- Improvement of health and nutrition of children/youth and strengthening basic life skills education (BLSE) UNICEF/
PAHO
- Improvement of sexual and reproductive health of young people UNFPA
- Immunization, promoting public health and disease prevention PAHO
- Reduction of maternal mortality and improving nutritional status PAHO
- Control of infections, non-communicable diseases PAHO
- Promotion of mental health and reduction of drug abuse PAHO
- Legal assistance, penal reform, juvenile justice, demand reduction UNDCP
- Improvement of women's economic capacity and initiatives for change UNIFEM
- Assistance in economic planning and the development of a poverty monitoring system UNDP
- Promotion of inclusive social policies (disabled, HIV/AIDS infected children) UNICEF
- Promotion of efficient Early Childhood Education UNICEF
- Communications support to increase awareness UNIC

Environment Management

- Strengthening of management systems and regulatory environment UNDP/ PAHO
- Promotion of economic alternatives to destructive forest practices, strengthen biodiversity and coastal zone management UNDP
- Coordination GEF small grants program UNDP
- Acting upon studies on planning policies/zoning, land use, poverty ECLAC
- Implementation of POA SIDS ECLAC
- Support for control and management of rational and sustainable multiple use of forest resources FAO
- Improvement of potable water, sanitation, solid waste management and pollution control PAHO
- Reduction of impact of natural and man-made disasters on environment PAHO
- Development of a national Biodiversity Action plan UNDP
- Reporting to the international Convention of Climate Change UNDP
- Communications support to increase awareness UNIC

HIV/AIDS

The activities listed below were largely coordinated and executed through the expanded Theme Group on HIV/AIDS:

- Overall technical assistance, monitoring, evaluation, funding UNAIDS
- Assistance in policy development UNAIDS/
PAHO
- Development of education materials on AIDS and CEDAW UNAIDS/
UNIFEM/
PAHO
- Prevention of HIV/AIDS in the world of work/child labour ILO
- Strengthening of BLSE in school system UNICEF
- Prevention of spread of HIV/AIDS among young people UNFPA/ PAHO/
UNICEF
- Building/training national network of self-help PLWHAs UNV/ UNICEF
- Improved access to counseling, care, treatment of PLWHAs UNV
- Exchange of information between networks of PLWHAs UNV
- Assistance and capacity building for NAP to develop National HIV/AIDS Strategic Plan and monitor HIV/AIDS work plan PAHO
- Reduction of mother-to child transmission UNICEF/
PAHO
- Out-of-school youth, peer education UNICEF
- Guidance on HIV/AIDS and breastfeeding UNICEF/
PAHO

Annex 2 – Collaborative Programming

In response to the development priorities for the country, the global agenda defined by the UN conferences and conventions, as well as their respective mandates, UN Agencies undertake a programming process which consists of assessment, analysis, objective setting, strategy development, implementation, monitoring and evaluation, identification of targeted beneficiaries, and allocation of resources. The UN system in a country performs its operations in collaboration with Government and civil society. The Multi-Annual Development Plan (MOP), individual agency country programs and Thematic Programs are key vehicles to reaching the objectives of this UNDAF. In doing so, a clear link must be made between the CCA and UNDAF, and the follow-up through such UN programs. Harmonization of program cycles is achieved when all the funds and programs that have a program of assistance in a country and operate on a program cycle basis have agreed on the same start year and finish year for their program cycles.

The objective of collaborative programming is to ensure a more effective contribution by the entire UN system to the development process in the country. The following are models of collaborative programming:

- **Complementation of individual programs:** each agency's programming processes are maintained, but there is a commitment by all agencies to exchange information and consult with one another and non-UN partners at various stages of the process. Information exchange minimizes overlaps and leads to the agencies becoming mutually reinforcing.
- **Parallel programming:** two or more agencies design separate programs, but agree on setting a common objective identified through a collaborative assessment process, within a concerted time frame. Each participating agency is responsible for the implementation of the program components assigned to it, using its own methods, procedures, rules and regulations, establishing also its own relationships with third parties and donors.
- **Joint programming:** several UN agencies agree to adopt a common programming process and pool multi-agency funding, including third-party sources. One of the agencies is designated as an administrative agent, responsible for the financial and administrative management of the combined resources.

The three thematic areas of intervention mentioned in the present UNDAF have all been developed in such a manner that they can be used for collaborative programming and/or individual country programs. The choice to be made for a certain modality for a collaborative program will have to be made by the Country Team, in close deliberation with the respective Theme Groups. The choice depends to a large extent on which modality would allow for the most substantial impact in particular conditions. The key criterion for determining the modality of collaborative programming will be the added value in collaborating.

Annex 3 – Millennium Development Goals (MDGs)

The Millennium Declaration was adopted at the Millennium Summit, held in September 2000. The declaration mainstreams a set of development goals into the global agenda, but these goals do not at all override or replace the goals and targets reached at the world summits and global conferences of the 1990s. The so-called millennium targets and indicators are based on the outcomes of these world summits and global conferences, and they are in fact quite similar to the CCA Indicator Framework and the International Development Targets (IDTs). In some respects, however, they are quite different. For example, IDTs mention “universal primary enrollment”, while the Millennium Declaration refers to the “universal completion of primary schooling”. New goals were also added in the Millennium Declaration, for example, on hunger; safe water; gender equality for higher education (not just secondary); HIV/AIDS and other major diseases; children orphaned by HIV/AIDS; and improved lives for slum dwellers. Recently, the two sets of goals have been merged under the designation of Millennium Development Goals (MDGs), which are listed below. The list of 8 goals and 16 targets, to be attained between 1990 and 2015, as well as the indicators being prepared collaboratively by the UN, the World Bank, IMF and OECD, will help ensure a common assessment and understanding of the status of the MDGs at global, regional and national levels.

The Secretary General must report annually to the General Assembly on achieving the Millennium Development Goals (MDGs), and submits a comprehensive report every five years. Country-level MDG Reports are also required. They should provide a systematic and identifiable follow-up to the global conferences of the 1990s, and help focus the national development debate on specific topics and priorities. Assistance for periodic reporting on progress towards achieving the MDGs at the country level will be an important contribution of the UN system to the implementation of the Millennium Declaration. The Country Team will support the Government in monitoring progress and preparing the national MDG Reports which must be based on national ownership, capacity development, and minimizing costs and efforts for monitoring.

The UNDAF and the CCA provide support to coordinated country-level follow-up. The CCA Indicator Framework forms a good basis for preparing national MDG Reports. The process of preparing the MDG Report, however, must be open to active involvement of other national and international stakeholders, so that information can be drawn from a diversity of sources and partners. It is essential that the CCA Indicator Framework is constantly updated, and that attention be given to data gaps. There is a need to build national capacity for monitoring and analysis, to indeed enable full and active participation of national partners in the process. MDG Reports should draw from existing country reports and also inform other such reports when they are being formulated.

Millennium Development Goals (MDGs)

Goal 1: Eradicate extreme poverty and hunger

Target 1

Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day.

Target 2

Halve, between 1990 and 2015, the proportion of people who suffer from hunger.

Goal 2: Achieve universal primary education

Target 3

Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

Goal 3: Promote gender equality and empower women

Target 4

Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015.

Goal 4: Reduce child mortality

Target 5

Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.

Goal 5: Improve maternal health

Target 6

Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.

Goal 6: Combat HIV/AIDS, malaria and other diseases

Target 7

Have halted by 2015, and begun to reverse, the spread of HIV/AIDS

Target 8

Have halted by 2015, and begun to reverse, the incidence of malaria and other major diseases

Goal 7: Ensure environmental sustainability

Target 9

Integrate the principles of sustainable development into the country policies and programs and reverse the loss and degradation of environmental resources.

Target 10

Halve, between 1990 and 2015, the proportion of people without sustainable access to safe drinking water.

Target 11

By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers.

Goal 8: Develop a Global Partnership for Development

Target 12

Develop further an open, rule-based, predictable, non-discriminatory trading and financial system that deals with a reduction in debt to sustainable levels.

Includes a commitment to good governance, development, and poverty reduction – both nationally and internationally.

Target 13

Address the special needs of the Least Developed Countries

Includes: tariff and quota free access for LDC exports; enhanced program of debt relief for HIPC and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction.

Target 14

Address the special needs of landlocked countries and small island developing states (through Barbados program and 22nd General Assembly Provisions)

Target 15

In co-operation with developing countries, develop and implement strategies for decent and productive work for youth.

Target 16

In co-operation with pharmaceutical companies and the private sector, provide access to affordable medicines and make available the benefits of new technologies, especially information and communications.

Annex 4 – Common Country Assessment (CCA) Indicator Framework

The CCA Indicator Framework given below will provides data, which need to be updated regularly by the Theme Groups and the Technical Monitoring Group. The indicators represent minimum international standards set out by UN Global Conferences and Summits and incorporate the Millennium Development Goals as much as possible. It provides a framework for reviewing developmental progress made in Suriname. Data emerging from the recently completed UNICEF-supported Multi-Indicator Cluster Survey provide important input.

Indicators should be disaggregated by sex where relevant, in order to measure the extent of gender inequality. The global set of indicators covers issues relevant to each country in the world. It does not cover issues that affect only some regions or ecological areas. These should be covered in national indicator sets. Where possible and appropriate, countries should also disaggregate indicators to cover sub-national groupings such as urban/rural, income groups and administrative areas.

People and households can be vulnerable to a range of risks (e.g. poverty, hunger, disease). While poverty is not synonymous to vulnerability, the lack of assets and access to basic social services constitute indicators of vulnerability. Several agencies have developed early warning systems that help monitor risks that affect people’s vulnerability. Primary data such as rapid rural appraisals and household surveys are extremely important in this regard.

A. Conference Indicators (International Development Goals)

Income-Poverty	
Reducing extreme poverty Proportion of people living in extreme poverty in 1990 reduced by half by 2015. (WSSD)	Poverty headcount ration (% of population below US\$ 1 a day) Poverty headcount ratio (% of population below national poverty line) Poverty gap ratio Poorest fifth’s share of national consumption
Food Security and Nutrition	
Improved child nutrition Reduce severe/ moderate malnutrition among children <5 to half of the 1990 level by 2000. (WSSD/ FWCW/ WSC/ WFS)	% children under age 5 suffering from malnutrition
Increased food security Reduce number of chronically undernourished by half by 2015. (WFS)	% population below minimum level of dietary energy consumption (caloric intake in context of food balance sheet) % household income spent on food for the poorest quintile
Health and mortality	
Improved health care Universal accessibility of primary health care (ICPD/ WSSD/ FWCW)	% population with access to primary health care services
Reduction in levels of HIV/AIDS Universal access to RH services and information by 2015 (ICPD)	Estimated HIV adult prevalence rate HIV prevalence in pregnant women under 25 who receive antenatal care in capital city/ major urban areas
Reduced infant mortality	Infant Mortality Rate

Reduction of IMR by 1/3 of 1990 level and below 35 per 1,000 by 2015 (ICPD/ WSSD/ WCW/ WSC)	
Reduced child mortality MR at ages <5 reduced by 2/3 of 1990 level by 2015 (ICPD/ WSC)	Under 5 mortality rate
Reproductive health	
Improved maternal health and reduced maternal mortality Reduction by half of 1990 levels by 2015. (ICPD/ WSSD/ FWCW/ WSC)	Maternal Mortality Ratio % Births attended by skilled health personnel
Increased access to family planning Universal access to safe/ reliable contraceptive methods (ICPD)	Contraceptive prevalence rate
Child health and welfare	
Improved child health Universal immunization against measles (WSC)	% of 1 year old children immunized against measles
Reduced child labor Elimination of child labor (WSSD)	% of children <15 years who are working
Education	
Increased access to basic education Universal access to and completion of primary education by 2015. (EFA/ WCW/ WSC/ ICPD)	Net primary enrolment or attendance ratio % pupils starting grade 1, who reach grade 5
Increased literacy Adult illiteracy reduced by half of 1990 level by 2000. (EFA/ WSSD/ WCW)	Adult literacy rate Literacy rate of 15-24 year olds
Gender equality and women's empowerment	
Gender equality in education Eliminate disparity in primary and secondary education by 2015. (ICPD/ WSSD/ FWCW)	Ratio of girls to boys in secondary education
Gender equality in employment Eliminate discriminatory practices in employment (FWCW)	Females share (%) of paid employment in non-agricultural activities
Women's political empowerment Equitable access to political institutions (FWCW)	% of seats held by women in national government, and parliament
Employment and sustainable livelihood	
Creation of full employment Universal access to paid employment (WSSD)	Employment to population of working age ratio Unemployment rate Informal sector employment as % of total employment
Housing and basic household amenities and facilities	
Adequate shelter for all Provision of sufficient living space and avoidance of overcrowding (HABITAT II)	# of persons per room, or average floor area per person
Improved access to safe drinking water Universal access to safe drinking water. Full coverage of drinking water supply by 2025. (WCW/ WSSD/ UNCED)	% population with (sustainable) access to safe drinking water
Improved access to sanitation Universal sanitary waste disposal (WCW/ WSC/ WSSD/ UNCED)	% population with access to adequate sanitation

Environment (indicator specification under review)	
Improved environment Clean and healthy environment and reversal of current trends in loss of environmental resources. (UNCED)	Carbon dioxide emissions (per capita) Biodiversity: land area protected GDP per unit of energy use Arable land per capita % change in km ² of forest land in past ten years % population relying on traditional fuels for energy use
Drug control and crime prevention	
Improved drug control Measurable results in reducing cultivation, manufacture, trafficking and abuse of illicit drugs by 2008. (UNAD)	Area under illegal cultivation of coca, opium poppy and cannabis Seizures of illicit drugs Prevalence of drug abuse
Improved crime prevention Eliminate/ significantly reduce violence and crime (UNCPCTO)	# crimes per 100,000 inhabitants

The above goals/ targets are known as the International Development Goals (ITDs). The selection does not imply any diminished commitment to the goals accepted by at specific international conferences or elsewhere. Like the goals, the indicators are inter-related. They constitute a core set reflecting key aspects of economic and social well-being, and environmental sustainability. Thus, some indicators address more than one goal, but for brevity are shown only once. For example, water is an environmental resource, but access to water directly affects the quality of women's lives and the health of their children. In addition to indicators related to the goals, the set includes some general indicators of development.

In addition to the six indicators for improved environment for each country, two indicators of global environmental resources are included when presenting global totals: ozone depletion and the accumulation of global warming gases in the *atmosphere*. Guidelines are currently being developed on how to generate national processes for sustainable development. This will lead to improvements in the indicator to assess the comprehensiveness of the process and the vigor of implementation. Strategies will need to include references to localized environmental issues, such as *air quality, desertification, marine quality (e.g. loss of mangrove areas/ coral reefs), sanitation, and sustainability of the use of water resources*. Biodiversity is a global issue. It is intended to improve the indicator to score the importance of the areas protected and level of protection in force.

B. Conference and Convention Indicators on Governance and Political Rights

International legal commitments for human rights	
Universal ratification of international human rights instruments Acceding to all international human rights instruments and avoiding the resort to reservations, as far as possible	Status of ratification of, reservations to, and reporting obligations under international human rights instruments Status of follow-up to concluding observations of UN human rights treaty bodies
Democracy and participation	
Strengthened democratic institutions and popular participation Free and fair elections and democratic government	Periodicity of free and fair elections Recognition in law of the right to freedom of expression, association and assembly
International legal commitments for human rights	
Universal ratification of international human rights instruments Acceding to all international human rights instruments and avoiding the resort to reservations, as far as possible	Status of ratification of, reservations to, and reporting obligations under international human rights instruments Status of follow-up to concluding observations of UN human rights treaty bodies
Administration of justice	
Fair administration of justice Effective legislative framework, law enforcement, prosecutions, legal profession, and fair trials in conformity with international standards	Recognition in law of guarantees for independent and impartial judiciary and fair trial
Improved framework and remedies Existence of legal remedies in conformity with international standards	Recognition in law of the right to seek judicial remedies against state agencies/ officials
Securities of person	
Liberty and security of person Elimination of gross violations of human rights affecting security of person, including torture and cruel, inhuman or degrading treatment or punishment; summary and arbitrary execution; disappearances, and slavery	Recognition in law of the prohibition of gross violations of human rights affecting the security of person

The above include economic, social and cultural rights as well as civil and political rights. The indicators differ from the more traditional quantitative socio-economic indicators given in List A, in that they are largely qualitative in nature and have not yet been fully field-tested. There are currently no internationally agreed standards of methodology and definitions for indicators on governance, and civil and political rights, but these indicators may be used to the extent that data are already available in government and UN documents. Additional indicators are being developed on the application of human rights instruments and institutionalized safeguards for the security of person.

Indicators are currently also being developed on:

- Public sector accountability to promote an efficient and accountable public sector that serves all citizens.
- Decentralization for participatory governance that supports local governance and empowers communities and local institutions.

C. Contextual Indicators

Demographics	
	Population size Total fertility rate Life expectancy at birth
Economy	
	GNP per capita (US\$ and PPP) External debt (US\$) as % of GNP Decadal growth of GNP per capita Gross domestic savings as % of GDP Rate of development of indigenous capital and technological capacity Share of exports in GDP % public expenditure on social services

An age classification will also generally be required to identify large target groups, for example the elderly, or part of the population living in a certain geographic area, and this should be defined contextually.

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