



OUTCOME EVALUATION:

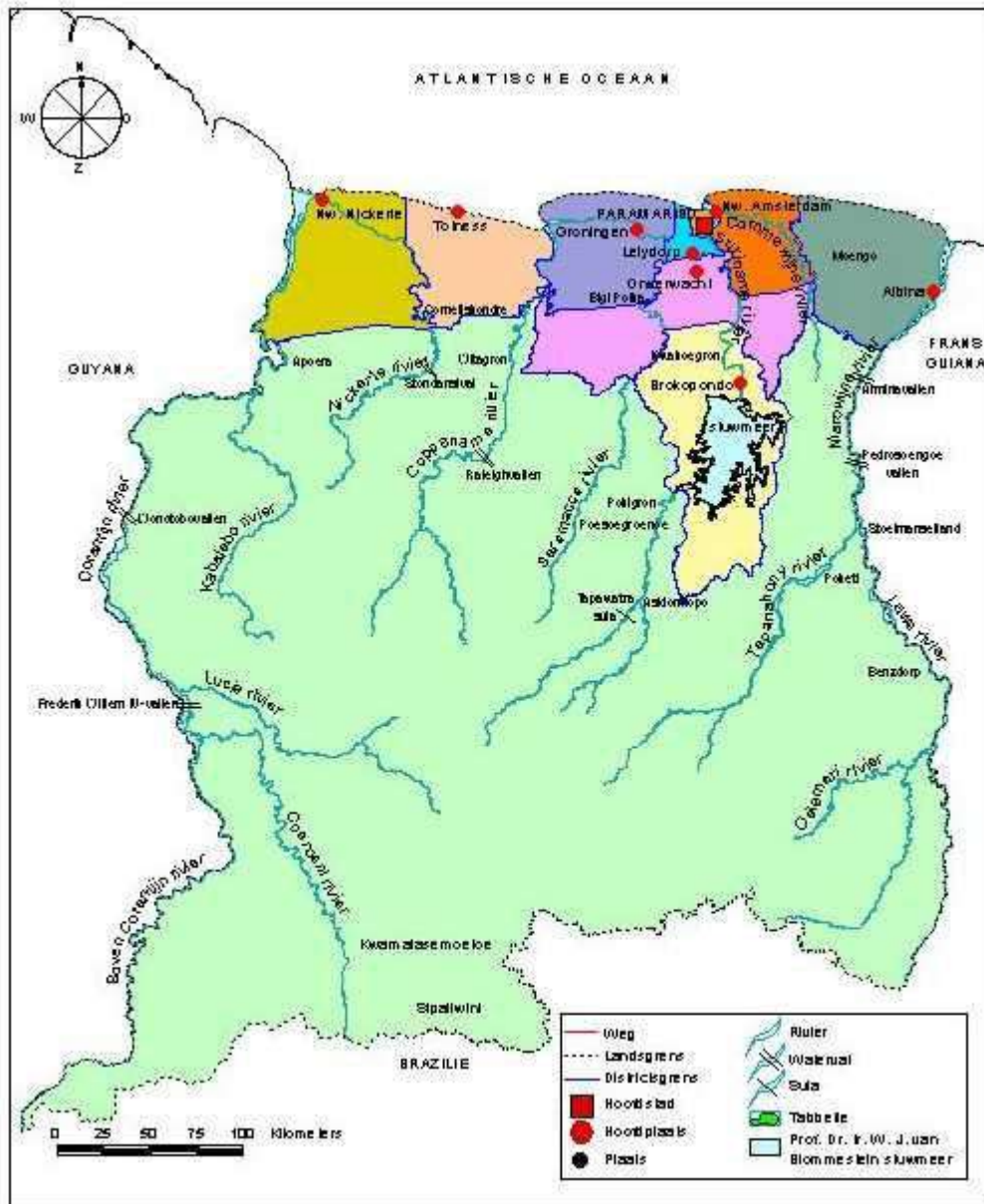
UNDP SURINAME ENERGY AND ENVIRONMENT PROGRAMME

FINAL REPORT

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This report is the work of an independent consultant and does not necessarily represent the views or policy of UNDP or its partners.

Map of Suriname



A. Executive Summary

This report presents the findings of the outcome evaluation of UNDP Suriname's Energy and Environment Programme for the period 2008 – 2011 undertaken by an independent evaluator over the period 19 November to 18 December 2012. The evaluation was commissioned by the UNDP Suriname country office supported by the Regional Service Centre for Latin America and the Caribbean, in line with UNDP corporate policy to evaluate its development cooperation with the host government.

The purpose of the evaluation was to assess the programme performance and identify good practices and lessons based on which recommendations would be made to improve implementation of the Energy and Environment programme and its contribution to the Outcomes under the UNDAF/UNDAP 2012 – 2016. The evaluation was undertaken through a review of background and programme documents, and an 8-day data collection mission to Suriname. Interviews were conducted with more than 25 individuals from a cross-section of 10 government and civil society institutions and agencies.

Findings

The evaluation found that the programme was consistent with the country's legal framework as outlined in the Constitution of the Republic of Suriname, Section 6, which stated that: *"the social objective of the state is directed towards the creation and stimulation of conditions, necessary for the protection of nature and the maintenance of ecological balance"*. In addition, principles of sustainable development were fully recognised in the main national planning instruments (Multi Annual Development Plan 2006-2011 and Government Policy Declaration 2005-2010).

The evaluation noted however, that the country office did not design a specific and integrated energy and environment programme, but undertook several projects, which although relevant individually, did not constitute a holistic programme; thereby failing to attain the collective impact necessary to achieve the outcome. In addition, the lack of integrated programme design also made the programme evaluability difficult due to lack of specific indicators and performance benchmarks at the output and outcome levels. In addition, the articulation of the outcome statement was not consistent with the principles of results-based management and consequently the outcome was not amenable to measurement of results at the outcome level.

Many of the interventions were aimed at enhancing the institutional capacity of duty-bearers, but they were not preceded by a comprehensive capacity needs assessment. Consequently, the capacity development efforts did not adequately address the strategic capacity gaps, such as for example developing capacity for mainstreaming of environment in sector policies through establishment of a specific institution or department as custodian and

champion of environmental policy. This strategic omission also somewhat affected the programmes capabilities to holistically address issues at both the policy and downstream levels. Many of the interventions were fundamentally enabling activities targeted at the policy level with minimal engagement at individual and community level.

Overall UNDP budget delivery for the programme period (2008-2011) was satisfactory at 75%, but project implementation was generally characterized by slow start and long inception periods. This was due to multiple factors, among which the status of UNDP as a sub-office of Trinidad and Tobago until 2009 was one contributing factor; and the constant changes in senior management in the civil service was another. In addition, the government had not developed a specific environment policy, which did not make it easy for development partners to coordinate their efforts around a single, integrated programme. This also contributed to the lack of a clear mainstreaming strategy for sustainable environmental management into sectoral policies, firstly because there was no policy to mainstream, and secondly because there was no one institution taking on the role and function for mainstreaming.

UNDP had implemented eight projects under the energy and environment portfolio. Many of them had delivered quite significant outputs as enabling activities for establishing the policy framework and institutional framework for sustainable environmental management. However, some of the projects (notably the Suriname Conservation and Sustainable Land Management) did not fully achieve their objectives due to a variety of factors. Most importantly however, the projects did not fully achieve the desired level of contribution to the outcome at both levels of (i) strengthening the legal and policy frameworks, and (ii) changing community behaviours and practices. However, there was better impact achieved at the policy level than at the community and grassroots level. This was partly due to the limited capacity within the UNDP country office as well as ineffective partnership strategy.

The absence of a clear strategy at the programme level was not amenable to development of a comprehensive programme sustainability and exit strategy. There were several critical gaps, including (i) lack of strategic institutional development plan, and (ii) inadequate community engagement that raised questions about the sustainability of the programme processes and results.

Conclusions

The energy and environment sector is an important sector for Suriname, and its importance is also underscored by its inclusion in the Constitution, and consistently in the 5-year national development plans. However, the emphasis and prioritization of sustainable environment in broad government policies, was not sufficiently demonstrated at the action level as evidenced by the absence of National Environment Policy.

The programme focus on policy level interventions to the exclusion of downstream interventions meant that there was insufficient ownership of the programme processes and results by the broader populace. Consequently, the interventions will not lead to behaviour change at the individual and community levels, which is a necessary condition for sustainable environmental management.

UNDP's external partners did not place sufficient importance on sustainable environmental management. This is a risk that was not identified through a comprehensive Risks and Assumptions analysis at the planning and design phase.

The absence of an integrated programme approach made it difficult for UNDP to develop a clear implementation strategy that enabled (i) better communication, (ii) better coordination, (iii) better data-collection, and (iv) a better balance between policy and community-level interventions. The CO did not have sufficient results-based management (RBM) capacity which led to a lack of appropriate output and outcome indicators, as well as inadequate application of programming principles of human-rights approaches, gender equality and participatory approaches.

The programme was not likely to be sustainable in the long term because of (i) the limited focus on community-level interventions leading to behaviour change, (ii) limited institutional capacity development, which in turn limits the capacities of national actors to upscale and replicate the initiatives introduced by UNDP. In addition, UNDP did not develop an exit strategy that clearly articulated what UNDP intended to leave behind and who would have the responsibility to continue with the programme processes and maintain its results.

Good practices:

- 1) Developing Annual Work Plans jointly between UNDP and implementing partners.
- 2) Establishment of cluster coordination system for key development clusters, including the environment cluster which is chaired by the Ministry of Labour, Technology Development and Environment.
- 3) Establishment of joint UN/Government oversight mechanisms, including (a) Programme Coordinating Group, and (b) Joint Steering Committee at Permanent Secretary level.

Lessons Learned:

- 1) A project approach is not very amenable to evaluability of a programme at the outcome level.
- 2) Without a clear national policy and effective mainstreaming strategy, interventions tend to be fragmented resulting in reduced effectiveness of development aid.
- 3) Result orientation and focus tends to be elusive if planning is not based on a clear results framework.
- 4) Progress reporting is a key component of project monitoring.

Recommendations

Based on the foregoing analysis and lessons learned, the evaluation recommended that UNDP should continue to support government's efforts towards sustainable environmental management, and particularly design future programmes with heavy emphasis on poverty-environment linkages. The evaluation also made nine specific recommendations:

- ① **Recommendation One:** The CO should adopt a Programme-based Approach and support the development of a strategic programme framework for the Energy and Environment portfolio that clearly articulates (a) the programme logic model and strategy, (b) short and medium term objectives, and (c) specific performance benchmarks and indicators for each component.
- ② **Recommendation Two:** The CO should undertake a comprehensive Assumptions and Risk Analysis during programme design to ensure that appropriate risk mitigation strategies are in place and appropriate action is taken timely when the programme goes off-track.
- ③ **Recommendation Three:** UNDP should support and lead the establishment of a (development partner) Coordination Forum for the EE sector in line with the principles of Aid Effectiveness. This should include participation by development partners in the Sector Clusters.
- ④ **Recommendation Four:** UNDP should support the Government to develop and articulate a clear Environment Policy for Suriname to enable development partners to identify specific entry points for coordinating support towards sustainable environmental management.
- ⑤ **Recommendation Five:** UNDP should integrate an effective monitoring and reporting plan in its programme design for the EE portfolio, including the development of specific RME Framework with SMART objectives, specific performance benchmarks and output/outcome indicators.
- ⑥ **Recommendation Six:** The CO should institutionalize RBM and develop capacities of staff and partners in the application of RBM and other programming principles, including human-rights approaches, gender equality and participatory approaches.
- ⑦ **Recommendation Seven:** UNDP should focus its capacity development activities towards strengthening institutional capacity for mainstreaming sustainable environmental management into sectoral policies and planning, including by helping the government identify the lead “champion” agency that will act as custodian, referent, backstopper and enforcer of the Suriname Sustainable Environment Policy.
- ⑧ **Recommendation Eight:** UNDP should support more interventions at the community and grassroots level aimed at changing behaviours and practices in sustainable environmental management, including through strengthening partnerships with other

development partners (Conservation International, SGP, etc.) working on livelihood opportunities for the poor, disadvantaged and vulnerable groups.

- ⑨ **Recommendation Nine:** UNDP should develop an exit strategy that clearly articulates what will be left behind when the programme closes, by who and how the programme processes and results would be continued and maintained.

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C. Acronyms

AWP	Annual Work Plan
CARICOM	Caribbean Community
CCA	Common Country Assessment
CCDA	Climate Compatible Development Agency
CEMAA	Commission on the Amazonian Environment
CFC	Chlorofluorocarbons
CITES	Convention on International Trade in Endangered Species
CO	Country Office
CP	Country Programme
CPD	Country Programme Document
CSNR	Central Suriname Nature Reserve
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
GIS	Global Information System
GOS	Government of Suriname
GSI	Guiana Shield Initiative
HACT	Harmonised Approach to Cash Transfers
LD	Land Degradation
LUP	Land Use Planning
MDG(s)	Millennium Development Goal(s)
MOA	Ministry of Agriculture
MOFA	Ministry of Foreign Affairs
MOH	Ministry of Health
MOPL&FM	Ministry of Physical Planning, Lands and Forest Management (Ruimtelijke Ordening, Grond – en Bosbeheer – ROGB)
MOLTD&E	Ministry of Labour Technology Development and Environment (Arbeid, Technologische Ontwikkeling and Milieu- ATM)
MONR	Ministry of Natural Resources
MOP	Multi-year Development Plan
NCSA	National Capacity Self-Assessment
NIM	National Implementation Modality
NIMOS	National Institute for Environment and Development in Suriname
NMR	National Council for the Environment
PLOS	Planning and Development Cooperation
PMU	Project Management Unit
POPs	Persistent Organic Pollutants

PSC	Project Steering Committee
REDD	Reducing Emissions from Deforestation and Desertification
RMP	Refrigerant Management Plan
RSC-LAC	Regional Service Centre for Latin America and the Caribbean
SAO	Foundation for Labor Mobilization and Development
SC	Stockholm Convention
SCF	Suriname Conservation Foundation
SGP	Small Grants Programme
SIDS	Small Island Developing States
SLM	Sustainable Land Management
SNR	Suriname Nature Reserve
SPWE	Foundation for Productive Working Units
STINASU	Foundation for Nature Preservation
TAG	Technical Advisory Group
TCA	Treaty of Amazon Co-operation
TOR(s)	Terms of Reference
UNCBD	United Nations Convention on Biological Diversity
UNCCD	United Nations Convention on Combating Desertification
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
WHO	World Health Organization

I. INTRODUCTION

1.1. Background and Context of the Evaluation

1. The UNDP human development index report of 2010 describes Suriname as ‘medium human development’ ranked 94 out of 169 countries with the identified major development obstacles to the achievement of the MDGs that include: (i) inadequate policies and legal frameworks to ensure rights-based, sustainable human development, (ii) insufficient public-sector institutional capacity to plan, implement, monitor and efficiently deliver quality programmes, and (iii) insufficient and uneven use of data to sustain evidence-based policy development and management.¹ In the area of environment, the country’s major challenges include (a) soil and surface water pollution, (b) inadequate facilities for solid-waste disposal, (c) land degradation caused by illegal gold mining and logging, (d) soil erosion caused by unsound agricultural practices, sea level rise and loss of mangroves particularly in the coastal districts, and (e) weak capacity to implement, monitor and deliver environmental services and mainstream environment into sectoral policies and programmes.

2. Suriname was committed to environmental protection, and actively reviewing options for participating in financing mechanisms such as REDD-plus.² The Government’s Multi-Annual Development Plan (MOP) for the period 2006-2011 emphasized the formulation of a policy strategy aimed at an integrated and sustainable environmental policy. The policy envisaged the development of an integrated environmental sector plan to define the priorities for the national environmental policy in the areas of biodiversity, chemicals management, waste management, atmosphere, water management, land management and renewable energy. The strategy for the environmental sector was based on the implementation of integrated national environmental policy with an emphasis on mainstreaming environment in sector and national development policies, as well as development of enabling legislation for effective environmental management.

3. The UNDP country programme document for 2008-2011 supported nationally led programmes in two of the three United Nations Development Assistance Framework (UNDAF) outcome areas: Outcome 1 - pro-poor policy development, focusing on the MDGs, poverty reduction, energy and environment); and Outcome 2 - good governance. Under the Energy and Environment portfolio, UNDP supported (a) capacity building for sound environmental management, and (b) response to climate change and disaster management, including preparation of biodiversity, climate change, adaptation and mitigation action plans; building institutional and operational capacity to phase out ozone-depleting substances; strengthening capacity in the agriculture sector for eliminating the use of persistent organic pollutants (POPs);

¹ Draft country programme document for the Republic of Suriname (2012-2016); DP/DCP/SUR/2 dated 11 August 2011.

² Ibid.

production of the second national communication to the United Nations Framework Convention on Climate Change (UNFCCC); and preparation of a national capacity self-assessment for implementation of the major international environmental conventions. UNDP also supported the response to the flooding disaster of 2008, establishment of an early flood-warning system as well as preparation of an early recovery strategy and action plan.

4. UNDP's corporate policy was to evaluate its development cooperation with the host government on a regular basis in order to assess whether and how UNDP interventions contributed to the achievement of agreed outcomes, defined as 'changes in the development situation and ultimately in people's lives'. Based on UNDP guidance literature, the concept of an outcome-level result is defined as "the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development partners. Outcomes are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners; and they provide a clear vision of what has changed or can be reasonably expected to change in the country, in terms of performance or behaviour of individuals, groups or institutions".³

5. This report represents the findings of the outcome evaluation conducted by an independent evaluator during the period 19 November to 14 December 2012. The report includes seven chapters. Chapter 1 introduces the evaluation, including its context and rationale, the purpose and objectives as well as the evaluation methodology. Chapter 2 describes the development challenge in the national context, including general overview of historical trends and the government's response, policies and strategies. Chapter 3 contains a discussion of UNDP work in energy and environment, the results frameworks for the programme, and the projects and interventions that were implemented. The evaluation findings are presented in Chapter 4, including analysis and assessment of the programme relevance, effectiveness, efficiency and sustainability. The remaining Chapters 5, 6 and 7 contain the evaluator's conclusions, lessons learned and recommendations respectively.

1.2. Purpose and Objectives of Evaluation

6. The outcome evaluation was conducted with a view to improving the implementation of the Energy and Environment programme and its contribution to the Outcomes under the UNDAF/UNDAP 2012 – 2016, including by identifying opportunities in support of the energy outcomes as formulated in the UNDAF and Development Plan of Suriname (OP), making proposals for synergies with the other practice areas such as Governance portfolio. The purpose of the outcome evaluation was:

³ UNDP (2011); Outcome-level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators, p 3.

- ◆ To provide substantive direction to the formulation of programme and project strategies,
- ◆ To support greater UNDP accountability to national stakeholders and its partners,
- ◆ To serve as a means of quality assurance for UNDP interventions at the country level, and
- ◆ To contribute to learning at corporate, regional and country levels.

7. The evaluation was based on the five criteria laid out in the OECD-DAC Principles for Evaluation of Development Assistance,⁴ which defines the following:

- (i) **Relevance:** The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.
- (ii) **Effectiveness:** The extent to which interventions achieve their intended objectives.
- (iii) **Efficiency:** An assessment to determine whether or not results were achieved using the least costly resources possible.
- (iv) **Impact:** The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. Results at the impact level usually require a longer timeframe to be realized.
- (v) **Sustainability:** Assessing the probability that the benefits of an activity are likely to continue after the programme cycle.

8. The specific objectives of the outcome evaluation were:

- a) To measure to what extent the Energy and Environment programme contributed to solve the gaps and problems identified in the design phase, including contribution to enhance the livelihoods of vulnerable groups most affected by environmental changes and policies;
- b) To assess the programme's degree of implementation efficiency and quality of delivered outputs and outcomes, against what was originally planned, or subsequently revised;
- c) To Measure to what extent the programme attained intended development results to the targeted population, beneficiaries, participants, including individuals, communities and institutions; and
- d) To identify and document substantive lessons learned and good practices on the specific practice area of Energy and Environment, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the programme results and processes, or some of its components.

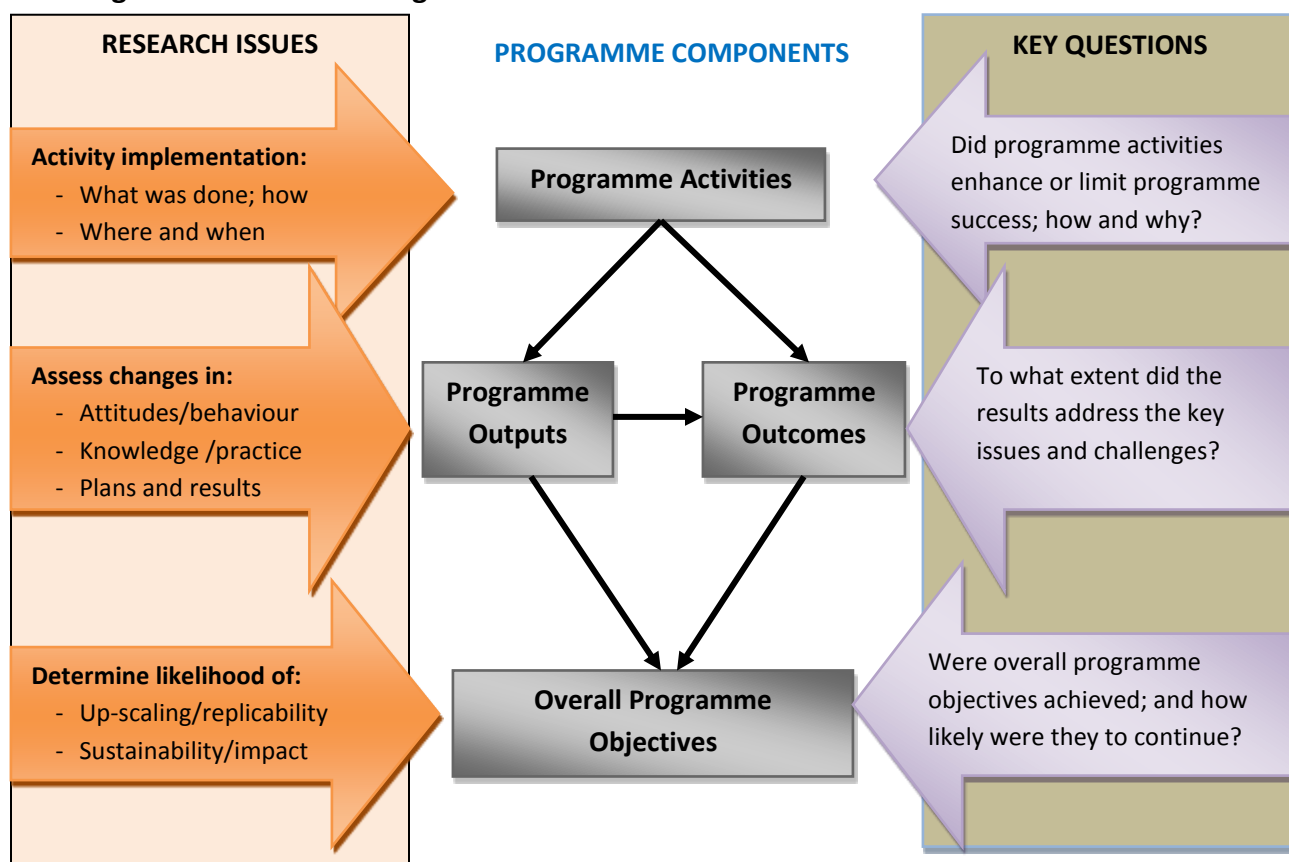
⁴ The DAC Principles for the Evaluation of Development Assistance, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000).

1.3. Evaluation Methodology

9. The evaluation plan and methodology was based on an approach agreed with the commissioners of the evaluation, including the UNDP Suriname country office and the Regional Service Centre for Latin America and the Caribbean (RSC-LAC); and it sought to provide answers to the key evaluation questions as set out in the evaluation terms of reference (TOR). See the attached Inception Report at Annex 3 to this report.

10. Figure 1 below is a diagrammatic representation of the evaluation design showing the research issues associated with each programme element.

Figure 2: Evaluation design



11. Primary data was collected using qualitative data collection methods based on semi-structured interviews and group discussions. Meetings and interviews were held with over 20 individuals and stakeholders, including central Government officials, UNDP programme staff, and other stakeholders. This approach allowed for triangulation of information from multiple sources. The following four-step approach was adopted to carry out the evaluation:

- ① **Passive data acquisition.** Documentary analysis, including analysis of project annual work plans (AWP), Government policy and strategy papers as well as project reports. The list of documents reviewed is at Annex 1 to this report.
- ② **Active data acquisition.** Individual and group interviews of stakeholders including UNDP management and programme staff, implementation partners and other relevant stakeholders such as civil society and non-governmental organisations. Over 25 individuals were interviewed from a sample of 10 institutional agencies. The list of individuals interviewed is at Annex 2 to this report.
- ③ **Data analysis.** The data that was collected from the documents and interviews was analysed qualitatively to extract relevant information linked to the evaluation questions provided in the TOR. The preliminary findings of the evaluation were presented to the key stakeholders as part of the process to validate and triangulate the information.
- ④ **Draft report and final report.** A draft report of the evaluation findings, lessons learned and recommendations was submitted to the RSC-LAC and UNDP Suriname CO for comments. This report incorporates their comments.

1.4. Limitations

12. The Results Framework did not specify verifiable indicators and baselines and therefore it was difficult to collect targeted data. In addition, the programme outcome was not articulated in a way that would help to demonstrate development changes at the outcome level. However, the assessment of the outcome level results was based on qualitative analysis of the programme achievements in order to identify what the programme had accomplished by way of bringing about positive development change to support the national priorities. In addition, the projects undertaken under the programme were mostly small enabling activities with budgets under \$1 million, which the CO noted did not require to be evaluated, and only two of the eight projects were ever evaluated.

13. The methodology comprised a rapid evaluation with only eight days of fieldwork, such that the findings were not statistically significant. However, a comprehensive qualitative analysis supported by triangulation of information from multiple stakeholders was undertaken to provide some degree of validity to the findings.

II. ENERGY AND ENVIRONMENT IN SURINAME

2.1. Overview of the Development Challenge

14. Monitoring progress towards the Millennium Development Goal (MDG) 7 on sustainable environment is complicated by the complex, holistic, cross-cutting nature of the concept of

environmental sustainability, and as a result, Suriname did not establish country specific targets but uses the global targets. However, based on the Common Country Assessment (CCA) 2006 undertaken by the United Nations in Suriname, a number of key challenges were identified for the environment sector.

- ➡ **An economy dependent on exploitation of mineral resources.** Suriname's economy depends heavily on the exploitation of mineral resources. Mining and processing of minerals (gold, bauxite and hydrocarbons) accounts for 30 – 40% annually; 10 – 15% of employment and 80 - 90% of net foreign exchange earnings. There was however, increasing awareness of the fact that damage to the environment should be limited to a minimum. In addition to the large and medium scale commercial mining operations, Suriname had a flourishing small-scale gold-mining sector with an estimated production of 10 - 20 tons per annum. Most of the 15,000 to 20,000 mainly illegal miners used large volumes of water and mercury to extract the gold. It was estimated that each kilogram of gold recovered caused 1-3 kilograms of mercury to be discharged into the environment.
- ➡ **80% of the land area is vulnerable to land degradation.** Over 80 % of Suriname's total land mass (163,820 km ²) was vulnerable to land degradation. However, due to a low population density, especially in the most vulnerable areas, land degradation was mainly limited to less than 2 percent of the total land area. Land degradation had been observed in the coastal zone, where most economic activities were concentrated. Soil erosion was caused by decades of unsound agricultural practices, sea level rise and loss of mangroves. In the forest area (148,000 km ²), the economic practices of small-scale gold mining and timber logging also increased the rate of erosion.
- ➡ **An increase in the total land area under protected area status.** The total protected land area classified as nature reserves, "MUMAs" or Nature Park increased from 5% in 1999 to 13 % in 2005, which contributed to conservation of Suriname's rich Biodiversity. Principles of sustainable forestry management systems in the 46,000 km² available for timber supply were becoming more and more established. A considerable part of these protected areas were in the coastal zone - the 50 km wide strip along the coast.
- ➡ **Unsustainable utilization of ground and surface water.** Water resources were found as either surface or groundwater, and only 0.2% was extracted for domestic, agriculture and industrial purposes. Because of its superior quality, groundwater was the primary source in the urban and coastal rural areas, while in the interior the population generally used surface water. About 90.6% of the population in the urban areas was connected to the public supply, with a further 7.6% having easy access. In the rural areas, including the coastal zone and the interior, only 34.0% had piped water supply in their home with a further 23.9% having easy access. Approximately 73% of the population had access to drinking water, of which 92.6% were in urban areas and about

66.6% in the coastal zone; and 20% in the interior. Surface water drainage and solid waste management remained major environmental issues in the urban areas.

15. Table 1 below shows a summary of the policy development, key challenges and policy gaps with regards to sustainable environmental management in Suriname as identified in the CCA 2006.

Table 1: Summary of policy developments, key challenges and capacity gaps

Country context	Policy developments	Key challenges	Capacity gaps
The Constitution: a legal basis for national environmental policies	Government Policy Declaration 2005-2010: The development of an integral National Environmental Policy and Law	A poor legal and institutional framework for the management of natural resources	Lack of institutional and human capacity within Government, private sector and NGOs to implement, monitor and deliver environmental services and programmes
An economy highly dependent on exploitation of mineral resources	Ratification of International treaties led to the development of a National Biodiversity	Weak public institutions with a low capacity to fulfill their mandates (plan, negotiate, control use of resources)	Lack of mainstreaming of environment into sectoral policies and programs
80% of the land area vulnerable to land degradation	Action Plan and National Strategy for the Conservation and Sustainable Use of Suriname's Biological Diversity	Inadequate stakeholder participation by Maroon and Indigenous communities	The management of rural and urban sanitation- safe drinking water, drainage and solid waste
An increase in the total land area under protected area status	Institution of land rights dialogue	Sea level rise, loss of land, sea defence and mangrove forest protection	
Groundwater – the major source of water supply in urban areas: Surface water- the preferred source in the Interior	Strengthening of the SCF	Use of chemicals in agriculture and gold mining	
Surface water drainage and solid waste management: major environmental issues in urban areas	National Chemical Profile and Implementation Plan on POPS	Surface water quality and distribution system management	
		Drainage and Solid waste collection major issues in urban areas	

Source: Suriname CCA (2006) page 26

2.2. Government's Response, Policies and Strategies

16. The constitution of the Republic of Suriname provides a legal basis for national environmental policy instruments. Article 6 of the Constitution states that: *"the social objective of the state is directed towards the creation and stimulation of conditions, necessary for the*

protection of nature and the maintenance of ecological balance”. Also, principles of sustainable development are fully recognised in the main national policy instruments (Multi Annual Development Plan 2006-2011 and Government Policy Declaration 2005-2010).

2.2.1 Environmental Policy

17. To formulate and implement an efficient environmental policy, the National Council for the Environment (NMR), the National Institute for Environment and Development in Suriname (NIMOS) and the Ministry of Labor, Technological Development and Environment (ATM) were established. The Government of Suriname (GOS) prepared a Multi-Annual Development Plan (MDP) every five years, which outlines a 5-year plan with respect to development issues. The Government’s MDP for the period 2006-2011 emphasised that responsible management of the environment required an efficient and effective approach. The overall goal of the national environmental policy was defined as: protection, conservation, improvement and rehabilitation of the quality of the environment and the establishment of sustainable development through:

- a) The establishment of a national environmental policy,
- b) The integration of this policy into the sectoral development policy,
- c) Formulation of laws and regulations as well as the incorporation of international and regional relevant aspects of ratified international environmental conventions and agreements,
- d) Promotion of environmental awareness,
- e) Promotion of sustainable production, and
- f) Establishment of a policy for physical planning.

18. The GOS expanded the mandate of the Ministry of Labor with Technological Development and Environment in February 2002. As part of the extensions of the ministry’s mandate, the environmental structure was also streamlined with establishment of two environmental bodies - NMR and NIMOS. The National Council for the Environment was established by Presidential order on June 9th 1997 to support the Government of the Republic of Suriname by advising on national environmental policy as well as an advisory body for the Ministry of ATM; and NIMOS was established on March 15, 1998 as the technical arm of the Ministry. The mandate of the Ministry of ATM is the development of an overall environmental policy and the coordination and monitoring of all activities regarding environmental policy in collaboration with governmental and non-governmental bodies and institutions. Additional responsibilities of the Ministry of ATM regarding environmental management include:

- ▶ Establishment of a National Environment Act (legal basic law) to be approved by parliament,
- ▶ Developing coordinating mechanisms and partnerships,

- ▶ Identifying and preparing educational, training, and information programmes,
- ▶ Promoting implementation of the environmental conventions signed by the Government of Suriname,
- ▶ Control, in collaboration with other Ministries, of the use of materials and technologies harmful to the environment,
- ▶ Promotion of adequate involvement of the community to effectively attack environmental abuse,
- ▶ Stimulating the use of environmentally sound technologies,
- ▶ Promoting and maintaining contacts with relevant national and international organizations concerned with environmental issues, and
- ▶ Implementation of and adherence to International Conventions.

19. There are several other institutions and organizations concerned with management of the environment in Suriname including; (a) Foundations related to the Ministry of ATM with regard to labor, such as Foundation for Productive Working Units (SPWE) and Foundation for Labor Mobilization and Development (SAO); (b) Ministry of Foreign Affairs which is the political focal point of all international conventions and agreements, and the Ministries of Natural Resources, Regional Development, Agriculture and Fisheries, Trade and Industry, Finance, Planning and Development Co-operation, and Public Works; (c) The Foundation for Nature Preservation (STINASU) responsible for managing sea turtles and one protected area (Brownsberg Nature Park), conducting research within nature reserves, enhancing public awareness of conservation and facilitating eco-tourism in the reserves; (d) The National Herbarium and National Zoological Collection which is the central storehouses for Suriname's botanical and zoological reference and specimen collections.

2.2.2. International conventions and agreements

20. In the regional and sub-regional context, Suriname is a member of the Treaty of Amazon Co-operation (TCA), signed in Brasilia in 1978, and participates in the Special Commission of the Amazonian Cooperation Treaty. Suriname is a member of the Caribbean Community (CARICOM) and participates actively in various programs organized by CARICOM, including those on biodiversity, climate change and land degradation. As a member of the Small Island Developing States (SIDS), Suriname participates in the implementation of the Barbados Action Plan; and is also member of the Guiana Shield Initiative (GSI), a long-term eco-regional project for the sustainable financing of conservation and sustainable development of the unique intact ecosystems of the Guiana Shield.

21. The Republic of Suriname is party to a number of international environmental conventions and other legal agreements, including the United Nations Convention on Bio Diversity (UNCBD), the United Nations Framework Convention on Climate Change (UNFCCC)

and the United Nations Convention to Combat Desertification (UNCCD). In addition, Suriname is a signatory to the following conventions:

- **Convention on International Trade in Endangered Species (CITES).** This convention was signed by Suriname in 1981 and was ratified in 1995. CITES is regulated by the Game Law (animals), and is executed by the Ministry of Natural Resources Forest Service, Nature Conservation Division (CITES Management Authority) and the Nature Protection Commission (CITES Scientific Authority).
- **International Convention for the Prevention of Pollution from Ships (MARPOL 73/75).** Suriname ratified this Convention (MARPOL 73/78) with all of its five annexes in 1988, in order to prevent and fight pollution from ship-generated waste and other hazardous disposal.
- **The RAMSAR Convention on Wetlands.** Suriname ratified this convention in 1985. The focal point for this convention is the Forest Service, namely its Nature Conservation Division. This convention is important as our coast is of international importance since a lot of waterfowl from North America are wintering in Suriname.
- **Vienna Convention and the Montreal Protocol.** These agreements on eliminating the use and production of ozone depleting substances were ratified by Suriname on October 14, 1997.
- **The Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere** (The Western Hemisphere Convention), and the Amazon Cooperation Treaty with Bolivia, Brazil, Colombia, Ecuador, Peru, Guyana and Venezuela. The Amazon Cooperation Treaty established the Commission on the Amazonian Environment (CEMAA) to address common conservation concerns in Amazonian countries.

III. DESCRIPTION OF UNDP ENERGY AND ENVIRONMENT PORTFOLIO

22. The UNDP country programme for Suriname was developed in the context of the United Nations Development Assistance Framework (UNDAF). This outcome evaluation assessed UNDP performance under the Energy and Environment portfolio in the context of the UNDAF and UNDP Country Programme Document (CPD) 2008 – 2011. The UNDAF addressed the pursuit of the Millennium Development Goals (MDGs) and national compliance under international conventions and obligations; as such it reflected the national priorities as outlined in the Suriname Multi-year Development Plan (MOP) 2006-2011.

23. The UNDP Energy and Environment portfolio contributes to the UNDAF Outcome 1:

“By end of 2011, pro-poor policies in place to ensure that vulnerable groups in society benefit from growth and have equitable access to opportunities, assets, resources and decent work”

The UNDAF outcome aimed to tackle a number of issues, including pro-poor policy reform, promotion of capacity building and **support to sustainable natural resources management and environmental planning**.

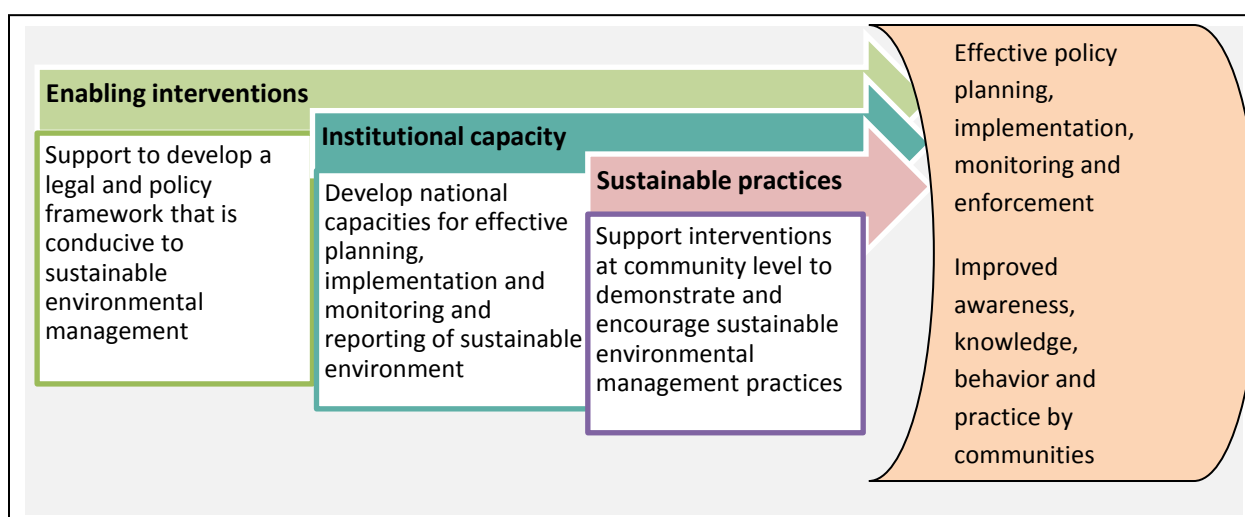
24. UNDP led the Energy and Environment focus area through its Country Programme (CP) Outcome 1.4, which focused on enhancing capacities for public sector bodies and quasi-public institutions to effectively plan, implement and monitor mechanisms for:

- (i) Sustainable land management with emphasis on reducing vulnerabilities of the poor and expanding sustainable livelihood opportunities,
- (ii) Conservation and management of bio-diversity, and
- (iii) Disaster mitigation and management.

3.1. Outcome Model and Theory of Change

25. In order to enhance the evaluability of the programme and provide a framework for the evaluative analysis, the evaluator sought to establish the outcome model that defined the programme theory of change. An outcome or programme logic model provides a visual map of the causal logic of programme interventions, including how activities and outputs were conceived as contributing to bringing about desired positive change. UNDP did not have a written logic model at the time of the programme design and start of implementation. However, based on analysis of the various interventions undertaken and the defined results of the interventions, the following programme logic model was developed post-facto by the evaluator.

Figure 2: Programme Logic Model



26. The programme logic was aimed at ensuring effective policy making, implementation and

monitoring by the duty bearers; and improved knowledge and good environmental practices by communities. The envisaged development change was in sustainable environmental practices, which would be realised through (i) upstream-level interventions to support the establishment of appropriate legislation and policies, including institutional capacities for policy-making, planning, implementation, monitoring and enforcement of sustainable environmental practices; and (ii) downstream-level interventions that would encourage behavior change at the individual and community levels through interventions on education, communication and incentives for sustainable environmental practices.

3.2. Programme Results Framework

27. The UNDP Energy and Environment portfolio was not designed as a single stand-alone programme with a specific programme document and results framework. However, based on the UNDAF (2008-2011) and the UNDP CPD (2008-2011), UNDP contributed to the UNDAF Outcome 1 through the energy and environment Programme 1.4: Enhancement of sustainable natural resources planning and management. The following extract from the UNDAF provided the most relevant proxy for the programme results framework:

CP Outcome 1.4: A sustainable and participatory natural resources planning and management system is in place ⁵ .	1.4.1	Responsible organizations have the capacity to plan, implement and monitor a mechanism for the management of mineral resources.	UNDP	\$150,000
	1.4.2	Responsible organizations have the capacity to establish a mechanism for sustainable land management with a particular emphasis on reducing the vulnerability of the poor and expanded opportunities for sustainable livelihoods.	FAO UNDP	\$250,000 ⁶ \$1,500,000
	1.4.3	Responsible organizations have the capacity to: design, implement and monitor systems for the management, sustainable use and conservation of biodiversity; to implement measures on the adaptation and mitigation of the effects of climate change.	UNDP UNESCO	\$9,376,000 \$55,000
	1.4.4	The knowledge and skills of key disaster management institutions are enhanced to mitigate, manage and reduce the impact of disasters.	PAHO/WHO UNECLAC UNESCO UNFPA UNICEF WFP	\$100,000 \$15,000 \$25,000 \$100,000 \$100,000 \$250,000
	Sub-total 1.4			\$11,921,000

Source: Suriname UNDAF 2008-2011 page 16

⁵ Contributing to the MOP section on 'environmental management' and 'land policy'.

⁶ Specifically for pesticide management and trace-back pesticide residue monitoring systems

3.3. UNDP Projects and Interventions

28. The following eight projects were supported by UNDP and implemented by various national implementing partners under the energy and environment portfolio:

- ① National Capacity Self-Assessment (NCSA) the three Rio Conventions - UNCCD, UNCBD and UNFCCC,
- ② Mainstreaming Sustainable Land Management (SLM),
- ③ National Implementation Plan (NIP) for Persistent Organic Pollutants (POPs),
- ④ Support for Second National Communication to the UNFCCC,
- ⑤ Capacity Building for the Suriname Conservation foundation (SCF),
- ⑥ Technical Assistance to the Refrigerant Management Plan (RMP),
- ⑦ Support to RMP Monitoring Activities, and
- ⑧ Emergency Response to the 2008 Floods in southern Suriname.

29. A summary review of these projects' implementation efficiency, quality of outputs and contribution to the energy and environment outcome provided the evaluation with a sound and objective assessment criteria for the relevance, efficiency and effectiveness of UNDP energy and environment outcome.

IV. EVALUATION FINDINGS

30. This chapter presents the overall findings of the evaluation based on the evaluation questions provided in the TORs as well as based on the evaluation criteria of relevance, effectiveness, efficiency and sustainability.

4.1. Relevance

31. The programme was consistent with the country's legal framework as outlined in the Constitution of the Republic of Suriname. Section 6 of the Constitution of the Republic of Suriname provided the legal basis for the government and development partners to develop programmes and other interventions *"for the protection of nature and the maintenance of ecological balance"*. In addition, through its MOP 2006-2011, the GOS also clearly prioritised the issues of sustainable environment management, including through expanding the mandate and role of the Ministry of ATM to lead the development of an overall environmental policy and the coordination and monitoring of all activities regarding the environmental policy in collaboration with governmental and non-governmental bodies and institutions.

32. UNDP works in four areas: (i) Poverty eradication and achieving the MDGs, (ii) Democratic governance, (iii) Crisis prevention and recovery, and (iv) Environment and sustainable

development. The programme was therefore very much aligned to the UNDP core mandate and strategic plan. The projects and interventions that were implemented under the programme had clear and direct linkages to one or more of the UNDP areas of work; for example, the sustainable land management project was aligned to the area of poverty eradication as well as environment and sustainable development. The programme therefore contributed directly towards achievement of MDG 7 on sustainable environment and MDG 1 on poverty eradication. In addition, the aspects that supported the government's programmes in the area of climate change, to the extent that the interventions supported broad adaptation and mitigation measures, the programme also had potential to contribute indirectly to other MDGs.

33. The relevance of a programme also refers to the validity of its design in addressing the development challenges identified in the analysis as well as addressing the needs of the people, including disadvantaged groups. One of the key weaknesses of the programme was that it was not designed specifically as a programme with its own programme document and associated Results and M&E framework. The projects and interventions were developed independently of each other, and while they were individually relevant, they did not constitute an integrated programme. For example, there were no synergies that were built into the design to enable related interventions to share common activities and resources, such as for example the SLM and POPs projects, both of which could have benefitted from livelihood interventions that demonstrate good environment-friendly practices.

34. The programme logic intended to address the issue of sustainable environment management from the perspectives of both upstream (policy) and downstream (behaviour change) levels. For example, output 1.4.2 clearly demonstrates this intent through the wording: *"responsible organisations have capacity to establish a mechanism for sustainable land management with a particular emphasis on reducing the vulnerability of the poor and expanded livelihood opportunities"*. However, the projects and interventions that were subsequently developed and eventually undertaken were mostly enabling activities at upstream level, with no activities targeted at the downstream level. Consequently, there was no substantial consultations and participation of the disadvantaged groups, including women and indigenous peoples. The evaluation found therefore, that the programme design lacked a clearly defined pathway to addressing the **human development needs** of target beneficiary groups (the poor, women, indigenous peoples, etc.).

35. Based on the programme logic stated above, the evaluation found that the programme outcome was not clearly defined. In fact, in its present form - *A sustainable and participatory natural resource planning and management system is*

Outcomes describe the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies such as UNDP. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. They normally relate to changes in institutional performance or behaviour among individuals or groups.

in place – this statement did not constitute an outcome, which UNDP defines as ‘changes in development conditions’. Clearly, it is within UNDP’s capacity to deliver a ‘natural resource planning system’, which effectively makes this statement more of an output than an outcome. A ‘planning and management system’ would effectively entail the development of a clear policy, establishment of an institutional mechanism, and design of implementation guidelines.- all these should be well within UNDP’s capacity to independently achieve and deliver through its interventions.

36. In order to facilitate an objective assessment of the programme’s contribution to results, the evaluation adjusted the programme outcome as follows: **“National capacities to practice sustainable environment management improved at all levels.”** This embodies the development changes contained in the programme logic, i.e. increased capacity of duty bearers and behaviour changes at individual and community level. The evaluation noted that there were no interventions that were carried out addressing issues to do with the energy sector, and therefore, this has not been included in the revised outcome statement.

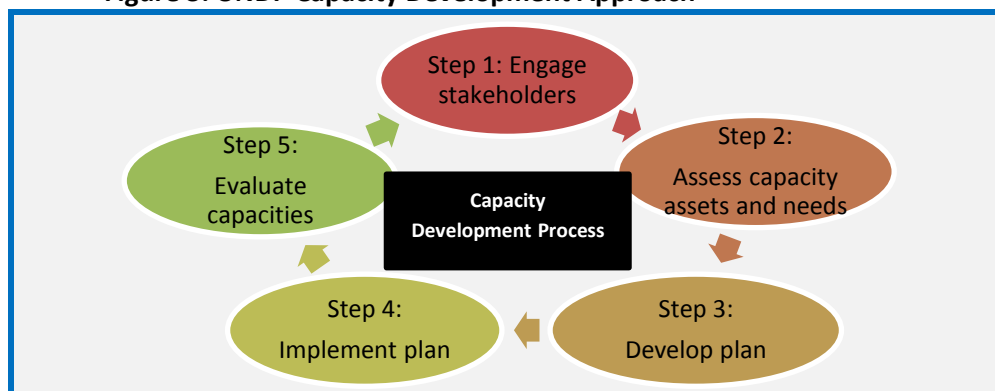
37. Another aspect of the design flaw was that it did not constitute a comprehensive and integrated capacity building approach based on a specific capacity building plan. Given the wording of the programme outputs, which place great emphasis on ‘developing capacities of responsible organisations’, one would expect that the CO would have made much more use of, and reference to the UNDP approach to capacity development.⁷ This approach consists of 5 steps as shown in Figure 2 below.

38. In the context of the programme, UNDP supported the conduct of national capacity self-assessments, which was consistent with the approach to capacity development. However, the capacity self-assessments were undertaken only specifically to determine the capacity needs associated with implementing the three Rio conventions; and not necessarily to assess capacities for broader sustainable environment management. If this had been the case, then key gaps of lack of environment policy and capacity for mainstreaming of environment into sectoral policies and programmes would have been addressed.

Capacity development is much more than supporting training programmes...it includes support strategies for accountable leadership, long-term education and learning, institutional reform and strengthened public systems and voice mechanisms that ensures broad civic participation in delivery of services.

⁷ Supporting Capacity Development: The UNDP Approach.

Figure 3: UNDP Capacity Development Approach



Source: Supporting Capacity Development: The UNDP Approach

4.2. Efficiency

39. This section presents the evaluation findings on the programme efficiency, including questions with regards to implementation within planned timelines and budgets, whether activities were undertaken using the most cost-effective approaches, and the extent to which partners were able to take prompt action to solve implementation issues.

40. As already indicated, there was no single integrated energy and environment programme document on which to base the assessments on efficiency outlined above. However, a reasonable assessment can also be made based on indications from the individual projects that were implemented under the programme area. For example, with regards to whether or not the programme was implemented within planned timelines, the evaluation found that most of the interventions had a prolonged inception phase and delayed start. Particularly noteworthy are the RMP, SCF and POPS projects, all of which were developed as part of the 2002-2006 programme cycle but were only implemented in the 2007-2011 programme cycle. The assessment of whether or not project implementation continued to be based on appropriate and relevant assumptions given these delays was not included as part of this evaluation, in order not to reduce the scope to project level evaluation. However, the SLM project provided an interesting case study which is indicative of some of the efficiency challenges faced by the programme in general.

Case Study 1: Capacity Building in the Mainstreaming of Sustainable Land Management in Suriname

The Project Document (ProDoc) was written in 2006, citing specific institutions engaged in planning and land use management, many of which were ultimately expected to play a role in the Project Steering Committee (PSC) and Technical Advisory Group (TAG). After the project was approved in 2008, internal changes in UNDP and MLTDE hindered the availability of sufficient human capacity to properly initiate implementation. The establishment of the Project Management Unit (PMU) through the identification of a Project Manager took more than 2 years from ProDoc approval.

Furthermore, with the change in government in 2010, Suriname began experiencing an institutional

transformation, and many of the institutions that were expected to play a role in the project have been undergoing a slow but meaningful transition, including the potential move of the Environmental Directorate of the Ministry of Labour, Technology Development and Environment (MLTDE) to a different ministry, as well as the complete disarmament of all ad-hoc commissions, including the Land Degradation (LD) commission established specifically to guide the project. Consequently, neither the Implementation Arrangements nor the Stakeholder Involvement Plan was applicable.

The project evaluation undertaken in 2012 concluded: "While the project was considered relevant, ultimately, the ProDoc's design failed to make it effective as a legal guide during the project's implementation due to two reasons:

- a) The ProDoc was written and approved more than 2 years before implementation actually began, so the institutional context had changed;
- b) The ProDoc was incomplete with regards to the roles and responsibilities of the different actors that were to comprise the PMU, as well as possible risks that could affect the PMU and implementation as a whole".

From SLM Project Final Evaluation Report, 22/11/2012

41. With regards to the budget delivery, the overall energy and environment portfolio of projects had satisfactory delivery rate of 75% by the end of the programme cycle in 2011. Most of the projects had delivery rates above 80%, which was quite efficient. In the case of the NCSA project, the delivery rate was 64.5%, but this actually represented some savings arising from activities being completed with fewer resources than originally anticipated. This evaluation did not find it necessary to examine in greater detail why this was the case; suffice to say that there would be two probable causes – either the budget had been overstated or there were significant efficiency gains. It would be very useful for the CO to establish the probable cause in this instance because it would provide important lessons for future project management. The following table shows the budget delivery by projects at the end of 2011.

Table 2: Project Budget Delivery

Project	Total Budget (US\$)	Expenditures						Total (-2012) (US\$)	% of Budget (-2012)
		2007 (US\$)	2008 (US\$)	2009 (US\$)	2010 (US\$)	2011 (US\$)	2012 (US\$)		
SCF	3,600,000	409,000	751,000	953,000	692,000	213,000	33,000	3,018,000	83.8%
NCSA	200,000	5,000	84,000	40,000	0	0	0	129,000	64.5%
RMP Mon	26,000	0	0	0	6,000	15,000	0	21,000	80.8%
RMP-TA	300,000	8,000	21,000	179,000	62,000	25,000	5,000	295,000	98.3%
POPS	408,000	15,000	58,000	108,000	16,000	175,000	0	372,000	91.2%
SLM	475,000	0	0	1,000	10,000	21,000	305,000	32,000	6.7%
UNFCCC	405,000	0	0	1,000	32,000	143,000	110,000	176,000	43.5%
08 Floods	60,000	0	0	63,000	0	0	0	63,000	105%
Totals	5,474,000	437,000	914,000	1,345,000	818,000	592,000	453,000	4,106,000	75%

Source: UNDP Suriname Energy and Environment Unit

42. Although the figures indicate satisfactory budget delivery of 75% by end 2011; most of the projects show that they had somewhat difficult or slow inception periods characterised by very little budget delivery. While the evaluation did not collect specific reasons for this slow start for

each of the projects, there are several factors that could have contributed to this general situation. Firstly, until 2009, UNDP Suriname operated as a sub-office of Trinidad and Tobago, which may have affected the approval process for disbursements. Secondly, due to changes in senior management and staff in the implementing Ministries, delays in project starting would have meant that new officers not familiar with the project design would be in charge of implementing activities; thereby resulting in low budget delivery.

43. Some of the national counterparts consulted as part of this process also observed that they were not very familiar with UNDP operating procedures, and they were not sufficiently explained to them at the beginning of project implementation. It also did not help that the forms that were used were all in the English language and not in the widely spoken and official Dutch language. In attempts to address some of the delays experienced with the payment system, the government and UNDP had initiated the process to implement the Harmonised Approach to Cash Transfer (HACT) system. However, it seemed the process was stalled soon after the elections of 2010 and the subsequent government restructuring which resulted in the functions of development coordination that previously resided in the Ministry of Planning being split between the Ministry of Foreign Affairs and the Ministry of Finance. Some government officials noted that even at the time of this evaluation, there wasn't sufficient clarity regarding the responsibilities, functions and division of labour between the two Directorates.

44. The evaluation also noted a general weakness of the programme with respect to the development of effective partnerships. For example, the Global Environment Facility (GEF) Small Grants Programme (SGP) which shared common premises with UNDP provided small grants in the areas of protection of bio-diversity as well as organic agriculture, which is closely related to the POPs project. The SGP grants generally support livelihood opportunities at the community level. There were ample opportunities for collaboration that would enable UNDP to pursue its objectives for expanding livelihood opportunities and providing individuals with a dividend and incentive for sustainable environment practices. The evaluation reports for the SLM and SCF projects also made similar observations about weak partnership arrangements, noting:

SCF project: Problems of communication and collaboration between project stakeholders made the establishment of partnerships and relationships very difficult.

SLM project: The project never matured to be able to fully pursue any formal partnership arrangements.

45. Although projects were implemented through the National Implementation Modality (NIM), UNDP had a staffing challenge with only one staff member for the Energy and Environment Unit. As a result, instead of the Programme Officer having a 100 percent focus on substantive issues, part of the time also had to be allocated for operational issues. Some of the national counterparts interviewed also noted that implementation coordination was not

effective given a situation where one individual coordinates with counterparts both at working level and also at the decision-making and oversight levels.

4.3. Effectiveness

46. This section presents the evaluation findings on the programme's effectiveness with regards to delivery of short-term outputs as a result of UNDP interventions, and whether these short-term outputs have led to any concrete development changes, including any unexpected changes. The analysis includes first a review of the programme effectiveness at the process level, followed by review at the results level.

4.3.1. Process level

Work planning

47. Activities undertaken under various projects were planned jointly between the national implementing partners and UNDP. For example, the 2009 AWP for Disaster Management and Preparedness showed the following participants:

Task Team leaders	Ministry of ATM Ministry of PLOS UNDP	Haidy Aroma Ashwinie Boedhoe Christine de Rooij
Representing Implementers Partners:	NIMOS Ministry of Planning and Development Cooperation Ministry of Agriculture, Animal Husbandry and Fisheries Ministry of Physical Planning, Lands and Forest Management: - Nature Conservation Division, and STINASU Suriname Conservation Foundation	

48. A review of the Annul work Plans (AWP) showed that they were sufficiently detailed to provide appropriate guidance for activity implementation, both in terms of the inputs and their expected outputs. The evaluation noted that all projects used a similar joint planning approach, and found this to have been quite effective for developing a common approach to activity implementation. A joint approach ensures consistency and alignment and reduces overlap between various partners and actors. Figure 4 below illustrates the AWP's taken from one of the projects to demonstrate the issues that were included in the joint work plans.

Figure 4: Extract from Annual Work Plan

Annual Work Plan – Project 4: SUSTAINABLE NATURAL RESOURCE PLANNING AND MANAGEMENT										
Focus area 4.1: Capacity Building										
2011 AWP Targets	Project Title	Planned Activities	Time Frame				Resp. Party	Funds Source	Budget Descr.	Planned Amount
			Q1	Q2	Q3	Q4				
CP Outcome: A sustainable and participatory natural resources planning and management system is in place.										
UNDAF Output 1.4.1: Responsible organizations have the capacity to plan, implement and monitor a mechanism for the management of mineral resources.										
UNDAF Output 1.4.2: Responsible organizations have the capacity to establish a mechanism for sustainable land management with a particular emphasis on reducing the vulnerability of the poor and expanded opportunities for sustainable livelihoods.										
UNDAF Output 1.4.3: Responsible organizations have the capacity to: design, implement and monitor systems for the management, sustainable use and conservation of biodiversity; to implement measures on the adaptation and mitigation of the effects of climate change.										
CP Output i: Responsible organizations have acquired demonstrable and enhanced capacities to: manage the conservation and sustainable use of biodiversity; implement measures on the adaptation and mitigation of the effects of climate change; establish a mechanism for Sustainable Land Management (SLM) with particular emphasis on reducing the vulnerability of the poor and expanded opportunities for sustainable livelihoods.										
1. National circumstances reviewed and updated	2 nd National Communication UNFCCC	GHG Inventory	X	X	X	X	ATM/PLOS	UNDP		\$35,000

Source: Annual Work Plan 2010: 2nd National Communication to the UNFCCC

49. The extract provided above illustrates that all the relevant information to develop a common implementation approach is contained within the AWP. The key issues are (i) Establishing annual targets, (ii) Agreeing the activities that will lead to the realization of the target, (iii) Establishing a timeline for the delivery of results, (iv) Assigning clear responsibilities for the activities, and (v) Providing the resources for the activities. This information is included in the columns of the AWP. However, the evaluation found that the narrative section contained some rather unnecessary information, which may result in reduced clarity on the part of implementing partners. The evaluation was of an opinion that the narrative section would be adequate if it contained only the UNDAF Outcome, the CP Outcome and the CP Output in that order. This represents the hierarchy of objectives and the causal chain that is expected to lead to the intended development change.

Coordination

50. With regards to implementation coordination, the Government established a Cluster system in which the key sector Ministries and other national institutions coordinate their activities through the cluster group. The Environment Cluster is chaired by the Ministry of ATM and members include ROGB, MoA, MoH and MoNR. The evaluation noted however, that UNDP and other development partners were not members of these cluster groups and did not participate in them. The evaluation considered this as a missed opportunity for effective

coordination and enhanced effectiveness. This is particularly important for the achievement of outcomes as they depend on the partners' actions.

51. In the programme cycle under review, project monitoring was undertaken by the key IPs at the activities level. A new system was developed for the current programme cycle (2012-2016), in which the following oversight mechanisms were established: (a) Programme Coordinating Group comprised of the key line Ministries and UN, and (b) Joint Steering Committee (at the level of Permanent Secretary) – this ensures joint coordination between government and UN; and MOFA coordinates monitoring at Outcome level. The evaluation was of an opinion that monitoring at outcome level was more strategic, and would provide the government and UNDP with more strategic information on which to base decision-making.

52. Some partners also noted that there was lack of coordination of development partner efforts due to unclear government policy on environment. As a result, partners' efforts were fragmented, thereby reducing their potential impact. The evaluation noted that there was no agency that had exclusively taken on the role of mainstreaming environment into sectoral policies. The concept of 'environmental mainstreaming' refers to the integration of environmental policy considerations into core institutional thinking with other policies and related activities, as well as with coordination and harmonization, to ensure policy coherence. This requires a champion who acts as the custodian, referent and enforcer of environmental policy. What has tended to be the case was that all line Ministries and other agencies were involved at the level of project implementation, and therefore mainstreaming was not effectively taken on as a key role and function.

UNDP programming principles

53. All the projects undertaken were fundamentally enabling activities, in which UNDP supported the establishment of planning and policy-making mechanisms and frameworks. While the evaluation acknowledged that enabling activities offered limited scope for applying some of the programming principles, there were also some missed opportunities. For example, a partnership with the SGP would provide the programme with a platform for integrating gender and human-rights approaches in the projects. The evaluation also noted, for instance, that the SLM project design included development of communication strategy, which would have enhanced the project's participatory approach and inclusiveness; but this was not developed.

54. The CO was however taking measures to address some of these weaknesses. For example, UNDP was supporting the GOS to prepare a policy for Reducing Emissions from Deforestation and Desertification (REDD+). As part of this process, a national consultative dialogue was held in December 2012. Participants to the national dialogue were drawn from the nine key stakeholder groups, including women's groups, and indigenous peoples.

4.3.2. Results level

55. This section provides an assessment of the programmes results and contribution to outcomes. As previously indicated, the programme was never developed as a specific and integrated programme with its own logic, results and M&E framework. This obviously put considerable limitations on its evaluability. However, an alternative programme logic was developed in section 3.1 above, which identified the two critical areas where the outcomes were expected to occur; (1) increased capacity of the duty-bearers to plan, implement, monitor and enforce sustainable environmental practices, and (2) increased awareness and motivation by individuals and communities to engage in environmentally friendly practices.

56. The evaluation noted that there was limited application of results-based management (RBM) principles in programme design and management. The use of RBM approaches in programming enables better and more effective articulation of the results framework, the development of efficient and effective M&E tools, as well as clarity on roles and responsibilities for accountability to achieving and tracking of results. While this finding was noted specifically in the context of the Energy and Environment portfolio, it constitutes a fundamental principle and important lesson for the CO to enhance its programming.

Contribution to outcome

57. As already pointed out, there were no interventions undertaken for the energy sector. While this did not constitute a significant omission, it was still important to take note of that, since the evaluation was for the Energy and Environment outcome. The evaluation noted that the SGP supported some small interventions for renewable energy to provide water and electric power to some disadvantaged communities. However, there was no collaboration with the UNDP programme and so any opportunities to integrate energy through this avenue were missed. The Climate Compatible Development Agency (CCDA) also suggested introduction of some renewable and clean energy projects, but they were not taken up by the government or UNDP.

58. Based on a review of the projects that were undertaken, the evaluation noted that many of the interventions contributed to increasing capacity of duty bearers for environmental planning and implementation, but had minimal impact at the individual and community levels. The following table provides a summary of the projects and the extent of their contribution to the outcome.

Table 3: UNDP supported projects for energy and environment

Project	Purpose and Scope	Contribution to Outcome
NCSA	Self-assess capacity needs and prepare a national capacity action plan to meet requirements for the 3 'Rio Conventions (1992)' (i) UNCBD, (ii) UNFCCC, and UNCCD.	Assessments were undertaken and action plans developed. The reports were now being used for planning, as part of support to duty bearers.
POPs	To support Suriname's sustained capacity to fulfill its obligations in the context of the Stockholm Convention (SC), including preparation of a National Implementation Plan on POPs	<ul style="list-style-type: none"> - Public awareness and workshops conducted on the implementation of the SC. - National Profile on Chemical Management (NPS) developed. - Action plan on management of hazardous wastes and inventory of existent infrastructure and capacities was established.
2 nd Comm. UNFCCC	To enable Suriname to prepare its 2nd National Communication to UNFCCC.	Support to increased capacity of duty bearers.
RMP	1) To train technicians in recovery and recycling of refrigerants, undertake retrofits of CFC based equipment 2) Enable National Ozone Unit to monitor the RMP in order to ensure that the country will meet its obligations under the Montreal Protocol.	Supported capacity of duty-bearers, zero-imports of CFC gasses now coming into Suriname. Support to behaviour change through establishment of Association of Technicians.
SCF	To strengthen environmental management capacity of the SCF	Unable to achieve its objectives for both the policy level and community level
SLM	To maintain and improve ecosystem that supports livelihoods and reduce land degradation	Did not effectively undertake the interventions at community level where the impact was expected.

59. As enabling activities, there was limited scope for the projects to contribute to the intended outcome on changing behaviours at the individual and community levels. However, two of the projects – RMP, and POPs - included some activities targeted at communities. Under the POPs project for example, some public awareness activities were undertaken, including development and publishing of awareness materials such as brochures and a documentary about the situation in Suriname. However, the national counterparts that were interviewed also observed that the Government was yet to provide a budget and resources for the implementation of the National Implementation Plan, and there was insufficient national capacity for data collection.

60. The RMP project also contributed to the outcome at both the policy and the community levels. At the policy level, the project supported training of over 250 Customs officers to monitor and enforce the ban on imports of Chlorofluorocarbons (CFC) gasses. Records from 2010 onwards indicated that there had been zero imports of CFC gasses into Suriname. From 2010 zero tons of CFC gasses have been imported into Suriname. At the community behaviour level, the project supported the establishment and capacity development for the Association of

Technicians. In addition, laboratories of two Technical Schools - Nature Technical School and Foundation for Labour Mobilization and Development – were upgraded. Some general public awareness activities were also undertaken, including through outreach programmes at schools and via the media. This is important awareness-raising that is fundamental for sustainability of the outcome.

61. With regards to the overall effectiveness, the evaluation found that the programme effectiveness was adversely minimized by the fragmented nature of its interventions. The different projects may have been relevant and useful in their own right, but they did not comprise an integrated single entity, which would be a critical element for programme effectiveness. It is also interesting to note that out of the eight projects, the two that were evaluated raised some serious reservations on effectiveness. The following excerpts from the two project evaluation reports illustrate the point.

Case Study 2: Suriname Conservation Foundation (from the project evaluation report, page 41)

...The project did not make strong inroads in terms of having a positive influence on matters related to institutional capacity. The legal framework, policies and governance and public administration structures and processes remain largely unchanged and this is not what was hoped for. The decision to not seek to reform the Nature Conservation Act through the project means there remains a challenge to developing more modern and forward thinking approaches to conservation management because the appropriate legislative structures is not in place.

...On the question as to whether or not the SCF project had a long term and positive influence on practices in the conservation field in Suriname, the answer would have to be no. It is hard to say how the project contributed to the people of Suriname, and its institutions feeling a stronger sense of stakeholder ownership in entities such as the CSNR and SNR. It is doubtful that the project contributed in a substantial way to a strong change in attitudes and practices in relation to the project's mandate.

Case Study 3: Sustainable Land Management (from the project evaluation report)

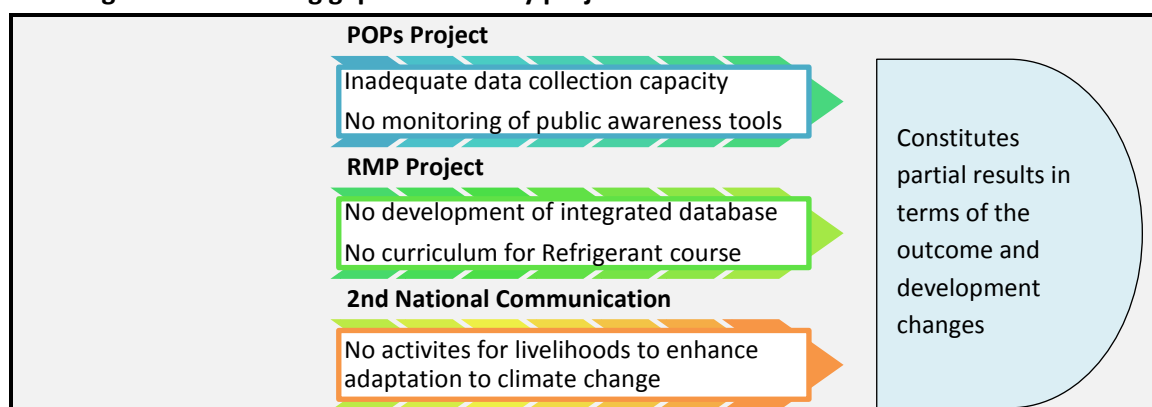
...The project was only able to attain partial results toward its objectives. Specifically, through Outcome 1, it was successful in engaging representatives from 8 Ministries and 3 Institutes in an intensive (Global Information System (GIS) and Land Use Planning (LUP) training workshop.

...While the project was unable to elaborate and execute a formal awareness campaign, increased awareness on the issue of SLM has inevitably been passed on to the few persons participating in the project, including the consultants, the students engaged in conducting the surveys for the awareness assessment, and the interviewees in the awareness assessment.

...However, the project was unable to complete basic outputs that were crucial to project implementation as well as progress toward its objectives. The delivery of key products was exceptionally low and as a result, the expected outcomes have not been fully reached. In particular, the formulation of a communication strategy as well as a coordination structure for SLM were two crucial outputs upon which the rest of the project was dependent, so their non-existence hindered the project's ability to advance toward meaningful change and mainstreaming of SLM, thereby putting at risk Suriname's ability to create an enabling environment for responses to land degradation.

62. The findings and conclusions of these two project evaluations point to a fundamental flaw whereby projects are only focused on intermediary results without articulating the actual ‘development change’ that are hoped for. This is usually the case when programming is undertaken on a project basis. Essentially, a project is an intervention of limited scope and resources, which makes it difficult to define a longer-term outcome or result. On the other hand, a programme approach provides a larger resources base and broader scope to articulate objectives from a long term perspective, thereby enabling the integration of various components that build towards the long term objective. The following diagram shows some of the critical issues that were fundamental to the overall programme outcome but were not addressed by the projects.

Figure 5: Remaining gaps in some key projects



4.4. Sustainability

63. As the programme consisted of mainly enabling interventions, the sustainability of the results will largely depend on two factors; firstly, the government’s commitment through continued policy and budget support for the projects’ results and processes; and secondly, the efficacy of the institutional capacity component of the interventions. With regards to the government’s commitment that can only be assumed on the basis of the current legislation, including the Constitution of the Republic of Suriname which provides the legal basis for developing environmental management policy instruments. However, with regards to institutional capacity development, a lot has been said already, but the major gap is the lack of a mainstreaming strategy championed by a designated institution or agency. The case study on the SCF also provides some interesting observations regarding the efficacy of institutional capacity development.

64. The evaluation did not find sufficient evidence to support sustainability of programme results. Three critical elements that have individual and collective influence on the sustainability of the established processes and results were observed.

65. The first one, as already noted was **institutional capacity and stability**. This appeared to be the major challenge to sustainability. There were frequent changes in senior management in the public administration as well as lack of clarity of institutional mandates. For example, some of the interviewees observed that one of the IPs had four different Directors within the period of the project cycle. Each new Director would require going through a learning curve and then introducing his /her own approaches depending on their perspective on priorities.

66. The second critical element was **community participation** or the lack of it. Most of the interventions undertaken were mainly enabling activities; and therefore had limited scope for community participation. However, the success and sustainability of critical outputs such as SLM and conservation of biodiversity depend to a large extent on changes in attitudes and behaviours at the grassroots level. These aspects of the projects' components were either not implemented or not sufficiently addressed. For example, the SCF evaluation noted: *"...it is doubtful that the project contributed in a substantial way to a strong change in attitudes and practices in relation to the project's mandate."*

67. The third critical element was on the **continued flow of net benefits**. As a general principle interventions should guarantee an acceptable level of financial and economic return to participants in order to be sustainable. It is generally accepted that the poor are disproportionately affected by environmental deterioration because of their locational disadvantages, higher dependence on environmental resources and insufficient assets for coping with environmental hazards. The evaluation observed that there was limited engagement of disadvantaged groups in the programme processes, and consequently, the programme did not include development of specific and effective alternatives for their livelihoods in order for them to realize a clear dividend from sustainable environment management practices.

68. As already alluded to in earlier sections, all three critical elements were largely missing in the projects and interventions undertaken within the programme. In fact, the component for community participation was of such critical dimension that it constituted one of the outcome elements regarding behaviour changes at individual and community level. However, the interventions did not include community level activities, but also failed to develop appropriate partnerships to integrate that component in the programme results chain.

V. CONCLUSIONS

69. The energy and environment sector is an important sector for Suriname, and its importance is also underscored by its inclusion in the Constitution, and consistently in the 5-year national development plans. However, the emphasis and prioritization of sustainable environment in broad government policies, was not sufficiently demonstrated at the action level as evidenced by the absence of National Environment Policy.

5.1. Relevance

70. While the Energy and Environment programme was relevant to the development context in Suriname, the programme focus on policy level interventions to the exclusion of downstream interventions meant that there was insufficient ownership of the programme processes and results by the broader populace. In this sense therefore, the mainstreaming aspect was highly compromised and as such UNDP interventions did not fully address the needs of the people, and in particular the disadvantaged groups, particularly women and indigenous peoples, who have a greater reliance on the environment for their livelihoods. Consequently, the interventions will not lead to behaviour change at the individual and community levels, which is a necessary condition for sustainable environmental management.

5.2. Efficiency

71. The prolonged inception and start-up of implementation appeared to suggest that some of UNDP's external partners did not place sufficient importance on sustainable environmental management. This is a risk that should have been identified through a comprehensive Risks and Assumptions analysis at the planning and design phase. Such a comprehensive risk analysis would enable the development of a partnership strategy that would allow UNDP to (i) identify relevant partners to work with, (ii) raise awareness and build their capacities, (iii) induct implementing partners on UNDP's operational procedures and regulations, and (iv) enable UNDP to broaden its reach and impact by working through these partners to cover wider geographical and target groups.

5.3. Effectiveness

72. The programme effectiveness may have been constrained by a lack of clear programme strategy to ensure that all the key actors were focused on the same objectives. The absence of an integrated programme approach made it difficult for UNDP to develop a clear implementation strategy that enabled (i) better communication, (ii) better coordination, (iii) better data-collection, and (iv) a better balance between policy and community-level interventions. The CO also appeared not to have sufficient results-based management (RBM) capacity which led to a lack of appropriate output and outcome indicators, as well as inadequate application of programming principles of human-rights approaches, gender equality and participatory approaches.

5.4. Sustainability

73. The programme was not likely to be sustainable in the long term because of (i) the limited focus on community-level interventions leading to behaviour change, (ii) limited institutional capacity development, which in turn limits the capacities of national actors to upscale and replicate the initiatives introduced by UNDP. In addition, UNDP did not appear to have developed an exit strategy that clearly articulated what UNDP intended to leave behind and who would have the responsibility to continue with the programme processes and maintain its results.

VI. GOOD PRACTICES AND LESSONS LEARNED

74. This chapter documents the good practices and lessons learned over the course of project implementation during the programme cycle 2008 – 2011.

6.1. Good Practices Identified

75. **Joint Work Plans**. Project implementation was based on annual work plans developed jointly by the implementing partners and partner UN agencies. The inclusive participation of the key actors and partners is a good practice which should help to ensure that the plan embraces all the various issues that are needed to deliver the expected output; and also that all the actors are fully aware of and in agreement with their part in the delivery of the outputs.

76. **Cluster Coordination**. The government had established a cluster coordination system for the key development sectors. The Environment Cluster is chaired by the Ministry of ATM and its members included (i) Ministry of Physical Planning, Lands and Forest Management, (ii) Ministry of Agriculture, Animal Husbandry and Fisheries, (iii) Ministry of Health, and (iv) Ministry of Natural Resources. The evaluation found this to be a good practice which reinforces the concept of joint planning. However, the evaluation was not able to establish whether the cluster coordination mechanism was specifically designed at Ministerial level only. However, the evaluation was of an opinion that a more inclusive participation of development partners, including UNDP and other civil society partners would enhance the benefits of coordination.

77. **Joint Monitoring**. There were some changes in the government's oversight system, where the Ministry of Planning and Development Cooperation was abolished and its functions were divided between the Ministry of Foreign Affairs and Ministry of Finance. In the context of these changes, a new system was developed in which the following oversight mechanisms were established: (a) Programme Coordinating Group comprised of the key line Ministries and UN, and (b) Joint Steering Committee (at the level of Permanent Secretary). The evaluation found this to be a good practice that ensures that development cooperation is coordinated jointly by

the Government and the UN. In addition, the MOFA coordinates monitoring at Outcome level, which the evaluation found to be more strategic, and would provide the government and the UN system a better grasp of the impact of development aid, thereby enhancing aid effectiveness.

6.2. Lessons Learned

78. The evaluation also identified a number of key lessons as discussed below.

Lesson 1: A project approach is not very amenable to evaluability of a programme at the outcome level. Even with a United Nations Development Assistance Plan (UNDAP), UN agencies should develop their own Programmes.

79. In order for interventions to have significant impact on sustainable environmental management, a transformational shift towards integrated programming would be needed. Isolated projects, fragmented sectors and stakeholders, and isolated knowledge and data will likely have lower impact than could otherwise be the case. There are advantages to be found in expanding the public sphere around a shared vision for sustainable environmental management, one that can better guide investment and policy decisions. This requires developing a coordinated multi-sector investment program through a coordinated program-based approach that integrates all facets of environmental management under a single programme logic so that areas of synergy are easily identified and interventions can complement each other.

Lesson 2: Without a clear national policy and effective mainstreaming strategy, interventions tend to be fragmented resulting in reduced effectiveness of development aid.

80. Environmental mainstreaming refers to the integration of environmental policy considerations into core institutional thinking with other policies and related activities, as well as with coordination and harmonization, to ensure policy coherence. This requires a champion who acts as the custodian, referent and enforcer of environmental policy.

Lesson 3: Result orientation and focus tends to be elusive if planning is not based on a clear results framework.

81. While the UNDAF provides the overarching framework for UN assistance, the assumption is that UN agencies will further develop their programmes in order to articulate detailed

programme logic models, implementing strategies and partnership arrangements for achieving outcomes

Lesson 4: Progress reporting is a key component of project monitoring.

82. Effective programme management is not possible without a clear monitoring plan that is complemented by a periodic progress reporting, including internal performance assurance reports, quarterly work plan and budget reports, and annual reports. The combined effect of the monitoring and performance reports helps management to review and adjust strategies towards intended results.

VII. RECOMMENDATIONS

83. The evaluation was cognizant of the fact that the UNDP programme on energy and environment was implemented in the general context of the UNDAF, which by and large was appreciated by the government and other development partners as a mechanism for setting and promoting international norms and standards. In that respect, the evaluation acknowledged the importance of sustainable energy and environment to Suriname's development agenda and recommends that UNDP should continue to support government and other development partners' efforts. In particular, the evaluation recommends that future UNDP programming should particularly emphasize the linkages between poverty eradication and sustainable environment management and ensure that programmes are designed in a manner that addresses both issues in an integrated way. The evaluation further makes the following seven specific recommendations to be addressed by both UNDP and the GOS.

A. PROGRAMME PLANNING AND DESIGN

84. **Recommendation One.** The CO should adopt a Programme-based Approach and support the development of a strategic programme framework for the Energy and Environment portfolio that clearly articulates (a) the programme logic model and strategy, (b) short and medium term objectives, and (c) specific performance benchmarks and indicators for each component.

85. **Recommendation Two.** The CO should undertake a comprehensive Assumptions and Risk Analysis during programme design to ensure that appropriate risk mitigation strategies are in place and appropriate action is taken timely when the programme goes off-track.

B. PROGRAMME IMPLEMENTATION AND COORDINATION

86. **Recommendation Three.** UNDP should support and lead the establishment of a (development partner) Coordination Forum for the EE sector in line with the principles of Aid Effectiveness. This should include participation by development partners in the Sector Clusters.

87. **Recommendation Four.** UNDP should support the Government to develop and articulate a clear Environment Policy for Suriname to enable development partners to identify specific entry points for coordinating support towards sustainable environmental management.

C. PROGRAMME MONITORING AND EVALUATION

88. **Recommendation Five.** UNDP should integrate an effective monitoring and reporting plan in its programme design for the EE portfolio, including the development of specific RME Framework with SMART objectives, specific performance benchmarks and output/outcome indicators.

89. **Recommendation Six.** The CO should institutionalize RBM and develop capacities of staff and partners in the application of RBM and other programming principles, including human-rights approaches, gender equality and participatory approaches.

D. UPSCALING AND REPLICATION

90. **Recommendation Seven.** UNDP should focus its capacity development activities towards strengthening institutional capacity for mainstreaming sustainable environmental management into sectoral policies and planning, including by helping the government identify the lead “champion” agency that will act as custodian, referent, backstopper and enforcer of the Suriname Sustainable Environment Policy.

91. **Recommendation Eight.** UNDP should support more interventions at the community and grassroots level aimed at changing behaviours and practices in sustainable environmental management, including through strengthening partnerships with other development partners (Conservation International, SGP, etc.) working on livelihood opportunities for the poor, disadvantaged and vulnerable groups.

92. **Recommendation Nine.** UNDP should develop an exit strategy that clearly articulates what will be left behind when the programme closes, by who and how the programme processes and results would be continued and maintained.

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UNDP (2011), Suriname's national Implementation Plan to the Stockholm Convention

UNDP (2011), Updated National Chemical profile for the Republic of Suriname

UNDP (2011), UNDP (2009), Annual Work Plan 2011 - Suriname

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UNDP (2008), National Capacity Self-Assessment in relation to the United Nations Convention on Biological Diversity (UNCBD); Final Report

NCCR (2008), Emergency Response to 2008 Flooding in Southern Suriname: Preparing for Early Recovery Strategy and Action Plan

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Government of Suriname (2006), Implementation of the RMP: Technical Assistance Project for the MAC & Refrigeration Service Sectors

Government of Suriname (2006), Monitoring the Activities in the Refrigerant Management Plan (RMP): Project Document

United Nations Development Group (2005), Norms for Evaluation in the UN System

United Nations Development Group (2005), Standards for Evaluation in the UN System

Government of Suriname (2004), National Capacity Self-Assessment for Global Environmental Management; Project document (PIMS 2478).

Government of Suriname (2004), Capacity building support to the Suriname Conservation Foundation (SCF): project Document

ANNEX 2: Individuals Interviewed

	Name	Title	Organisation
UN Agencies			
1	Drakenstein, B.	Programme Specialist, Environment	UNDP
2	Gittens, T.	Country Director	UNDP
3	Hubard, M.	Programme Specialist, Governance	UNDP
4	Lieuw, T.	Small Grants Coordinator	Small Grants Programme (GEF)
5	Martoredjo, R.	Programme Associate	UNDP
6	Seegulam, N.	Coordination Analyst	UNRCO
Government officials			
7	Aroma, H.	Senior Policy Officer	ATM
8	Djosetro, M.	Deputy permanent Secretary	Ministry of Physical Planning, Land and Forest Management
9	Esaias, H.	Head	Suriname Forest Service
10	Jaggan, S.	Senior Sector Coordinator	Ministry of Finance
11	Naarendorp	Adviser, Environment Sector	Office of the President
12	Riedewald, M.	D/Director Environmental Legislation & Conventions	ATM
13	Sakimin, C.	Head	Nature Conservation Division
14	Sanredjo, E.	Data Manager	ROGB
15	Soetosonojo, S.	D/Director Environmental Policy Monitoring	ATM
16	Tirtotaroenno, M.	Project Coordinator (POPs)	
17	Warso, J.	UNDAP Focal Point	Ministry of Foreign Affairs
Quasi-Public Institutions and CSOs			
18	Goedschalk, J.	Executive Director	CCDA
19	Jankipersad, V.	Member	Refrigeration Association
20	Leming, A.	Chairman	Refrigeration Association
21	Moredjo, A.	Technical Manager	Conservation International
22	Nazir, R.	Member	Refrigeration Association
23	Nelom, C..	A/General Director	NIMOS
24	Ommeren, J.	Member	Refrigeration Association
25	Sardjoe, S.	Member	Refrigeration Association
26	Sovan, A.	Member	Refrigeration Association
27	Tarnadi, A.	Member	Refrigeration Association

I. INTRODUCTION

UNDP's corporate policy is to evaluate its development cooperation with the host government on a regular basis in order to assess whether and how UNDP interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people's lives. UNDP defines an outcome-level result as "the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. Outcomes provide a clear vision of what has changed or will change in the country, a particular region, or community within a period of time. They normally relate to changes in institutional performance or behaviour among individuals or groups".⁸

As an outcome-level evaluation therefore, the focus of this evaluation will be on the programme outcomes as defined above. However, other aspects of UNDP initiatives will not be neglected. In order to understand whether everything was done to contribute to the achievement of outcomes, the evaluation will also assess how well the interventions were designed and planned; what activities were carried out; what outputs were delivered; how processes were managed; what monitoring systems were put in place; and how UNDP interacted with its partners.

This report represents the first deliverable of this outcome evaluation. The report outlines the methods, sources and procedures to be used for data collection, as well as a proposed timeline of activities and submission of deliverables. The report constitutes a desk study and review of background documents submitted to the evaluation consultant, and proposes specific lines of inquiry about the Energy and Environment programme to be used as an initial point of agreement and understanding between the consultant and the evaluation commissioners.

II. Evaluation Scope and Objectives

The purpose of the outcome evaluation is to:

- ◆ Provide substantive direction to the formulation of programme and project strategies,
- ◆ Support greater UNDP accountability to national stakeholders and its partners,

⁸ UNDP (2011); Outcome-level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators, p 3.

- ◆ Serve as a means of quality assurance for UNDP interventions at the country level, and
- ◆ Contribute to learning at corporate, regional and country levels.

The objectives of the outcome evaluation are:

- a) Measure to what extent the Energy and Environment programme contributed to solve the gaps and problems identified in the design phase;
- b) To measure the programme's degree of implementation, efficiency and quality of delivered outputs and outcomes, against what was originally planned, or subsequently revised;
- c) Measure to what extent the programme attained intended development results to the targeted population, beneficiaries, participants, including individuals, communities and institutions;
- d) To identify and document substantive lessons learned and good practices on the specific practice area of Energy and Environment, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the programme results and processes, or some of its components.

The evaluation will be based on the five criteria laid out in the OECD-[DAC Principles for Evaluation of Development Assistance](#),⁹ which defines the following:

Relevance: The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.

Effectiveness: A measure of the extent to which an aid activity attains its objectives.

Efficiency: An economic term which signifies that development aid uses the least costly resources possible in order to achieve the desired results; and generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.

Impact: The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.

Sustainability: Assessing the probability that the benefits of an activity are likely to continue after the programme cycle.

III. PROJECT CONTEXT AND RATIONALE

The Government committed itself to the execution of specific actions, which promote sustainable production methods particularly in the agricultural sector, including, (i) reducing the use of chemicals, (ii) improving the use of pesticides which are safe for human beings and the environment, (iii) implementing of Project Research for PEST residue with Food Safety, and (iv)

⁹ The *DAC Principles for the Evaluation of Development Assistance*, OECD (1991), *Glossary of Terms Used in Evaluation*, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the *Glossary of Evaluation and Results Based Management (RBM) Terms*, OECD (2000).

developing activities that are related to sustainable agriculture production in the interior. In 2002, the Government of Suriname signed the Stockholm Convention on Persistent Organic Pollutants.

The main objective of the Energy and Environment programme was to support the development of Suriname's capacity to fulfill its obligations in the context of the Stockholm Convention, including through the preparation of a National Implementation Plan focused on Persistent Organic Pollutants (POPs). The programme intended to build national institutional and implementing capacity that would lead to safe and environmentally sound management of chemicals and wastes, in line with Chapters 19 and 20 of Agenda 21.

The fulfillment of the obligations under the Stockholm Convention relates to the national priorities as presented in the Government declaration 2006-2010, which emphasizes that "responsible management of environmental problems requires an efficient and effective approach, whereby strategies and action plans will be developed for several thematic areas, including biodiversity, climate, sustainable land and coastal management, and chemicals".

IV. DESCRIPTION OF THE ENERGY ENVIRONMENT PROGRAMME AND STRATEGIES

The multi-annual development plan (MOP) and the UNDAF stress capacity development for sustainable human development policy formulation, programming and budgeting as a basis for achieving the MDGs. Emphasis was placed on the analysis of poverty and vulnerability, to ensure that gender dimensions would be integrated into policy and programmes. Poverty reduction initiatives led by local authorities and actors would also foster an enabling environment for sustainable livelihoods and employment creation for vulnerable and disadvantaged groups. The multi-annual development plan explicitly linked poverty reduction with sound natural resources management. The UNDP approach was to build on existing initiatives and focus on enhancing the capacities of Government to design and operate effective mechanisms for mineral resource management, sustainable land management, the conservation and sustainable use of biodiversity, and mitigation of the effects of climate change.

The evaluation will assess UNDP contribution to the Suriname UNDAF and UNDP Country Programme Action Plan (CPAP) 2008-2011; as well as review interventions in the current programme cycle under the Suriname UNDAF (2012-2016) with a view to recommend adjustments to strengthen results at outcome and output levels. The Energy and Environment portfolio contributed to these objectives through program 1.4 under Outcome 1 of the UNDAF, - "Enhancement of sustainable natural resources planning and management system". The

programme focus was on enhancing the capacities of public sector bodies as well as quasi-public organizations to effectively plan, implement and monitor mechanisms for:

- a. Mineral resource management;
- b. Sustainable Land Management with a particular emphasis on reducing the vulnerability of the poor and expanded opportunities for sustainable livelihoods;
- c. Conservation and management of biodiversity; and
- d. Disaster mitigation and management.

Programme 1.4 “Enhancement of sustainable natural resources planning and management system”.

CP Outcome 1.4: A sustainable and participatory natural resources planning and management system is in place ¹⁰ .	1.4.5	Responsible organizations have the capacity to plan, implement and monitor a mechanism for the management of mineral resources.	UNDP	150,000
	1.4.6	Responsible organizations have the capacity to establish a mechanism for sustainable land management with a particular emphasis on reducing the vulnerability of the poor and expanded opportunities for sustainable livelihoods.	FAO UNDP	250,000 ¹¹ 1,500,000
	1.4.7	Responsible organizations have the capacity to: design, implement and monitor systems for the management, sustainable use and conservation of biodiversity; to implement measures on the adaptation and mitigation of the effects of climate change.	UNDP UNESCO	9,376,000 55,000
	1.4.8	The knowledge and skills of key disaster management institutions are enhanced to mitigate, manage and reduce the impact of disasters.	PAHO/WHO UNECLAC UNESCO UNFPA UNICEF WFP	100,000 15,000 25,000 100,000 100,000 250,000
Sub-total 1.4				11,921,000

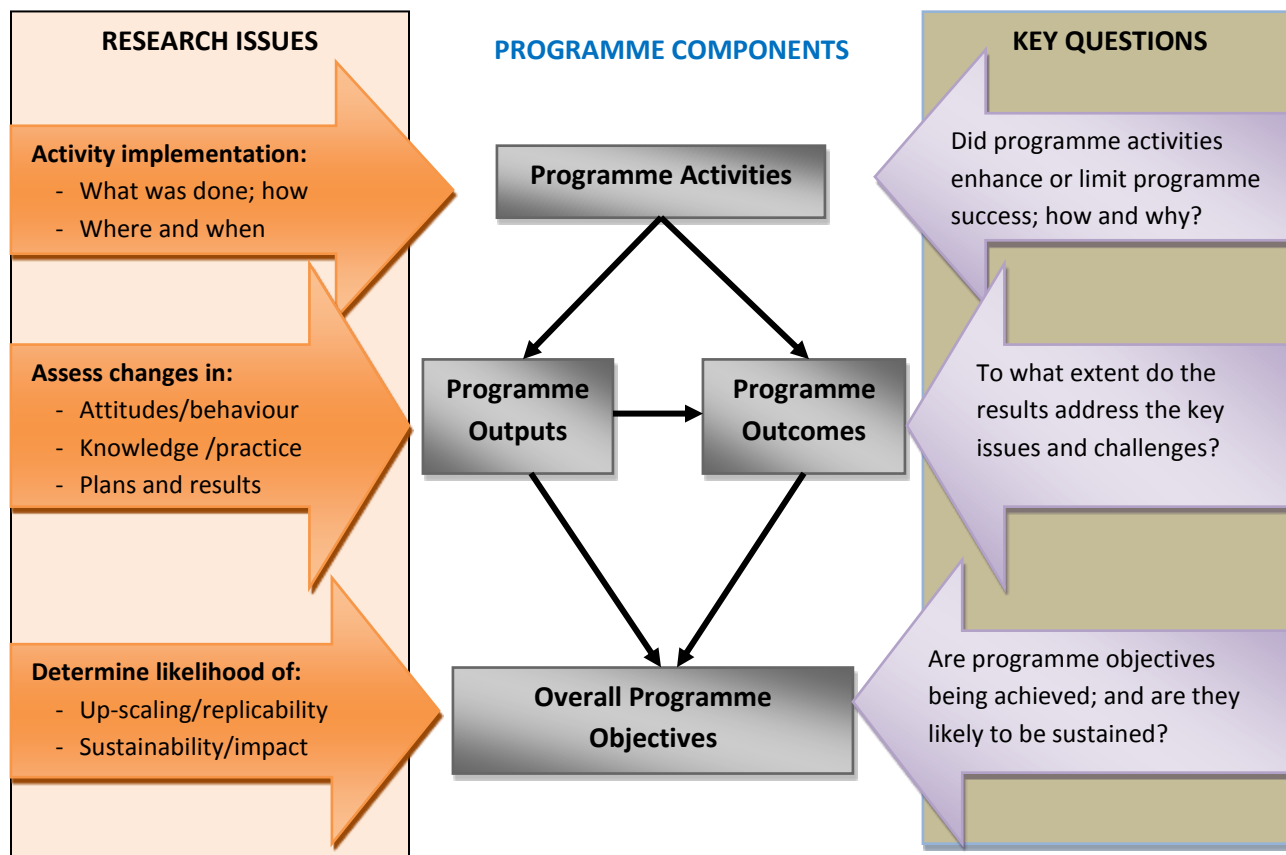
V. PROPOSED EVALUATION PLAN AND METHODOLOGY

This section presents the evaluation plan and proposed methodology based on the foregoing outline of the joint programme context, rationale and strategy; as well as analysis of the evaluation terms of reference (TOR) as provided by the evaluation commissioners. The figure below provides a diagrammatic representation of the proposed evaluation design showing the research issues associated with each programme element.

¹⁰ Contributing to the MOP section on ‘environmental management’ and ‘land policy’.

¹¹ Specifically for pesticide management and trace-back pesticide residue monitoring systems

Figure 1: Evaluation design



As provided in the evaluation terms of reference (TORs), the outcome evaluation will contribute to improving the implementation of the Energy and Environment programme and its results under the UNDAF/UNDAP 2012 – 2016. The evaluation will identify opportunities to support the energy and environment outcomes as formulated in the UNDAF and Development Plan of Suriname (OP); make proposals for synergies with the other practice areas such as Crisis Prevention, Early Recovery and Social Development; provide recommendations for future programming in such a way that UNDP resources can most strategically contribute to change in capacities of key institutions of the country so that the delivery mechanisms of the Government are better designed and that governance systems put inclusion at the centre of Government efforts, including capacity of demand-side local institutions (community, CBOs) to seek accountability.

As a rapid evaluation with only eight days of fieldwork, the major limitation is that the findings cannot be statistically significant, but will mainly derive from qualitative analysis supported by extensive triangulation of information from multiple stakeholders. The initial list of key informants is shown in the following Table.

Key informants

UNDP senior management and programme staff.
UN agencies with associated outputs and outcomes, including non-resident agencies.
Ministry of Finance.
Ministry of Foreign Affairs.
Ministry of Labour, Technology Development and Environment.
Ministry of Physical Planning, Land and Forest Management.
National Institute for Environment Management and Development.
Small Grants Programme of the Global Environment Facility (GEF).

The quality of the findings will also depend on the evaluability of the programme; including specifically, the efficacy of the programme design, i.e. whether the programme has (a) clearly defined objectives, (b) clear theory of change and logic model, (c) coherent results framework with logical results chain, (d) SMART indicators and baseline data, and (e) effective monitoring system with defined sources and performance benchmarks.

A four-step approach will be adopted to carry out the evaluation as follows:

- ① **Passive data acquisition.** Documentary analysis, including analysis of the associated programme documents, UNDP and partner UN agency country programs, periodic planning and M&E reports, annual programme reports, Government policy and strategy papers , etc.
- ② **Active data acquisition.** Interviews of key stakeholders through individual/group interviews of final beneficiaries, institutional beneficiaries, implementing partners and other relevant stakeholders such as civil society organisations (CSOs), non-governmental organisations (NGOs), community-based organisations (CBOs), bilateral and multi-lateral donors. The interviews (number, target, duration) will be determined through consultation with the UNDP Country Office and programme staff. A sample of projects sites, institutions and beneficiaries will be visited for in-situ observations.
- ③ **Data analysis.** Conversion of data into relevant information to assess the programme status and for decision making by the UNDP senior management and programme staff. The preliminary findings from the analysis will be presented to the commissioners of the evaluation in order to obtain further inputs, validation and triangulation of information.
- ④ **Draft report and final report.** A draft report of the evaluation findings, lessons learned, conclusions and recommendations will be submitted to the Country Office and evaluation commissioners for comments. The consultant will incorporate the comments in the final evaluation report.

The following table provides the evaluation matrix and guide for the data collection tools and sources for the evaluation criteria as defined in the TOR. The tentative and indicative list of key information providers and stakeholders (shown above) was developed in consultation with the

UNDP Energy and Environment Programme Officer, who will be responsible for setting the appointments and facilitating the interviews and visits to relevant sites/locations.

Evaluation Matrix

Criteria	Evaluation questions	What to look for	Data sources	Collection methods
Relevance	<ul style="list-style-type: none"> - Is programme aligned with national strategies and is it consistent with human development needs and development challenges in the country? - Are approaches, resources, models, conceptual framework relevant to achieve the planned outcome? 	<ul style="list-style-type: none"> - Comprehensive situation analysis prior to design - Are the resources allocated sufficient to achieve the objectives of the programme? 	<ul style="list-style-type: none"> - UNDP staff - .Development partners - .Government partners - Civil society partners - Concerned associations and federations 	Interviews with UNDP staff, development partners and government partners, civil society partners, associations, and federations
Effectiveness	<ul style="list-style-type: none"> - Did the project or programme implementation contribute towards the stated outcome? - Who are the main beneficiaries? 	<ul style="list-style-type: none"> - What changes can be observed as a result of the outputs? - Have needs of disadvantaged groups been taken into account? 	<ul style="list-style-type: none"> - Programme documents - .Annual Work Plans - .Evaluation reports - MDG progress reports - .Human Development Reports 	<ul style="list-style-type: none"> - Stakeholder interviews - Document review
Efficiency	<ul style="list-style-type: none"> - Were resources focused on the set of activities that were expected to produce significant results? - Were the projects Implemented within deadline and cost estimates? 	<ul style="list-style-type: none"> - Effective mechanism for monitoring implementation - Are resources focused on critical activities or are they spread too thinly? 	<ul style="list-style-type: none"> - Programme documents - Annual Work Plans - Evaluation reports - ATLAS reports - Government partners - .Development partners - .UNDP staff (Programme Implementation Support Unit) 	<ul style="list-style-type: none"> - Desk reviews of secondary data - .Interviews with government partners, development partners and beneficiaries

Criteria	Evaluation questions	What to look for	Data sources	Collection methods
Sustainability	<ul style="list-style-type: none"> - Were initiatives designed to have sustainable results given the identifiable risks? - Did they include an exit strategy? - Is there threat to sustainability? - How has UNDP approached the scaling up of successful initiatives? - Has government and doors taken on these initiatives? 	<ul style="list-style-type: none"> - Political, Financial, Technical and Environmental factors - What corrective measures did UNDP take? 	<ul style="list-style-type: none"> - Evaluation reports - Progress reports - Programme staff 	<ul style="list-style-type: none"> - Desk reviews of secondary data - Interview UNDP programme staff
UN Values:				
Gender equality	To what extent did UNDP support positive changes in terms of gender equality and were there any unintended effects?	Can results of the programme be disaggregated by sex?	<ul style="list-style-type: none"> .Project documents Evaluation reports UNDP staff Government partners Beneficiaries 	<ul style="list-style-type: none"> Desk review of secondary data .Interviews with UNDP staff and government partners .Observations from field visits
Social Inclusion	How did the UNDP initiative take into account the plight and needs of vulnerable and disadvantaged to promote social equity, for example, women, youth, disabled persons?		<ul style="list-style-type: none"> Documents: Evaluation reports UNDP staff Government partners Beneficiaries 	<ul style="list-style-type: none"> Desk review Interviews Observations

VI. TIMELINES AND SCHEDULE OF DELIVERABLES

The evaluation will be undertaken in a period of 20 working days from 19 November to 14 December. Based on the agreed schedule as per the TOR, the consultant will submit the following outputs as per following schedule of deliverable:

a) Desk report/inception report	23 November 2012.
b) First draft report.....	8 December 2012.
c) Final report.....	14 December 2012.

VII. PROPOSED REPORT STRUCTURE

The evaluation will culminate in a report of between 30 and 40 pages excluding Annexes. The proposed report structure is shown below.

	Page
Title page.....	
A. Executive Summary.....	
B. Contents.....	
C. Acronyms.....	
I. INTRODUCTION.....	
1.1. Background and Context.....	
1.2. Purpose and objectives	
1.3. Evaluation methodology.....	
1.4. Limitations.....	
2. Description of Development Challenge.....	
2.1. General overview of trends.....	
2.2. Government policies and strategies.....	
3. Description of the programme.....	
3.1. UNDP strategy and logic model	
3.2. Programme Results Framework.....	
3.3. UNDP Projects and activities	
4. EVALUATION FINDINGS.....	
4.1. Relevance.....	
4.2. Effectiveness.....	
4.3. Efficiency.....	
4.4. Sustainability.....	
4.5. Potential impact.....	
5. CONCLUSIONS.....	
6. GOOD PRACTICES AND LESSONS LEARNED.....	
7. RECOMMENDATIONS.....	
ANNEXES:	
1. List of documents reviewed.....	
2. List of individuals interviewed.....	
3. Data collection instruments.....	
4. Evaluation Inception report.....	
5. Terms of reference.....	

A. Background and context

UNDP's corporate policy is to evaluate its development cooperation with the host government on a regular basis in order to assess whether and how UNDP-funded interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people's lives. This implies that, in evaluating the country office performance, there is a need to ascertain whether and how UNDP assisted in bringing changes in human development conditions. This includes changes in individuals, institutions and systems that have been targeted. It is also intended to clarify underlying factors affecting the development situation, identify unintended consequences (positive and negative), generate lessons learned and recommend actions to improve performance in future programming and partnership development.

The UNDAF, CPAP and CPD aimed to assist the Government of Suriname and other development partners to accelerate progress towards the achievement of the Millennium Development Goals (MDGs). With emphasis on reducing the disparities and inequities within the lives of vulnerable populations in Suriname while seeking to enhance opportunities for sustainable socio-economic development. The Programme therefore contained the following three components: (a) Fair distribution of wealth and equal opportunities for all (b) Strengthening democratic governance and (c) Improved social services.

The subjects of this outcome evaluation are selected projects implemented within the Energy and Environment portfolio as indicated in Annex A. The evaluation should assess the overall result and contribution of the programmes and projects towards the UNDAF, CPAP and CPD. For the period 2008-2011, the Energy and Environment portfolio contributed to **UNDAF outcome 1: *By 2011, pro-poor policies are in place to ensure that vulnerable groups in society benefit from growth and have equitable access to opportunities, assets and resources; which corresponds to the National Priority Area of: fair distribution of wealth and equal opportunities for all.***¹²

The multi-annual development plan (MOP) and the UNDAF stress capacity development for sustainable human development policy formulation, programming and budgeting as a basis for achieving the MDGs. Emphasis will be placed on the analysis of poverty and vulnerability, to ensure that gender dimensions are integrated into policy and programmes. Poverty reduction initiatives led by local authorities and actors will foster an enabling environment for sustainable livelihoods and employment creation for vulnerable and disadvantaged groups. The multi-annual development plan explicitly links poverty reduction with sound natural resources management. Efforts will build upon existing initiatives and focus on enhancing the capacities of Government to design and operate effective mechanisms for mineral resource management, sustainable land management, the conservation and sustainable use of biodiversity, and mitigation of the effects of climate change.

¹² MOP 2006-2011

Under UNDAF outcome 1, the Energy and Environment portfolio contributed through the program 1.4 “enhancement of sustainable natural resources planning and management system”. In this programme area, efforts will focus on enhancing the capacities of public sector bodies and para-public organizations to effectively plan, implement and monitor mechanisms for:

- e. Mineral resource management;
- f. Sustainable Land Management with a particular emphasis on reducing the vulnerability of the poor and expanded opportunities for sustainable livelihoods;
- g. Conservation and management of biodiversity; and
- h. Disaster mitigation and management.

Program 1.4 “Enhancement of sustainable natural resources planning and management system”.

CP Outcome 1.4: A sustainable and participatory natural resources planning and management system is in place ¹³ .	1.4.9	Responsible organizations have the capacity to plan, implement and monitor a mechanism for the management of mineral resources.	UNDP	150,000
	1.4.10	Responsible organizations have the capacity to establish a mechanism for sustainable land management with a particular emphasis on reducing the vulnerability of the poor and expanded opportunities for sustainable livelihoods.	FAO	250,000 ¹⁴
			UNDP	1,500,000
	1.4.11	Responsible organizations have the capacity to: design, implement and monitor systems for the management, sustainable use and conservation of biodiversity; to implement measures on the adaptation and mitigation of the effects of climate change.	UNDP	9,376,000
			UNESCO	55,000
	1.4.12	The knowledge and skills of key disaster management institutions are enhanced to mitigate, manage and reduce the impact of disasters.	PAHO/WHO UNECLAC UNESCO UNFPA UNICEF WFP	100,000 15,000 25,000 100,000 100,000 250,000
Sub-total 1.4				11,921,000

B. Scope of the Evaluation

The purpose of the outcome evaluation is to:

- Provide substantive direction to the formulation of programme and project strategies;
- Support greater UNDP accountability to national stakeholders and partners in Suriname;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

¹³ Contributing to the MOP section on ‘environmental management’ and ‘land policy’.

¹⁴ Specifically for pesticide management and trace-back pesticide residue monitoring systems

The outcome evaluation will be conducted in 2012 with a view to improving the implementation of the Energy and Environment programme and its contribution to the Outcomes under the UNDAF/UNDAP 2012 – 2016, identifying opportunities in support of the energy outcomes as formulated in the UNDAF and Development plan of Suriname (OP), proposals for synergies with the other practice areas such as Crisis Prevention and Early Recovery as well as Social Development. Provide recommendations for future country programme regarding ways in which the UNDP resources can most strategically contribute to change in capacities of key institutions of the country so that the delivery mechanisms of the Government are better designed, suit their purpose, and that governance systems put inclusion at the centre of Government efforts, capacity of demand-side local institutions (community, CBOs) to seek accountability is enhanced.

The outcome evaluation will analyse:

Relevance:

- Review the UNDP Suriname Energy and Environment Programme with a view to understand its relevance and contribution to national priorities;
- To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in a particular development context and its comparative advantage?
- To what extent was UNDP's selected method of delivery appropriate to the development context?

Effectiveness

- Review the status of the outcome and the key factors that have affected (both positively and negatively, contributing and constraining) the outcome this with a view of the current relevant outcome for 2012 - 2016;
- For stock taking and lesson learning, and recommending corrections that may be required for enhancing effectiveness of UNDP's development assistance;
- Review and assess the Programme's partnership with the government bodies, civil society and private sector and international organizations in Programme(the nature and extent of the contribution of key partners and the role and effectiveness of partnership strategies in the outcome);

Efficiency

- To what extent have the programme or project outputs resulted from economic use of resources?
- Review links/joint activities with other UNDP Programmes UN Agencies and other delivery partners and how these have contributed to the achievement of the outcome
- Through this evaluation UNDP Suriname seeks to understand and articulate the key contributions that the Energy and Environment portfolio has made in the enhancement of sustainable natural resources planning and management system.

Sustainability

- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?
- To what extent has a sustainability strategy, including capacity development of key national stakeholders been developed or implemented?

- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?

The evaluation should answer, at least, the orientation providing questions above. However, the evaluation team shall complement this listing in its methodological proposal (evaluation matrix) in order to comply with the objectives and scope of the evaluation.

C. Deliverables

This represents a general planning document of the Evaluation Mission, which includes a calendar of the main stages and activities planned and deliverables.

- a. The evaluator will conduct a preliminary scoping exercise and design an **inception report** (containing an evaluation matrix, evaluation protocols for different stakeholders, and a description of the methodology (using quantitative and qualitative data and means of collection)). This report to be discussed with the UNDP Country office, UNDP Panama Evaluation unit and other stakeholders, before the evaluation can be conducted shall detail the understanding of the evaluators on what are they going to evaluate and why, showing how each evaluation question shall be answered and by which means: the proposed methodology, the proposed information sources, and the data recollection procedures. This information shall be reflected in an evaluation matrix, for example:
- b. A **draft report** for discussion with the stakeholders; feedback received from these sessions should be used to prepare the **final report**
- c. **Final Evaluation Report** The final report should be not more than 50 paged analytical report, excluding annexes, detailing key findings, good practices and clear recommendations. The report should be presented in English. The Evaluation report format should meet with the standard Evaluation Report Template of the UNDP and quality Standards established by UNDP and UNEG¹⁵
- d. Power point presentation with the key findings, conclusions and recommendations
The suggested table of contents of the main final report could be as follows:
 - Executive summary
 - i. Introduction (Background and approach/methodology)
 - ii. Development context/challenge
 - iii. Description of UNDP's response/work
 - iv. Development results (Presentation of findings based on the evaluation criteria and other cross-cutting issues) and UNDP's contribution.
 - v. Conclusions and Recommendations
 - Annexes

D. Methodology

¹⁵ (Annex 7 of the UNDP Handbook (2009), and UNEG Quality Checklist for Evaluation Reports UNEG/G(2010)/2)

The evaluators will visit select project sites to meet the local stakeholders and beneficiaries including government officials, civil society organizations, local authorities, academics and subject experts, and community members etc.

The evaluation shall assess the following for the outcome enhanced sustainable natural resources planning and management system in place in the 2008-2011 programming cycle in this portfolio:

The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency, and sustainability, as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.

All evaluation questions should include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

- Human rights
 - To what extent was Rights based approach reflected in the theory of change particularly as it relates to indigenous and tribal peoples and coastal rural communities?
- Gender Equality
 - To what extent did UNDP support positive changes in terms of gender equality and were there any unintended effects?
- Capacity development
 - Assess the extent to which UNDP outputs and implementation arrangements have been effective for designing policies and strategies as well as building capacities of key institutions towards achievement of the outcome
- Institutional strengthening
 - Assess the extent to which UNDP outputs and activities have strengthened institutions for designing policies, strategies and the implementation towards achievement of the outcome
- Innovation or added value to national development
 - How is the role of UNDP perceived in innovating and adding value in enhancing national systems for sustainable natural resources planning and management with particular emphasis on biodiversity conservation and protected area management?

The outcome evaluation will include the following key activities:

- Evaluation design and workplan
- Desk review of existing documents
- Briefing with UNDP
- Field visits
- Interviews with partners
- Drafting of the evaluation report
- Debriefing with UNDP
- Finalization of the evaluation report (incorporating comments received on first draft)

Though the evaluation methodology to be used will be finalized in consultation with the UNDP Suriname Country office, the following elements should be taken into account for the gathering and analysis of data:

- Pre-assessment of data availability
- Desk review of relevant documents including Country Programme Document (CPD), Country Programme Action Plan (CPAP), Project Documents/ Briefs, project evaluations, reports of relevant flagship projects, etc.
- Discussions with the Senior Management and programme staff of UNDP Suriname
- Presentation of an inception report and discussion of the content with UNDP management and partners
- Semi-structured Interviews: with key partners and stakeholders both at central and field levels.
- Focus group discussions: within UNDP and external parties both at central and field levels. Gaining consensus on key issues.
- Participation and providing guidance to an Outcome Board Meeting of the Energy and Environment practice area outcome
- Field visits to select key projects, if necessary to verify to what extent the outputs contribute to the outcome or with a forward looking view
- Regular consultation meetings with the UNDP staff, project staff and senior management as appropriate

E. Implementation Arrangements

This evaluation exercise will be undertaken by an Evaluation Expert. The Evaluation Expert will be reporting to the Country Director of UNDP Suriname. The Country Office Evaluation focal point will arrange the introductory meetings within UNDP and will establish the first contacts with the government partners and project staff. The expert will then set up his/her own meetings and conduct his/her own methodology upon approval of the methodology submitted in the inception report.

The draft and final reports will be submitted in English. The expert will work home/office-based with presence in UNDP premises as needed for the desk reviews, and will make their own travel arrangements for the site visits.

The Evaluation Expert shall arrange all the resources he/she needs to complete the assignment, if needed, at his/her own cost. The resources to be used by the expert shall be subject to UNDP approval.

Evaluation Expert will have the overall responsibility for the conduction of the evaluation exercise as well as quality and timely submission of the final evaluation report to UNDP. S/he will specifically undertake the following tasks:

- Lead and manage the evaluation mission,
- Design the detailed evaluations scope, methodology and approach,
- Conduct the outcome evaluation in accordance with the proposed objective and scope of evaluation
- Draft, communicate and finalize the evaluation report as per the comments from UNDP,

Required Qualifications:

- Minimum Masters degree in Environmental management, economics, public administration, regional development/planning or any other social sciences related to Energy and Environment practice area and with a specific focus on capacity development;
- At least 10 years of experience in preferably of programmes focused on environmental management systems, capacity development and protected area management and its financial sustainability;
- At least 3 years of experience in conducting outcome evaluations in the Energy and Environment Thematic Area, preferably in Caribbean or SIDS countries or a number of at least 5 evaluations);
- Strong working knowledge of UNDP and its mandate, the civil society and working with government authorities;
- Extensive knowledge of results-based management evaluation, as well as participatory M&E methodologies and approaches;
- Experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators and reconstructing or validating baseline scenarios;
- Minimum 10-15 years of professional experience in the area of development, including Environmental Management, poverty reduction, regional development, gender equality and social policies;
- Strong reporting, social- and communication skills in English;
- Excellent communication skills with various partners including donors in English.

The Evaluation Expert will be logistically and financially responsible for arranging his/her travel to and from relevant project sites and arranging interviews. This will also be included in the proposal including the travel costs to mission sites and daily subsistence allowance (DSA), with explicit information presented with the proposal and the methodology.

The work is expected to take 20 working days over a period of 3 months (Nov 2012 – Jan 2013).

Preparation before field work: 5 days

- Review the UNDAF, CPAP, CPD 2008 – 2011 and relevant project documents and project evaluation reports;
- Review the overall development situation of the country (based on the UNDAF and UNDAF 2012 – 2016, UNDP CPD 2012 – 2016 and other available reports);
- Hold an initial telephone discussion with the UNDP Panama evaluation unit and UNDP Suriname;
- Prepare an Inception Report with a detailed mission programme, including if any comments on the TOR and the evaluation methodology to be followed;

Evaluation Mission: 8 days

Meet with the UNDP CO team, UN agencies, the national partners and GEF and convention focal point(s) and other key stakeholders in country;

Review all available materials with focused attention to UNDAF and CPAP 2008 – 2012 outcome 1.4 “A sustainable and participatory natural resources planning and management system is in place”;

Observe completed and ongoing programme activities;

Interview key beneficiaries and stakeholders, including representatives of National and local authorities, local community stakeholders, etc.

Draft Evaluation Report: 6 days

Final interviews / cross checking with UNDP CO, UNDP RTA and Project team;
Draft terminal evaluation report in accordance with UNEG guidelines;
Telephone review of major findings with UNDP CO and UNDP Panama evaluation unit;
Complete the draft report and present the draft report for comments and suggestions within 4 weeks after the Evaluation mission;
Optional stakeholders meeting towards the conclusion of the report drafting period, to present findings and initial conclusions and recommendations, and take comments from stakeholders;

Final Report: 1 day

Presentation of final evaluation report to UNDP CO within 2 weeks of receiving reviewer comments.

The outcome evaluation should be completed by the 3rd week in January 2012, with the draft report presented to stakeholders by the second week in December.

F. Evaluation Ethics

Evaluations in UNDP shall be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'¹⁶

In particular, evaluators shall apply anonymity and confidentiality protocols to safeguard the rights and confidentiality of information providers. The evaluator shall sign the UNEG Code of Conduct for Evaluation in the UN System

G. Payments

The payments shall be realized in USD upon acceptance and approval by UNDP of the deliverables.

1. Inception report;
2. Draft evaluation report;
3. Final Evaluation Report and Power point presentation with the key findings, conclusions and recommendations

H. Application Procedures

This is a Request for Quotation for an individual contract.

The application should include the following documents:

- A letter confirming interest and availability;
- Application letter indicating suitability to the TOR and names and CVs of proposed team members;
- Detailed CV of the expert indicating suitability to the TOR above;
- Detailed budget including daily consultancy fees, travel costs and all other related costs.

¹⁶ http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=102

DOCUMENTS FOR REVIEW BY THE EVALUATORS

1- UNDP Corporate Policy Documents

- UNDP Handbook on Planning, Monitoring and Evaluating for Development Results¹⁷.UNEG Norms and Standards for Evaluations in the UN System¹⁸
- UNEG Code of Conduct for Evaluation in the UN System¹⁹ Outcome-Level Evaluation: A Companion Guide to the Handbook on Planning Monitoring and Evaluating for Development Results for Programme Units and Evaluators UNEG Ethical Guidelines²⁰

2- UNDP Suriname CO Documents

- Country Programme Document (CPD) of Suriname for 2008 – 2011
- Country Programme Document (CPD) of Suriname for 2012 – 2016
- Country Programme Action Plan (CPAP)
- United Nations Development Assistance Framework (UNDAF) 2008 - 2011
- List of projects, Project documents and Terminal Evaluation Reports
- Other documents and materials related to the outcome as far as these are available

¹⁷ <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>

¹⁸ <http://www.uneval.org/normsandstandards/index.jsp>

¹⁹ http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=100

²⁰ http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=102

UNITED NATIONS EVALUATION GROUP

Code of Conduct for Evaluation in the UN System

Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _____ Richard M Chiwara _____

Name of Consultancy Organisation (where relevant): _____ N/A _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Harare, Zimbabwe on 20 November 2012.

Signature: _____ 

ANNEX 6: EVALUATOR'S BIODATA

Name:	Richard M. CHIWARA
Position for this Contract:	Independent Evaluator
Nationality:	Zimbabwean
Contact information:	rm.chiwara@verizon.net and richiwara@yahoo.com
Countries of Work Experience:	Afghanistan, Albania, Bosnia and Herzegovina, Burundi, Côte d'Ivoire, DR Congo, Eritrea, Ethiopia, Ghana, Guyana, Haiti, Indonesia, Jordan, Kazakhstan, Kosovo, Liberia, Nepal, Philippines, Sudan, Trinidad and Tobago, Uganda, USA, Yemen.
Language Skills:	English: Fluent
Educational and other Qualifications:	<p>Education</p> <ul style="list-style-type: none"> ▪ Ph.D. International Business Administration, USA; ▪ MBA, Financial Management, University of Zimbabwe; ▪ Bachelor of Science Management, University of Zimbabwe; ▪ Diploma in Environmental Science, Oxford College London. <p>Short Courses and Training</p> <ul style="list-style-type: none"> ▪ Computer skills: Word, Excel, Power Point, IMIS, and Lotus Notes; ▪ Training in ATLAS; ▪ Research design and methodology. ▪ Gender – Tools for Gender Sensitive Planning and Implementation; ITC/ILO, (2009); ▪ M & E Fundamentals – MEASURE Evaluation/USAID, (2007); ▪ Logical Framework for Project Design – Inter-American Development Bank, (2007); ▪ Monitoring and Evaluation – Inter-American Development Bank, (2007); ▪ Environmental Impact Assessment – Inter-American Development Bank, (2007); ▪ Organizational and Institutional Analysis – Inter-American Development Bank, (2007); ▪ UNDP Workshop on Operations Management involving: (a) UNDP Procurement – Rules and Procedures; (b) ERP ATLAS; (c) Resource Mobilization and Partnerships; (d) UNDP Legal Rules and Procedures; (e) UNDP Financial Rules and Regulations, (2004); ▪ UN Basic and Advanced Security in the Field – Staff Safety, Health and Welfare; ▪ Financing for Development, University of Science and Technology, (1998); ▪ ICDL and ECDL (Part 1-7).
<p>Summary of Experience: <i>Highlight experience in the region and on similar projects</i></p> <ul style="list-style-type: none"> ▪ Programme Evaluations: Experience in in-depth and thematic programme evaluations, impact and outcome evaluations, triennial and mid-term reviews, needs assessments and base-line surveys. Specific experience in participatory approaches. Undertaken assignments in different regions and countries; ▪ Programming and Programme Operations: More than 20 years programming experience in poverty reduction, private sector development, employment creation and micro-finance, including work with the UN and UNDP in New York HQ and in Zimbabwe; ▪ Institutional and Organizational Assessment: Experience in assessing organizational and institutional capacity. Undertaken assessments of NGOs and recommended them for award of execution or implementation contracts of UNDP projects; ▪ Organizational Strategic Planning: Facilitated strategic planning for private business enterprises, UNDP and government Ministries and departments; ▪ Peacekeeping and Post Conflict Reconstruction: Took part in the pre-deployment planning and assessment of peacekeeping operations. Also managed Disarmament, Demobilization and Reintegration (DDR) programmes in United Nations peacekeeping missions in Angola and Somalia; ▪ Small Enterprise Development and Management: Demonstrated expertise in small and micro-enterprise startups, incubation support and capacity development. Have built from startup and managed independent small and micro enterprises in the USA and Zimbabwe; ▪ Administration, Finance and Budgeting: More than 15 years of experience including in public finance and administration, private sector finance in Zimbabwe and in USA. 	