



United Nations Development Programme

Project of Support to the Electoral Process in Suriname



UN Development Programme

Suriname - Cty Pgmm

Award 1D:

00084552

Award Title:

Support Suriname Elections 2015

Start Year:

2014

End Year:

2015

Implementing Partner

(Executing Agency):

UNDP

Responsible Party

(Implementing Agent): UNDP

Budget (USS)

Donor	Fund	Amount
UNDP	04000 TRAC (Lines 1.1.1 and 1.1.2) 04400 RR Engagemnt fund -frmly DSS	100,000.00
UNDP	11888 Country Co-Financing CS	9,641.00
Total Bud	get (2014 and beyond)	129,341.00
Total Exp	enditure (2013 and prior	0.00
Award To	stal	575,000.00
Unprogra	mmed/Unfunded	445,659.00

Brief Description:

In view of the forthcoming elections of 2015, the Government of Suriname is undertaking steps to ensure that Elections are conducted in a free, fair and efficient manner. The Government has requested the assistance of UNDP and this project document forms the basis of the activities which will be implemented during the pre-electoral phase, on elections day and in the post-electoral phase. Project components include: technical assistance to the Ministry of Home Affairs (capacity building of the Electoral Management Team); technical assistance to the Independent Electoral Bureau (OKB); voters education campaigns and post-electoral evaluation sessions.

Agreed by:

UNDP Suriname

Mr. Armstrong Alexis

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Agreed by:

Government of Suriname

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I. SITUATION ANALYSIS

National Assembly and sub-national (local) elections in Suriname are planned for May 2015, followed by indirect elections for the President of the Republic. Elections are held every five years according to the electoral law of 1987, which came into existence when the democratic voting process was re-established after seven years of military rule. Since then, elections have been held in 1987, 1991 (after another military takeover in 1990 and an interim government), 1996, and since then every five years. The most recent elections were held in 2010 and the next are scheduled for May 2015.

Suriname has a mixed model of electoral management, with a dual structure: the Ministry of Home Affairs (hereafter the "MoHA") is entrusted with the conduct of elections while the separate permanent body, the Independent Electoral Council (hereafter the "OKB"), is responsible for observing both pre-election activities (such as voter registration and distribution of voter cards), and validating the results.

In terms of organization of the elections, Suriname has been organizing and conducting their elections themselves, with limited international support. However, both bodies have requested support from the United Nations, targeted electoral assistance for the upcoming elections of 2015. The MoHA has asked for support in the area of increasing voter awareness, specially targeting indigenous voters (in local languages), youth (first time voters), and women. Likewise, the OKB has requested assistance in areas related to operational planning, procedures and training, internal rules and regulations, public outreach, as well as support to the mandated function of checking the voters' list, in order to ensure that they can properly implement their supervisory role. Another area of envisaged support is the area of women's political participation. In this regard, the request and the proposed UNDP electoral assistance is aiming at supporting, through targeted interventions, the national efforts to increase the inclusivity and credibility of the electoral process.

As the main body for organizing elections in Suriname, the MoHA is responsible for regular updating of a voter register, based on a computerised civil registry; the logistics for the electoral process in the preparations of the elections, demarcation of boundaries, the budget, legal matters, nominations of the candidates, training and voter education. There is no separate system for voter registration. Under the MoHA, the Central Bureau for Civil Registry (CBB) extracts the names of eligible voters from the general population registers and prepares the voters' lists. These are open for public scrutiny and voters have the right to check if their name is on the lists, and have the lists amended if not. Voters must present a national identity card as well as "voter card" drawn from the voter list to receive a ballot. This voter card is distributed by the District Commissioner's office ahead of election day as an "invitation" or "summons" to vote at an assigned polling station. Political parties assist in this activity by accompanying door-to-door distribution. This process is monitored by the OKB as part of its duties.

The country is divided into ten electoral districts that correspond to its administrative districts. Suriname has no mayors; instead there are District Commissioners, who are appointed by the President. S/he is the highest government official in each district and is also responsible for the administration of elections in the district. The District Commissioner heads the Main Polling Station of the district that both administers election day activities as well as distribution of voter cards, and display of the voter lists ahead of polling. There are 580 local polling stations which report to the main polling station on election day. Polling station officials are recruited by interlocutors to be nominated by political parties with selection and appointment by the District Commissioner, although non-partisan in the execution of their duties.

The Central Main Polling Station (CHS) is responsible for national tabulation and announcement of results and is located in Paramaribo. It also administers the registration of political parties and candidates for the elections. The CHS reports directly to the President and has a separate budget. The District Commissions and Main Polling Stations are the sub-national operational arm of the MoHA. District Commissioners appointed by the President oversee election activities in the Districts. They coordinate the operational activities of the Main Polling Stations (at district level) and consequently the polling stations themselves.

As mentioned above, the Independent Electoral Council (OKB) has been designed to instil credibility into the electoral process by mandating official observation of the process. OKB has the ultimate authority to observe elections and publically confirm that the results are valid. In execution of this mandate the OKB must assess the integrity of the voter list, monitor the distribution of voter cards and observe election day activities as well as the tabulation of results. In fulfilling these functions, the OKB fields observers in all polling stations on election day, follows ballot boxes after the count and inserts itself into the meetings of the Central Main Polling Station (during national tabulation). In addition, the OKB has the function of registering political parties, not for elections but in general. Registration of political parties for an actual election contest requires further, prior registration with the OKB. Results are not deemed final until the OKB has pronounced on the credibility of the elections and resolved all complaints. Notably there is no domestic election observation by civil society in Suriname and political parties do monitor some election activities but have limited formal access to the process, therefore the role of the OKB is essential to the overall credibility of the electoral process.

Suriname is one of the least densely populated countries in South America. The majority of the population lives in the coastal areas of the country. According to the 2012 census, the total population is 541,638, of which 66.3 percent lives in the capital Paramaribo and the neighbouring district of Wanica. ¹The remaining

¹ Human Development Atlas Suriname, UNDP 2013. http://undpsuriname.org/images/publications/HDAS002.pdf

population is spread over the other eight districts. The district of Sipaliwini is the largest (79.7 percent of the land area), but also the most sparsely populated (only 7.3 percent of the population).

Voter turnout is relatively high in Suriname. In the 2010 elections, out of the 324,490 people registered to vote, 73 percent voted (237,575)² Nevertheless, there seems to be significant barriers to people of the interior, who are mostly indigenous Amerindian peoples and Maroon tribes. Inhabitants from the interior face significant challenges in terms of access to the electoral process. Many of these groups do not speak Dutch or are illiterate creating difficulties for accessing voter information on voter lists, voter ID and voting procedures. Moreover, long distances and challenging travel logistics added to the challenges and expense of those populations checking and correcting problems related to voter registration. In addition, given the estimated large number of first time voters next year, the MoHA, civil society, and political parties have emphasized the need for significant and accurate voter education/information particularly targeting youth.

There are a few civil society organizations in Suriname working on gender, indigenous, and land rights issues. Civil society organizations have not been involved in civic and voter education/information or domestic observation. Civic and voter education has been carried out in some limited manner by the government, but mainly by the political parties themselves. Electoral observation has been performed exclusively by the OKB and the international community.

Women's political and electoral participation indicates a mixed picture. On one hand women appear to have no issues with respect to access to voting or registering as voters with turnouts equal to men. Moreover, women appear in the majority as poll workers on election day. However, there are clear challenges for women as candidates. Notably women's representation in the National Assembly dropped dramatically from 25.49 percent (2005) to 9.80 percent (2010). Some experts indicate that this is a product of the electoral system itself. Party leadership is dominated by men and the way women were positioned on the candidates' lists in 2010 reflected the inequality in opportunities for women to be elected. Although Suriname uses open list proportional representation, political parties, tell their constituents to select the first person on their lists (always the chairman/leader of the party and thus always a man). Some gender experts indicate that ballot design also compounds this problem – with only the lead candidate of each political party permitted a photograph on the ballot.

II. STRATEGY

Elections are the means through which people voice their preferences and choose their representatives. Elections are a powerful tool: they can confer legitimacy on the institutions or representatives that emerge

See: IPU, Parline, http://www.ipu.org/parline-e/reports/2299 E.htm

from them, or call their legitimacy into question. Elections are fundamentally political processes and are a critical element of the UN's mandate and UNDP's democratic governance work.

Ultimately, UNDP assistance aims to ensure that elections are credible and fully owned nationally, that there is awareness of elections being part of a broader democratic governance framework, and that elections provide a vital means to safeguard human rights, exercise choice and express opinions. To advance these goals, UNDP helps countries acquire the necessary skills to organize elections that are both credible and enjoy the confidence of electoral stakeholders.

In the case of Suriname, following the request for assistance by the MoHA and OKB, the United Nations deployed an electoral needs assessment mission (NAM) from the 19-28 March of 2014³. The NAM concluded in its report that the main form of the UN's electoral assistance should be delivered through the UNDP and that support should be provided to the MoHA and OKB during the pre-election period, election day and post-election phases. In particular, it was recommended that the electoral support focuses on advocacy, support to voter awareness and voter education, operational and technical support to the OKB, women's electoral and political participation and lessons learning and post-election review. This project document includes all these areas of support:

- Voter Awareness and Voter Education: UNDP's electoral assistance aims to expand democratic participation, particularly among women and other under-represented segments of society. UNDP's effort include awareness-raising to highlight the rights and responsibilities of citizens in an electoral process and, more broadly, in functioning democratic society. UNDP's support to voter education may be embraced within support to the electoral institutions; be done independently through civil society organizations; or be a mix of both. In the case of Suriname, UNDP will be providing support to the MoHA in the area of increasing voter awareness in general, but specifically target indigenous voters (in local languages), youth (first time voters), and women. Although the support will be directed to the MoHA, since civil society organizations have not traditionally had a role in voter education or domestic observation in the country, the project will seek the collaboration with those organizations working with indigenous peoples, Maroon populations, women and youth in order to ensure that voter information and education campaigns and materials are produced in an appropriate format and language to reach these target groups.
- Operational and Technical Assistance to the OKB: Central to the credibility of the electoral process in Suriname is the observation and certification role performed by the OKB. The NAM has revealed

³ As per UN policy, any UN electoral assistance should be based on the recommendations of a UN needs assessment mission.

that the critical functions of the OKB are hampered by its modest financial and human resources and is therefore in need of support if it is to adequately fulfil its mandate. Therefore, UNDP will provide support and advice to the OKB in several areas, including operational planning, procedures and trainings, internal rules and regulations, public outreach and the auditing of the voter registry in order to ensure that the institution has the capacity to implement its mandate. In this regard, the project will support the plans of the OKB to check the voter list (twice in non-election period; once after the announcement of the date for the election, and once at the end of the checking/appealing period). The project will also support the OKB operations to include greater pre-election day monitoring of media, political party campaigning and distribution of the voter cards as well as elections day monitoring.

Women's electoral and political participation: Women's involvement in electoral and political processes refers to a broader range of actions than simply voting. United Nations international human rights instruments affirm that women are entitled to enjoy all rights and freedoms on the same basis as men. Women's equal participation is therefore essential to the conduct of democratic elections. At the practical level, an election fails to comply with international obligations and standards unless the opportunity for full and equal participation by women is provided. For elections to be truly free and fair, women must have the same opportunities as men to participate in all aspects of the electoral process. Women should have an equal chance to serve at all levels within local and national election management bodies. Women should be engaged on an equal basis as election monitors or observers. Women should be able to participate fully in all aspects of political party operations. Women candidates and issues of special concern to women should be given fair and equal treatment in the media. Focusing on areas of the greatest potential impact can help ensure that women's participation in the electoral process is more than a pro forma exercise, and that free and fair elections fulfil their potential for contributing to the advancement of women4. Through this project, UNDP would support women's participation politics in Suriname through several areas: advocacy support via NGO's support for womenfocused voter education; advice on special measures that may include options for candidate list registration and official ballot design (to include photographs of all candidates); technical assistance to women's groups and parliamentarians to promote women running for office; provide gender training to the electoral institutions and political party leaders and party members; host an

In the area of electoral assistance, the UN system is now guided by the recent adoption of at least two documents specific to electoral assistance: 1) Policy Directive Principles and Types of Electoral Assistance (2012) which not only highlights the importance of "the participation and representation of traditionally marginalized groups, in particular women and minorities", but suggests that assistance will include measures "specific to electoral events, temporary special measures, and longer term programs"; 2) Promoting women's electoral and political participation through UN electoral assistance (2013) which provides clear strategies and entry points for gender mainstreaming in electoral assistance (see section 2.1.c on the range of interventions).

interactive website to promote women in politics and support media training to ensure a fair representation and access of female politicians in the media.

• Lessons learning, advocacy and post-elections review: UNDP uses the electoral cycle approach in its electoral assistance and centres on longer term support focusing on providing better opportunities to address in more sustainable ways, issues of capacity development; institutional strengthening; participation of women, minorities, indigenous peoples and other disadvantaged groups; electoral reform, among others. This strategy does not preclude short-term specific assistance that is connected to other electoral processes and to broader democratic governance agendas in the country. Essential to this approach, is the idea that post-elections review and lessons learning is an excellent moment to review and learn from the events in the elections period and start planning for longer term interventions that advances democratic governance in the country. In this context, the current project shall include support to undertake post-election activities. This will secure further improvements in the coordination of the overall election administration and the work of the OKB as well as enhance election management ahead of the following cycle of elections. In this regard, the project advocates for electoral reforms, where and when appropriate, to improve the reality and perception of credible elections in Suriname.

III. MANAGEMENT ARRANGEMENTS

This electoral project will be directly executed by UNDP (DIM modality), which is the default implementation modality for electoral assistance projects. This means that UNDP will have full responsibility to ensure accountability, transparency, timely implementation, management and achievement of results. UNDP will however execute the project in consultation, with the Ministry of Home Affairs and the Independent Electoral Bureau (OKB).

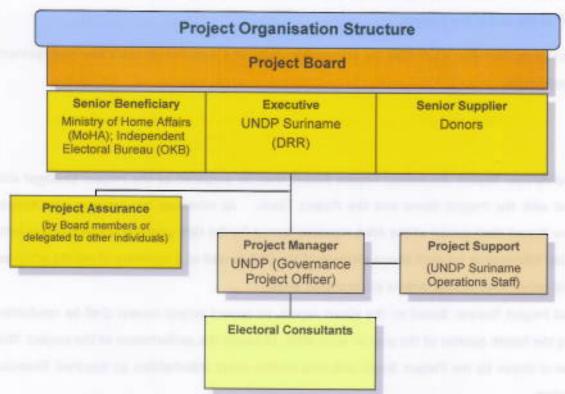
Under the project, a Project Manager will be appointed to see to the day to day execution of the project. A Project Board will be instituted to oversee the project and provide strategic direction to the activities included. The Project Board will be responsible for the achievement of the results expected from the project. The Project Board is responsible for taking (by consensus) management decisions for the strategic direction of the project when guidance is required by the Project Manager. In addition the Project Board is responsible for monitoring the effective management of project funds.

The specific functions of the Project Board include:

 Provide overall guidance and direction to the project, ensuring it remains within specified constraints;

- ✓ Address project issues as raised by the Project Manager;
- Provide guidance and agree on possible countermeasures/management actions to address specific risks;
- Conduct regular meetings to review the Project Quarterly Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- Review and approve the final project report, make recommendations for follow-on actions;
- Assess and decide on project changes through revisions

The project will be coordinated by the UNDP Programme Officer for Governance who will oversee implementation and will be responsible for the day-to-day management and decision making for the project, as well as ensuring that the project produces the results specified in the project document to the required standard of quality and within the specified constraints of time and cost.



Currently, UNDP has secured the amount of USD 35,000 from its resources for this project. Discussions are ongoing for additional funding from the Suriname Government and other development partners. Each bi/multi-lateral donor shall be represented on the project board.

IV. MONITORING FRAMEWORK AND EVALUATION

In accordance with the UNDP programming policies and procedures, the project will be monitored through the following:

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the project manager (Governance Officer)
 to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board using the standard report format available.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Evaluation

- Annual Review Report. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Project Team. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- Annual Project Review. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project. This review is driven by the Project Board and may involve other stakeholders as required. Financial Reporting

V. LEGAL CONTEXT

Consistent with the above Supplemental Provisions, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

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RESULTS AND RESOURCES FRAMEWORK

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-	Activities 2014/2015	Quarter 2014	rter	200	4		Quarter 2015	ter 15		Budget USD	Funding Source
	Preparatory Activities	1	2	m	4	1	2	60	4	100000	
	Agreement with MoHA on the proposed actions as included in the NAM Report		×								
	Resource Mobilisation (in country/regional/global)		×	×	×	×	×	×	×		
50.70	Set up/hosting of a Women in Politics website					×				5,000	
11111	Implementation										
-	Assistance to the OKB										
100	Support with checking of the voters list		×		×	×	×			10,000	
10.75	Updating the observers manual			×						10,000	
F17557	Training of OKB observers				×	×				20,000	
100	Public outreach on the role/function of OKB					×				10,000	
	Assistance to the Ministry of Home Affairs										
100000	Capacity building Election officials			×	×					20,000	
	Preparation of voter education kits (includes material to educate and inform the general public but more specifically those living in the interior).			×	×					20,000	
1000	Translation of all materials (for the interior)				×					7,500	
	Training persons tasked with conducting the civic education sessions along the coastal areas and in the hinterland (using the voter education kits)				×	-				000 00	

Outreach campaign (airing videos/radio programmes/newspaper articles/online material/use of text messaging services etc.	Society	Support organization of election debates X X	Support women-focused voter education X X	Gender training for political leaders X	Provide podium for female policians/women/female members of political parties so the public can become familiar with them	Training for journalists (elections related) X X	Evaluation excercises with OKB/Ministry/CS	Design and printing of knowledge products	agreement UNDP/MoHA on multi	Design and approval of UNDP Good Governance programme (based on post elections outcome&environment)	
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Intended Outcome as stated in the Country Pr

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

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Applicable Key Result Area (Strategic Plan):

Output 2.1. Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and Outcome 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance representation, including for peaceful transitions

Partnership Strategy

Project title and ID (ATLAS Award ID):			
INTENDED OUTPUTS	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
Output 1 – Technical Support to the MoHA Baseline: The Ministry of Home Affairs, as the main organizing entity of the Elections in Suriname, has requested capacity strengthening sessions for its staff so they are better able to carry out the election planning functions. The MoHA has also requested assistance related to voter education Indicators: - Capacity strengthening	Supporting the MoHA A. Capacity Strengthening MoHA officials Draft and agree on ToR for training sessions Hire Trainers Conduct training sessions	MOHA/UNDP	71300 Local Consultants 71400 Contractual Services – Individual 72300 Materials & Goods 72500 Supplies 71600 Travel (interior)

	71300 Local Consultants 71400 Contractual Services – Individual 72300 Materials & Goods 72500 Supplies 71600 Travel (interior)
	OKB/UNDP
Voters Education campaign Design of voter education strategy Voter education materials and voter education kits produced Voter education campaign launched and carried out along the coastal area and in the interior (specifically taking into account: women, youth and indigenous and maroons) Training personnel to deliver civic education sessions (based on the voter education kit)	2. Operational and Technical assistance to the OKB - Draft and agree on the various ToRs (updating observer manual and training for observers) - Hire consultants for the 2 abovementioned tasks
sessions conducted for the Electoral Management Team of MoHA - Reports of training sessions - Design and roll-out of voter education campaign	Output 2 – Operational and Technical Support to the OKB Baseline: While the OKB is tasked with observation of the elections and certification of the outcome, the Bureau itself is in need of institutional strengthening in order to perform its mandated tasks successfully. Indicators: Assistance to update the Elections Observers Manual Election observer training for the approximately 700 OKB members and observers

	71300 Local Consultants 71400 Contractual Services – Individual 75700 Workshops		71300 Local Consultants 71400 Contractual
	Parliament/MoHA/UN		
	Women's participation - Design of voter education materials specifically taking into account women - Support for round-table sharing sessions between women of political parties and other women (in academia, private sector etc) - Support for specific programming (television) to enable society to get to know the female candidates		4. Post Electoral Strengthening Post Electoral feedback/evaluation
OKB to enable the bureau to check the voters list at least 3 times	Output 3 – Increase the participation of women Baseline: While women are active within political parties in Suriname, there are very few women who are seated on the boards of their political parties. Women are also not visible on the electionable positions on the ballot and this is one of the reasons Suriname has seen a steadily declining number of female parliamentarians.	Indicators: - Support provided for women-focused voter education - Technical assistance provided to promote women running for office cender training provided to the electoral institutions and political party leaders and party members	Output 4 - Post electoral strengthening

of these p (multi-gislative,	
esssions with the MoHA/ OKB and other stakeholders - Based on the outcome of these sessions design of a roadmap (multi-year prodoc) indicating gaps and actions to be taken (legislative, institutional)	
Baseline: The need for continuous strengthening of the electoral system has been widely acknowledged, and continued discussions and/or actions on further improvements will need to be undertaken in the post-electoral period to learn from the experiences of previous elections Indicators: Reports from multi-stakeholder evaluation/feedback sessions	

VII. ANNEX 1: RISK ANALYSIS

The following are potential risks associated with the implementation of the project:

#	Description	Category	Impact and Probability	Countermeasures / Management response	Owner	Author	Date Identified	Last Update	Status
ee	Full funding for the project is not available	Financial	High Medium	Potential donors to the project have been identified in the inception phase; if anticipated funding falls short, activities will be scaled back by the Steering Committee.	Steering Committe e	Program me Develope r	Program me Inception		
2	Programme start- up takes longer than planned, due to difficulties in securing the appropriate expertise and funding	Operational	Medium	Since there are some activities that are more time sensitive and closely tied to the elections calendar, project team should prioritize activities accordingly	Program me Assurance	Program me Develope r	Program me Inception		
A CONTRACTOR OF THE PROPERTY O	Political circumstances in the country make it difficult or impossible to implement planned activities	Political	High Low	Activities envisaged have been recommended based on a NAM; but due to some changes in government some activities may need to be revised accordingly. However, unforeseen political changes may always occur and must be dealt with as they arise; the project will work closely with UNDPA to address political constraints.	RC; Program me Manager; Program me Assurance ; UNDPA	Program me Develope r	Program me Inception		