



**GEF-6 REQUEST FOR (select focal area) ENABLING ACTIVITY**  
**PROPOSAL FOR FUNDING UNDER THE GEF Trust Fund**

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**PART I: PROJECT IDENTIFIERS**

Project Title:	Minamata Initial Assessment for Suriname		
Country(ies):	Suriname	GEF Project ID: <sup>1</sup>	
GEF Agency(ies):	UNDP (select)	GEF Agency Project ID:	5809
Other Executing Partner(s):		Submission Date:	12/7/2015
GEF Focal Area (s):	Chemicals and Wastes	Project Duration (Months)	24
Type of Report:	(select) Minamata Initial Assessment	Expected Report Submission to Convention	May 2018

**A. PROJECT FRAMEWORK\***

**Project Objective: Undertake a Initial Mercury Assessment to identify the national mercury challenges and the extent to which legal, policy and regulatory framework will enable Suriname to implement future obligations under the Minamata Convention**

Project Component	Project Outcomes	Project Outputs	(in \$)	
			GEF Project Financing	Confirmed Co-financing <sup>2</sup>
1. Enabling environment for decision-making on the ratification of Minamata established.	1.1 National decision making structure on Mercury operational	1.1.1 National Mercury Coordination/consultation Mechanism established in Suriname.	50,000	
	1.2 Policy and regulatory framework, and institutional and capacity needs in regard to the implementation of Convention provisions assessed.	1.2.1 Assessment report prepared on the existing and required policy and regulatory framework as well as institutional capacity to implement the Convention for Suriname (incl. overview of existing barriers).		
	1.3 Awareness raised on the environmental and health impacts of Mercury (Hg) in Suriname.	1.3.1 Hg awareness raising activities conducted in Suriname targeting decision makers and population groups at risk.		
	1.4 Importance of Hg priority interventions at national level raised through mainstreaming in relevant policies/plans.	1.4.1 National Hg priority interventions mainstreamed in national policies/plans.		
2. National Mercury Profile and Mercury Initial Assessment Report development	2.1 National capacity built to undertake Mercury inventories.	2.1.1 Capacity building and training conducted in Suriname to commence the Mercury inventory.	115,000	

<sup>1</sup> Project ID number will be assigned by GEFSEC and to be entered by Agency in subsequent document submission.

<sup>2</sup> Co-financing for enabling activity is encouraged but not required.



**C. GEF FINANCING RESOURCES REQUESTED BY AGENCY, COUNTRY AND PROGRAMMING OF FUNDS**

GEF Agency	Trust Fund	Country/ Regional/ Global	Focal Area	Programming of Funds	(in \$)		
					GEF Project Financing (a)	Agency Fee (b) <sup>b)</sup>	Total (c)=a+b
UNDP	GEFTF	Suriname	Chemicals and Wastes	Mercury	200,000	19,000	219,000
(select)	(select)		(select)	(select as applicable)			0
(select)	(select)		(select)	(select as applicable)			0
(select)	(select)		(select)	(select as applicable)			0
(select)	(select)		(select)	(select as applicable)			0
<b>Total GEF Resources</b>					200,000	19,000	219,000

a) Refer to the [Fee Policy for GEF Partner Agencies](#)

**PART II: ENABLING ACTIVITY JUSTIFICATION**

**A. ENABLING ACTIVITY BACKGROUND AND CONTEXT**

(Provide brief information about projects implemented since a country became party to the convention and results achieved):

Although Suriname hasn't signed the Minamata Convention, the country is taking meaningful steps towards becoming a party to the Convention, considering its experience and commitment to the other 30 multilateral environmental agreements (MEAs) of which Suriname is part of. Currently, Suriname is undertaking a series of national consultations and developing a policy roadmap that will support the national Government in the accession process, and it is actively following the Intergovernmental Negotiating Committee on Mercury.

On the institutional side, key institutions such as the National Institute for Environment and Development (NIMOS), the Geological Mining Service Division of the Ministry of Natural Resources, and the Presidential Commission to Regulate the Gold Sector, although suffering from limited resources as well as a lack of technically qualified personnel, trying their best to undertake coordinated action with regards to the mercury issues in Suriname, specifically the use of mercury in the mining sector, which is considered to be a major source of mercury emissions and releases in the country. Other stakeholders include: research institutes and NGOs providing funding for awareness programs, NGOs implement awareness programs, private sector, community based organization and communities in the gold mining areas.

Suriname lacks an integrated framework on environmental legislation. The existence of challenges on the mercury-related issues in the country is acknowledged, but a deeper analysis must be undertaken to understand the degree of emissions, releases and their impacts, as well as alternatives that can meet Suriname's needs.

Moreover, mining is an important sector of Suriname's economy and has grown significantly over the last decade (especially gold mining), contributing an estimated 1.62 billion USD in 2012 versus 34 million USD in 2000. In 2011, small-scale gold mining was believed to provide 20,000 direct jobs as well as a significant number of indirect jobs in subsidiary services. Small-to-medium scale gold mining is mostly illegal in nature. The small-to-medium scale gold mining sector uses mercury to bind the gold for easy handling. This so called "gold-mercury amalgam" is burned in the open to separate the mercury from the gold. This gold is then sold to official gold buyers and the numerous jewelry shops in town where it is further purified, frequently with the use of mercury. There are public health concerns on the mercury emissions from this sector and a few initiatives have been taken to address these concerns.

For example, prior to making a decision on whether or not to ratify the Minamata Convention, in 2014 the Government of Suriname, through the NIMOS, conducted a preliminary assessment of the impacts of the Convention related to the current policy and institutional framework, as well as technical and human capacity in the country. Through a participative approach, relevant stakeholders were divided into two groups, namely "mercury-regulating institutions" and "mercury users/handlers", which were identified to be involved. Most of the 80 identified stakeholders indicated that the use of mercury has to be banned in a phased manner in Suriname and that the Government of Suriname should ratify the Minamata Convention in line with the national priorities and needs.

Efforts have also been taken by the Government to regulate the small-to-medium scale gold mining sector. In December 2010, the Commission to Regulate the Gold Sector (OGS) was created by Presidential Decree. Its mandate includes restoring Government presence and control. The OGS initiated a number of schools on mining, but it acknowledges that this has not been a success so far due to a lack of capacity and expertise.

Furthermore, the Government is seeking out ways in updating and/or creating the legal and institutional framework to regulate the sector and the devastating environmental impacts cited in several studies. These studies, which have been carried out over the past years on mercury releases, contamination, freshwater quality and human health in the hinterland, provide data on ecological and health impacts. In this sense, undertaking an Assessment on the currently situation of Mercury-related issues (including top-down inventories) in the country is essential to guide the decision-making process, as well as to assure that the best information is made available to the stakeholders involved in the accession process to the Minamata Convention.

Finally, there are no mandatory environmental and social impact assessments (ESIAs) for mines - only voluntary general guidelines for ESIAs and guidelines for the mining sector. To date only large scale gold mining companies have conducted ESIAs voluntarily, but these companies are mining without the use of mercury, however, mercury can still be released in the production process. No legislation/regulation exists in relation to emission standards in the mining industry either. It is anticipated that the existing Mining Act needs to be updated as it dates back to the Mining Decree E-58 of 1986.

This proposed MIA Enabling Activity should enable Suriname to assess the current situation pertaining to the management of Mercury and to carry out a detailed assessment of the impacts of the Minamata Convention.

**B. ENABLING ACTIVITY GOALS, OBJECTIVES, AND**

**ACTIVITIES** (The proposal should briefly justify and describe the project framework. Identify also key stakeholders involved in the project including the private sector, civil society organizations, local and indigenous communities, and their respective roles, as applicable. Describe also how the gender equality and women’s empowerment are considered in project design and implementation):

The proposed EA and the project framework, including envisaged activities, are entirely in line with the GEF Initial Guidelines for Enabling Activities for the Minamata Convention on Mercury (GEF/C.45/Inf.05).

**Project Objective:** the project’s objective is to undertake a Mercury Initial Assessment to enable the Government to determine the national requirements and needs for the ratification of the Minamata Convention and establish a sound foundation to undertake future work towards the implementation of the Convention.

**Project Goals:** the project will achieve its objective by reaching 4 goals as specified in the GEF guidelines (GEF/C.45/Inf.05 paragraph 19), as well as a fifth goal on mainstreaming, as follows:

1. Undertake an assessment of legislation and policies in regard to the implementation of Convention provisions of

- Article 3;
- Article 5;
- Article 7 (including legislation and policy to cover formalization, worker health and safety);
- Article 8 (specifically in regard to relevant national air pollution/emission standards and regulations);
- Article 9 (specifically in regard to the ability to identify and categorize sources of releases).

The policy and legislative assessment will be undertaken through a review of existing legislation on chemicals management and identification of the gaps prevalent in association to issues of mercury. In addition the legislation review will assess the necessary steps for the establishment of a National Mercury Coordination/Consultation Mechanism.

2. Undertake an initial assessment of Mercury in the following categories:

- Stocks of mercury and/or mercury compounds and import and export procedures including an assessment of the storage conditions;
- Supply of mercury, including sources, recycling activities and quantities;
- Sectors that use mercury and the amount per year, including manufacturing processes, ASGM and mercury added products;
- Trade in mercury and mercury containing compounds

3. Identify:

- Emission sources of mercury;
- Release sources of mercury to land and water .

4. Identify key stakeholders involved in the project, and also that are either directly influenced or play an important role in managing the obligations of the conventions : Assessing institutional and capacity needs to implement the Convention.

Ministry of Natural Resources: the Ministry of Natural Resources, its Geological Mining Division (GMD) has the responsibility for the sound management and use of natural resources that also issues ASGM mining licenses.

Presidential Commission to Regulate the Gold Sector: was established by the government in 2010. OGS is leading the reform effort to develop sustainable and environmentally responsible gold mining practices and transform informal small-scale gold mining into a viable sub-sector of the mining and national economy of Suriname.

Ministry of Finance (MIMFIN): Responsible for obtaining and allocating resources necessary for state institutions, in accordance with the priorities of the public policy. Especially in the area of customs, it is related to establish regulation, controls, monitoring of all imports and exports of different products.

Ministry of Health (MV): The Ministry of Health is responsible for the development and implementation of health policies and assumes responsibilities related to monitoring, control, regulation and standardization. In addition, the Ministry of Health registers medical devices and monitors companies that import, manufacture, distribute and / or store medical equipment and devices.

Ministry of Trade & Industry (MinHI): responsible to regulate the local and international trade/business. In this respect, the MinHI issues permits to import and export merchandise, among others, mercury, as well permits to establish gold and silver smiths. Based on the Decree Negative List, it regulates import and export of goods.

Ministry of Justice & Police: responsible for tracking illegally obtained mercury in case this goes out of sight of Customs.

The Foreign Currency Committee: issues the permits to export gold.

Indigenous and Maroon tribes: There are several indigenous and maroon tribes living in the interior of Suriname - including Trio, Wayana, Arowak, Caraib, Saramaccan, Aucaan, Matuarier, Paramacca, Kwinti and Aluku People – that are dependent on natural resources contaminated with Mercury, for their livelihoods.

Private Sector: The jewelry sector purchases gold from ASGM miners and purifies those in their furnaces, thereby emitting methyl-mercury. Some of the ASGM groups are organized in foundations and associations and are important stakeholders to be reached out, however, the majority of miners are not organized.

Research Institutes: The Anton de Kom University of Suriname, through its institutes such as the NZC (Nationale Zoologische Collectie), the CMO (Centrum voor Milieu Onderzoek) and the CELOS (Centrum voor Landbouwkundig Onderzoek in Suriname) have conducted research and projects on the fate of mercury.

In this assessment, the role and influence of other stakeholders not identified at the moment will also be included, such as: other research institutes, NGOS, CBOs, private sector, community level organizations. An important aspect to look at is how the coordination and decision making body will consider feedback and concerns of different stakeholders in the decision making process.

5. Determine the coordination and decision making systems needed to mainstream the national priorities on mercury in national plans and policies:

The institutional capacity gaps identified and the findings of the legislation and policy review will be used to formulate a number of priority actions, which will be included in the Mercury Initial Assessment Report. Proposed actions will be discussed and agreed upon among the key stakeholders mentioned above, through several rounds of discussions.

Based on the legal and institutional framework the most optimal coordination and decision making system will be determined through coordination with identified stakeholders of which most were initially indicated in the Item 3 above.

- Identify national mercury priorities;
- Assess opportunities for mainstreaming Hg priorities;
- Mainstream Hg priority interventions in relevant policies/plans.

**Gender Dimensions**

Generally, two groups are more sensitive to the effects of mercury. Fetuses and people who are regularly exposed (chronic exposure) to high levels of mercury (such as populations that rely on subsistence fishing or people who are occupationally exposed). As Mercury is passed on from mother to child, and fetuses and children are most susceptible to developmental effects due to mercury.

The MIA will pay particular attention to assessing national capacity to keep such risk groups safe. Recommendations on how to improve gender dimensions and gender mainstreaming related to Mercury, and priorities actions in this area will be highlighted in the MIA report.

**C. DESCRIBE THE ENABLING ACTIVITY AND INSTITUTIONAL FRAMEWORK FOR PROJECT**

**IMPLEMENTATION** (discuss the work intended to be undertaken and the output expected from each activity as outlined in Table A ).

The project will be implemented through National Implementation Modality (NIM) with the NIMOS as the execution agency. The NISMO coordinates the work on the Environment (including Chemical Management), through the established Inter Ministerial Advisory Committee (IMAC), which includes relevant ministry bodies and representatives of civil society and private sector. The proposed EA project has been organized into two components with their outcomes, as follows:

**1. Enabling environment for decision-making on the ratification of Minamata.**

1.1 Establishing a national decision making structure on Mercury

Making use of current and future mechanisms, such as the IMAC, a national decision-making structure on Mercury (“Mercury Coordination/Consultation Mechanism -MCM”) will be established in line with national capacities and existing structures and practices present in the project countries and where feasible will build/expand on similar structures established in support of other chemicals-related MEAs. The assessment discussed below will create the right set up for a coordinating and decision-making body.

1.2 Conducting an assessment of the policy and regulatory framework and institutional capacity needs in regard to the implementation of the Convention’s provisions.

The work will begin with a review of the structures, institutions and policies and regulations already in place:

- Legislation on the governance of chemicals in general and the capacities of the key institutions will be the initial focus.
- Review of existing legislation, identification of gaps for meeting the Minamata Convention requirements and initial technical input on proposed amendments.
- Roles of other ministries and institutions related to the key sectors where mercury inventory establishes the presence of mercury use, emissions and/or releases are to be analyzed. Capacities of these institutions will be reviewed and the gaps for comprehensive management of mercury issues will be identified.

Barriers that would hinder or prevent implementation of the Convention will be identified. Some barriers that will be considered looked include:

- Weak institutional communication and coordination;
- Insufficient monitoring and enforcement capacity;
- High level of illegal mining activity;
- Weak legislative and planning framework for mining;



- Insufficient understanding of the economic, environmental and social costs and benefits of uncontrolled mining and alternative land uses;
- Insufficient knowledge on environmental responsible gold mining techniques and lack of incentives of change;
- Lack of widespread education among miners, communities and general public, especially on health issues;
- Limited stakeholder organization and collaboration at the community level;
- Insufficient political will for ratification and change due to economic interests.

Upon the identification of capacity/regulatory gaps, and considering the barriers (in relation to the Convention's obligations), these will be discussed and reviewed by the "MCM". The results of these discussions will set the course of work under component 2 of this proposal, in particular to the development of the MIA Report.

1.3 Raising awareness on the environmental and health impacts of Mercury.

Targeted information awareness activities will be supported on the risks of Mercury and mercury-associated impact on human health and the environment. Awareness raising with target decision makers, the general public and population groups at risk.

A stakeholder mapping exercise will be performed to discuss the different profiles, relationships, concerns and expectations that need to be addressed in the awareness raising program. This will help determining the type and content of the mercury awareness programs that considers governmental policy objectives under the Minamata Convention.

1.4 Mainstreaming Hg priorities into national policies/plans.

The mainstreaming exercise will be led and supported by the interim ministerial coordination committee with the objective to include mercury priorities into national policies and development plans. The mainstreaming exercise will also include a socio-economic study on the effects of mercury and alternatives in ASGM and the relevant sectors that were identified in the inventory, which can help inform priority setting for this sector and support decision making to facilitate the mainstreaming of selected priorities.

**2. Development of the National Mercury Profile and Mercury Initial Assessment Report.**

2.1 Building national capacity to under the Mercury Inventory.

National capacity to undertake the Mercury Inventory will be built through training, which will be conducted and facilitated by the project's international technical advisor. Training will be provided on data collection methodologies, reliability, credibility, data analysis, etc.

Training will be targeted towards a group of national technical experts who will conduct and develop the National Mercury Profile. Training will also be targeted towards key government representatives who make up the MCM and who need sufficient knowledge about conducting a Mercury Inventory to be able to review it and comment on it.

### 2.2 Conducting the Mercury Inventory and prepare the National Mercury Profile.

The inventory will make use of the UNEP "Toolkit for identification and quantification of mercury releases" , which is intended to assist countries to develop a national mercury releases inventory. It provides a standardized methodology and accompanying database enabling the development of consistent national and regional mercury inventories.

Throughout the data collection, analysis and preparation of the Mercury Inventory, the national expert team will be guided by an international technical advisor.

The inventory will review all the relevant sectors which make up the UNEP Inventory Level 2. This inventory will also include:

- Identification and assessment of the amounts of emission sources of mercury and release sources of mercury to land and water.
- Identification of old, historical sources of mercury contamination (such as abandoned mining sites).
- Identification of key sectors, municipalities, communities and other stakeholders affected by or involved with important Mercury sources and/or emissions.

After completion of the data gathering stage, a National Mercury Profile, including significant sources of emissions and releases, as well as inventories of mercury and mercury compounds, will be prepared for review, approval and adoption during a national stakeholder workshop.

### 2.3 Preparing the National MIA Report

Following the finalization of the project activities as envisaged under component 1 (1.1 – 1.4) as well as completion of the project activities 2.1 and 2.2 (see above), the national project team will prepare a National MIA Report.

The National MIA Report will provide information on the following key areas, which will enable the government to make a decision on ratifying the Convention:

	<ul style="list-style-type: none"> <li>- Structures, institutions, legislation already available to implement the Convention.</li> <li>- Identification of barriers that would hinder or prevent implementation of the Convention.</li> <li>- Summary of the results from the Mercury Profile.</li> <li>- Identification of technical and financial needs for implementation of the Convention, including resources from the GEF, national sources, bilateral sources, the private sector and others integrated into a National Action Plan.</li> </ul> <p>Expert teams will draft proposals for actions to be included in the Mercury Initial Assessment Report on how to address the pertinent gaps and barriers. These proposals will also include an overview of the costs to the Government in meeting its obligations under the Minamata Convention. After the development of the draft National Mercury Profile and MIA Report these will be prepared for review, approval and adoption during a national stakeholder workshop.</p>
<p><b>D. DESCRIBE, IF POSSIBLE, THE EXPECTED <u>COST-EFFECTIVENESS</u> OF THE PROJECT:</b></p>	<p>The cost-effectiveness of the project will be assured through the management of the project with synergies from other POPs- and chemicals-related projects in Suriname. The project will involve national experts as much as possible to facilitate the collection of accurate information and to establish a high-responsiveness of the project to keep a steady momentum in project implementation with an international technical advisor providing succinct, specific input where local expertise gaps exist. Information dissemination with the general public and specific local communities will be more effective through integrating the work through existing activities</p>
<p><b>E. DESCRIBE THE BUDGETED M&amp;E PLAN:</b></p>	<p>Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the UNDP Country Office (UNDP-CO) with support from the UNDP/MPU Chemicals team. This will be done through project implementation reviews, quarterly review reports and a final evaluation (the latter conducted at least 3 months before project closure).</p>
<p><b>F. EXPLAIN THE DEVIATIONS FROM TYPICAL COST RANGES (WHERE APPLICABLE):</b></p>	<p>Not applicable.</p>

**PART III: APPROVAL/ENDORSEMENT BY GEF OPERATIONAL FOCAL POINT(S) AND GEF AGENCY(IES)**

**A. RECORD OF ENDORSEMENT OF GEF OPERATIONAL FOCAL POINT(S) ON BEHALF OF THE GOVERNMENT(S):**  
(Please attach the [\*Operational Focal Point endorsement letter\(s\)\*](#) with this template).

NAME	POSITION	MINISTRY	DATE (Month, day, year)
Ms. Ellen Naarendorp	Permanent Secretary	FOREIGN AFFAIRS	August 28 <sup>th</sup> , 2015
Mr. Cedric Nelom	Acting Director of the NIMOS	OFFICE OF THE PRESIDENT OF THE REPUBLIC OF SURINAME	August 28 <sup>th</sup> , 2015

## B. CONVENTION PARTICIPATION

CONVENTION	DATE OF RATIFICATION/ ACCESSION (mm/dd/yyyy)	NATIONAL FOCAL POINT	
UNCBD	01/12/1996	OFFICE OF THE PRESIDENT	
UNFCCC	10/14/1997	OFFICE OF THE PRESIDENT	
UNCCD	06/01/2000	OFFICE OF THE PRESIDENT	
STOCKHOLM CONVENTION	09/20/2011	OFFICE OF THE PRESIDENT	
	DATE SIGNED (MM/DD/YYYY)	NATIONAL FOCAL POINT	DATE OF NOTIFICATION UNDER ARTICLE 7 TO THE MINAMATA CONVENTION SECRETARIAT
MINAMATA CONVENTION			

## C. GEF AGENCY(IES) CERTIFICATION

This request has been prepared in accordance with GEF policies <sup>4</sup> and procedures and meets the standards of the GEF Project Review Criteria for (select) Enabling Activity approval in GEF 6.					
Agency Coordinator, Agency name	Signature	Date (Month, day, year)	Project Contact Person	Telephone	E-mail Address
Adriana Dinu, GEF Executive Coordinator, UNDP		12/07/2015	Mr. Jacques Van Engel, Director, UNDP MPU/Chemicals	212-906- 5782	jacques.van.engel@undp.org

<sup>4</sup> GEF policies encompass all managed trust funds, namely: GEFTF, LDCF, and SCCF