

Mid-Cycle Evaluation

UNICEF

1998-2002 Amazon Programme

Suriname

Paramaribo, April 2000

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1. INTRODUCTION

1.1 Background

UNICEF's Programme activities in Suriname date back to 1985. In those early years, activities were developed on an ad hoc basis. Since 1995, there has been a shift to a more thematic integrated approach within the framework of the UN Convention on the Rights of Children. Based on UNICEF's experiences accumulated in the First Phase of the Sub-Regional Amazon Programme (1992 to 1996) the Programme's strategy was improved to meet the challenges of sustainable human development from a 'rights' rather than a 'charity' perspective.

The expansion of the Amazon Sub-Regional Programme for an additional five years, lasting between 1997 and 2001, was the direct result of UNICEF's progress made in improving the conditions of women and children in the Amazon territories during Phase One. In this First Phase, the Programme's budget was set at \$ 4.5 M for planned projects in eight territories encompassing the Amazon Basin: Brazil, Bolivia, Colombia, Ecuador, Guyana, Peru, Suriname and Venezuela. Of these eight participating countries, only Bolivia, Ecuador, Guyana and Suriname received Phase Two funding to continue the Amazon Programme. Suriname was granted US\$ 388,350 in April 1997 for activities to be implemented over a period of 2 years targeting a population of 40,000 indigenous and tribal people in the interior and 13,000 internally displaced people in poor peri-urban neighborhoods.

In 1997, Suriname joined the 1998-2002 Programme of Cooperation signed between Governments of the Eastern Caribbean Countries and UNICEF, and was as such placed in a slightly different position vis-à-vis its other partner territories in the Amazon Basin. Significant differences with the other territories are for example:

- Suriname administratively reports to UNICEF CAO Regional Office in Barbados. There is no UNICEF Office in Suriname, but consultants employed by the Barbados Office are providing technical assistance.
- The GOS/UNICEF Programme in Suriname is not familiar under the name of Amazon Sub-Regional Programme, but continues to be promoted as the Suriname Integrated Area Based Programme (SIABP). SIABP is one of the five components of the GOS/UNICEF Programme in Suriname.
- The Second Phase of the Amazon Programme in Suriname is projected to last between 1998-2002, in correspondence with the Eastern Caribbean Programme of Cooperation.

The objective of the Amazon Programme is to improve the quality of life of the children and women in the Amazon region. A framework of programmatic activities must help to ensure that women's and children's social, economic and cultural rights are guaranteed. In this context, the practical implementation of CRC and CEDAW, as well as the Lima Convention, are expected to be a red thread in UNICEF's work. The participatory approach of the Programme through intensive social mobilisation fits into UNICEF's vision for children in the 21st century where poor and children are actors in their own development.

Whereas the Amazon Programme's objective in Phase One was to improve the welfare of the Amazon region's poorest populations, focusing on vulnerable groups such as children, women and indigenous peoples, the purposes of the Phase Two Programme were changed. As a result of previous

experiences acquired and in order to overcome ethnic and gender disparities, the Phase Two purposes were adapted as follows:

- To consolidate and ensure the sustainability of the achievements made during Phase One;
- Move from a practical and ad hoc approach focused on basic needs to a more strategic and self-reliant approach, which guarantees the rights of children, women and indigenous people and which incorporates the protection of the environment.

1.2 Evaluation Objectives

The Evaluation is in keeping with a requirement within the Amazon Programme's Master Plan of Operations 1997 to 2001 and reflects UNICEF's own efforts to integrate a culture of monitoring and evaluation within its programming.

The groundwork for the Amazon Programme's second phase was set by the experiences gained during the 1992 – 1996 period. These were described in the 1998 – 2002 Master Plan for Operations. Together, they represent an innovative focus that aims to foster institutional and community capacities at all levels. This new approach – viewing local management from a 'rights' perspective – is a change from the previous approach set on satisfying basic needs.

The Evaluation will undertake a Performance Review of the UNICEF / AMAZON Programme to:

- determine the results of the different interventions undertaken in the specific context of the country;
- provide recommendations for the active inclusion of a rights and Primary Environmental Care (PEC) focus in the processes for current and proposed phases of the Amazon Programme – with special emphasis on strengthening this approach with partners and within public policies;
- assess the levels and the effects of synergies included within the Amazon Programme at both state and civil society levels: including other donor agencies and /or international agencies, local government bodies, national NGOs, community-based organisations, private sector groups, as well as special interest groups such as women's, children's, indigenous peoples' organisations;
- record and assess any resistance, and/or tensions expressed or referenced by institutions, communities, and other key actors during the implementation of the Amazon Programme;
- assess the advancements and achievements made by projects defined in the country's Master Plan of Operations.

The Focus

Four Focus themes identified for the purposes of the Evaluation by TACRO are:

- I. The Rights Perspective:** Strategies and Initiatives implemented, planned or recommended that guarantee this focus as a priority element within the Amazon Programme Cycle; and which can further inform public policy (with special reference to Child Rights, Women's Rights and Indigenous Peoples' rights).

- II. Primary Environmental Care (PEC):** The provision of basic services to meet basic human needs that are timely, of good quality and appropriate to the specific requirements of vulnerable groups such as women, children and Indigenous populations.
- IIIa) Success Stories:** The analysis of successful experiences, which can serve as models or demonstrations. Such experiences will provide for feedback into development processes and go to scale both at local and national level. Additionally, if suitable these may further offer the possibility of replication within suitable contexts within neighbouring countries in the Amazon Basin.
- IIIb) Lessons Learned:** The less successful experiences will also be documented and analysed to provide recommendations for improvements and more effective risk management in future phases of the Amazon Programme.
- IV. Way Forward:** A forward looking analysis based on recommendations arising from the Evaluation process will be supplied in order to assist UNICEF in planning future cycles for its Amazon Programme.

1.3 Evaluation Methodology

The adoption of a participatory approach will be the guiding principle and overarching methodology for carrying out the External Evaluation. It is anticipated that the participatory approach will assess the level of ownership of the Amazon Programme among UNICEF partners, while this approach will contribute to the simplicity and transparency of the evaluation.

The evaluation methodology consists of a set of techniques and activities in order to optimally assess the performance of the Programme, the level of participation and contribution of Implementers and beneficiaries, and the sustainability of the promoted development processes by using the following techniques and activities:

- a) Individual interviews. A questionnaire has been used to collect information from Implementers. The questionnaire was combined with an open interview to gather detailed information on specific projects. The One on One interviews were approximately 1½ hour each.
- b) Field visits. The purpose of the visits was to observe the results of projects and to have discussions with the partners involved about what they perceived as the main results achieved.
- c) Group-Based Workshops. Interactive workshops were held at central and local Government level, as well as at community-based level. The tools used were user-friendly and highly participatory. A total of 5 workshops took place in Suriname: one at central Government level, one at local government level and three at community level, including a workshop for children who participated in the Peer Education project. The workshop planned for UNICEF personnel was cancelled because of the absence of two (of the three) consultants. The third consultant who is the UNICEF Programme Officer participated in the workshop for the District Team (local Government officers and NGO representatives) of Marowijne.

- d) Review of key documents such as the Master Plan of Operations (MPO), Annual Planning and Evaluation Reports, Reports produced by the Amazon Programme (including reports of surveys and implemented projects), relevant unpublished material (with permission granted) and statistic reports and key documents that provided data on the situation of women and children in the country.

1.4 Team Members

The external evaluator who was contracted to carry out the Evaluation of the UNICEF Amazon Programme in Guyana and Suriname is Vanda Radzik. She was assisted in Suriname by Sheila Ketwaru-Nurmohamed. Both consultants are part-time Fund Coordinator of the CIDA-CARICOM Gender Equity Fund in their respective countries and have broad experience with Programme and project coordination and management as well as in working with various community groups, NGOs and bi-lateral and multi-lateral agencies.

1.5 Limitations

The mid-cycle review of the Amazon Programme had a few limitations.

Firstly, the relatively short time available for the evaluation limited the depth of review in the different areas where the Programme is carried out. There was also insufficient time for an in-depth evaluation of all components of the Programme and their many activities in order to identify links with SIABP. The Sector Coordinators were also not in the position to provide detailed information about all Programme activities, as they seemed not to be involved in all funded activities.

Secondly, the agenda for field visits did not work out according to plan because of gaps in the communication among District Team members and/or between the Team and UNICEF.¹ As it was not always understood that a workshop was part of the evaluation methodology, the evaluation team spent extra time reorganising meetings. Due to the organisational constraints, it was not possible to visit the Sipaliwini District, which was singled out to be reviewed for the 'Lessons Learned' experiences.

¹ In Suriname, the UNICEF Programme Officer had kindly offered his support and the support of the District Teams to make the arrangements for field visits and workshops.

2 PROGRAMME CONTEXT

The Government of Suriname has set national goals for the reduction and eventual elimination of poverty through sustained economic diversification and targeted social policies. Within this context, UNICEF supports national efforts by helping the Government to build capacity at institutional and community level in order to strengthen abilities at local level in planning, executing, and monitoring social interventions. It is recognised that the inputs of NGOs, communities and private sector play an important role and must be optimally utilised to fully achieve planned results.

Amerindian and Maroon communities in the interior of Suriname and minorities of these groups living in peri-urban areas were due to their high poverty and vulnerability identified as the main target groups of the Amazon Programme. According to the Growth Path decided for the Amazon Programme, Marowijne and Sipaliwini were the most deprived Districts in the interior (receiving attention first), while in peri-urban Paramaribo, the Sophia's Lust neighbourhood was selected as the main area to start the Programme.

2.1 Country Context²

In its short history as an independent Republic, Suriname faced many political, economic and social difficulties resulting in mass outside migration and increasing poverty, which as we know are the immediate effects of socio-economic instability. The military intervention of 1980, poor governance and rapid economic decline led to high social unrest eventually accumulating in a civil war initiated in the interior (Marowijne). The war lasted from 1987 to 1992 and entirely destroyed the interior's infrastructure: complete villages were wiped out, schools, health clinics, road and communication infrastructures, etc. The local communities were displaced and settled in Paramaribo and French Guiana.

Excessive migration since the 70s cumulated in a great loss of skilled and experienced people, hampering the effectivity of government and civil society. Shortage of qualified labour is, apart from outside migration, also caused by increased school drop-out. The negative impact of these trends on the economy are tremendous, and are intensified by global economic changes and crises. Loss of preferential markets and the 1997 Asian crisis hit vital commodity markets of Suriname, resulting in declined export incomes. This had serious repercussions for expenditures in the social sectors.

The introduction of a Structural Adjustment Programme (SAP) in 1993 by the democratically elected new Government, considerably increased urban and rural impoverishment in Suriname and the country still has the highest inflation rate in the Caribbean region with a black market currency exchange rate of approximately SFL 1500 to 1 USD since the second half of 1999.³ GDP growth rate dropped from 5.4 in 1995 to 1.0 in 1999 and although per capita GDP increased from US\$ 1,169 to US\$ 1,298, the unfavourable economic situation had considerable consequences for the health and education sectors, and for the productive sector.⁴

² Quantitative and qualitative data covering the past five years were abstracted from the UNIFEM Situation Analysis of Women in Suriname, Draft Report 1999, by Sheila Ketwaru-Nurmohamed.

³ According to the General Bureau of Statistics, the inflation increase was about 160% in September 1999. Suriname's currency is Florin.

⁴ Suriname National Planning Office (August 1999).

Poor national data management systems make it difficult to properly measure how declining productivity affected people's quality of life and their health. It is estimated though that around 60% of Suriname's population lives below the poverty line. In spite of the vulnerability of the majority of the population, no effective measures have been secured at meso and micro levels. Suriname has no poverty reduction policy or plan. Interventions have been made mainly at macro-economic levels targeting fiscal and monetary reforms.

Interior

As a result of a combination of many factors, including the historical and geographical isolation from the mainstay of the national economy, the civil war (1986-1991) and the continued economic deterioration of Suriname, the people of Marowijne, Brokopondo, Sipaliwini and Para are faced with many problems affecting their socio-economic development. The concentration of support from various donor agencies in the interior community have definitely contributed to visible development results but the overall situation is far from satisfactory.

Due to various factors, including the replacement of families and poor infrastructure, it was not possible to maintain immunisation coverage at levels of early 80s. In 1997, statistical estimates of immunisation coverage in the Upper Suriname River Area (in Sipaliwini) were as low as 35%-45% among children <5 according to the Medical Mission. Interventions of the Amazon Programme helped to increase levels to 80%.

Infant and maternal mortality rates are estimated to be much higher in the interior than the national averages of 20.9 per 1,000 and 9.0 per 100,000 respectively. There is a high underreporting of maternal and infant mortality in general which is an indication of the very low attention paid to the physical condition and reproductive health of women. Moreover, the isolation of the interior and lack of adequate health care facilities, requiring air transportation sometimes, place women in this area at higher health risk.

Household food deteriorated due to the neglecting of agricultural production, and the high costs of food resulted in increased malnutrition. Figures seem to have declined in most recent years. Data from 's Lands Hospital, which normally registers the highest number of incidents, decreased from 102 cases in 1996 to 84 in 1997 and 72 in 1998, while up to May 1999 there were 27 cases of malnutrition registered.

The incidence of malaria significantly increased between 1992 and 1996 from 3,000 to 11,000 cases affecting all age groups, but particularly pregnant women and infants who are more vulnerable to the disease. In 1996, 14 persons were reported to have died from malaria. The cause of malaria increase is rooted in the civil war, which hindered the continuation of the Malaria Control Programme, while informal gold mining further worsened the problem. Due to successful intervention of the Medical Mission supported by multiple agencies, including UNICEF, figures declined to 7,000 in 1998, but malaria is more and more extending towards the urban area.

A growing number of children have been suffering from diarrhea and acute respiratory infections were rising. Diarrhea was an important cause of death in children <5 in the past decade in Suriname. The 1993 UNICEF Situation Analysis of Children and Women in Suriname stated that although the majority of the urban population (98%) had access to potable water, the majority (66%) of the people experienced problems with water pressure and had water only during a few hours of the day. Pipe lines were cut by people to catch water and the lines were also damaged during street work activities,

which resulted in water contamination a couple of times. Most recently, this happened in Marowijne in September 1999, resulting in severe cases of diarrhea.

There is also a rise in STDs, including HIV caused by increasing prostitution, especially among young girls, in gold mining and timber producing areas. A 1998/1999 study conducted for the Medical Mission in the interior pointed out that among Maroons 47.4% of males had had one or more experiences with STD while among women this figure was 18.6%. Among Amerindians, rates were significantly lower: about 97.9% claimed never to have had an STD.

2.1.1 Marowijne

The Marowijne District has a total population of 16,000 people. More than half of Marowijne consists of almost uninhabited areas. The rest of the district is sparsely populated with concentrations along the Cottica and Marowijne River and along the East-West Road. An estimated 46 Amerindian and Maroon villages are located in these areas. The largest concentrations are the Moengo-Wonoredjo area (7200 people, 45% of the district population), Albina with the adjacent villages (2500 people) and the Moengotapoe area (1500 people).

In terms of basic education, Marowijne is probably the largest contributor to diminishing national enrollment figures. During the civil war, the area was abandoned, schools were destroyed and a whole generation of children did not receive any formal basic education and is illiterate. Repetition and dropout rates increased, a trend attributed to the curriculum used, bearing no relevance to the local cultural and environmental circumstances. Cultural bias and the burden of work for girls, in particular with the Maroons, means that girls are less likely to go to school than boys. Boys on the contrary are more vulnerable to child labour imposed on the communities by illegal gold mining activities. Vulnerability is rising along the Marowijne River, where Maroon children without education are at risk for increasing informal gold mining, drug trafficking and crime. Many schools are still closed in this area and adequate health care delivery is lacking severely.

Low immunisation coverage and poor water and sanitation facilities as well as sanitary practices continued to threaten the lives of children. In a 1994 study malnutrition was found to be high among children in this area, affecting 17% of 278 children 0-6 year olds of which 97% was chronically malnourished. There was no recent data available for this area.

2.1.2 Sipaliwini

Sipaliwini is the largest District of the interior, covering almost 80% of Suriname's territory. The majority of the district is covered with forests and Maroons and Amerindians mainly inhabit the district. The main population concentration is in the Upper Suriname River Area, consisting of about 65 villages with a total population of 12,800 (CBS) or 24,000 (Medical Mission). Accessibility to these villages is only possible by plane or boat.

High malnutrition, mortality and morbidity rates among children and women signal low capacity within households to access basic needs. The high rates are a direct result of frequent illness and inadequate food intake. The internal war destroyed most of the medical infrastructure of the Medical Mission, a non-profit evangelical organisation acting as an umbrella for three Christian missionaries. Even though

the war is over, the rebuilding of health care services faces serious constraints due to the current economic crisis in the country.

A generation of young adults has grown up illiterate. Illiteracy is estimated much higher than 80%. A survey commissioned by UNICEF in 1997 to determine the extent of out-of-school children revealed that 61% of school-going age children were out of the school system. Other information sources indicate a high incidence of child labour, affecting particularly boys who work in illegal gold mining. Gold mining combined with large-scale logging activities are responsible for serious environmental problems and environmental related diseases in the interior. Erosion of land, mercury pollution of main water sources (rivers and creeks), dangerous deep holes that are hotbeds for malaria and disturbance of the ecological system are among the problems, which affect people's lives. Data (social indicators) on the actual situation in Sipaliwini are sadly lacking because neither the Central Bureau of Statistics nor the technical ministries or district authorities have the required work force to collect, process and analyse data.

2.1.3 Sophia's Lust

Sophia's Lust is not an interior district but a peri-urban housing scheme in Paramaribo with 2050 inhabitants of which 915 are displaced persons from the interior who left their homes due to the internal strife and settled in the outskirts of Paramaribo. Sophia's Lust has basically no Government services: no health clinic, only one primary school operates and only on an ad hoc basis, and drinking water and sanitation facilities are deplorable.

One part of the neighbourhood is inhabited by squatters, usually large female-headed households originating from the interior, who in the early 90s took possession of houses being constructed by the Government. The houses were not finished then: had no floors, rooms, doors, windows or even sanitation facilities. Under these harmful conditions the families managed to survive up to now.

The most seriously affected group are children under five years (about 175) with almost no access to health and early childhood development facilities. The next most seriously affected group are women and in particular women heads of households of which most have multiple jobs, teenage mothers, widows and the elderly.

2.2 RELEVANT GOVERNMENT POLICIES, PROGRAMS AND MECHANISMS

2.2.1 Youth

The Ministry of Social Affairs carries the responsibility for the development and implementation of Youth Policies and the implementation of the Child Rights Convention (CRC). Suriname ratified the CRC in March 1993. Until January 1998, the National Commission on Child Rights, which was installed for the period of three years, played a critical role in promoting and monitoring the implementation of CRC. The Commission also produced Suriname's first Country Report. In May 1998, the Commission was followed up by the Steering Group on Youth Policy, chaired by the Deputy Minister of Social Affairs. Under the supervision of this Steering Group a draft Youth Policy was developed by the end of 1999 based on the framework of CRC.

The policy still has to be approved by the Youth Council, which was established in November 1999. This Council consists of representatives under 18 year of all 10 Districts. A second Council for 18-35 years old was established in February 2000. Together the Councils form the National Youth Institute, which will guard the implementation of Youth Policy and which has an advisory role. According to the Deputy Minister, the Government spent about 25 million SRG (USD \$ 16,666 by an exchange rate of 1500). UNICEF partly financed the National Youth Congress, which contributed to the election of the representatives. Each District has a Youth Platform and a Platform for the 18-35 years old. The structure is democratically designed and allows youngsters from the urban, rural and interior areas to participate. The Councils were not operational by the end of March 2000.

2.2.2 Women

There is only one key national body responsible for the development and implementation of National Gender Policy, which is the National Bureau for Gender Policy (NBG). Some significant policy and programme areas of NBG are:

- Gender mainstreaming. Currently the Bureau is in the phase of developing a Gender Mainstreaming Plan of Action with support from the CIDA Gender Equity Fund.
- Develop and support a national network on domestic violence against women. The UNIFEM Country Programme supports this activity. The network has already met several times and a small study among the participants resulted in a compilation of data and information on various Government and Non-Government organisations, which are active in the field of domestic violence.
- Public education concerning the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). NBG is planning a series of popular information and educational media programs, to be broadcasted in different local languages spoken in Suriname. The purpose is to inform and educate the public on important women's/gender issues.
- Gender sensitization of the media. Educating the media on gender issues has been identified as a strategic intervention. Several initiatives have already been carried out by both the Government and by NGOs.
- Gender Data Management System. UNIFEM also supports NBG to set up a database. This is done with the assistance of the General Bureau for Statistics.
- Specifically regarding rural women and women in the interior, is the decentralisation of gender planning through the training and coaching of gender trainers in different Districts. Up to now all activities are undertaken from Paramaribo and do not contribute to the implementation of the concepts of sustainability and democracy, aside from the fact that this working procedure is costly and less effective and efficient.

In March 2000, NBG held a two days workshop with over 100 participants from the public sector and NGOs to receive their input for the formulation of a 5-year activity plan. The Beijing Platform for Action was used as the main entry point for discussions in the working groups. Amerindian and Maroon women were represented at the planning workshop and were able to add their specific priorities to the national agenda.

Suriname became a party in the 'Convention on the Elimination of all forms of Discrimination Against Women' (CEDAW) in 1993. The first country report will be submitted to the UN in 2000, covering two periods '95/'96 and '97/'98. The formulation and validation of the CEDAW Country Report was a unique combined effort of various actors such as Government and Civil Society organisations, donor agencies (CIDA GEF and UNIFEM) and technical experts.

2.2.3 Indigenous & Maroon

A top priority issue for tribal communities in Suriname is land rights and the demarcation of economic zones around villages. Debates intensified with the increasing logging and gold mining activities near and around villages, threatening the existence and future survival of the communities. The Peace Agreement signed between the Government and guerilla groups from the interior after the civil war, included an important section on the solution of the land rights problem but thereafter, the Government avoided every dialogue with the Maroon and Amerindian communities until February 2000.

The February-March negotiations resulted in a 'Raamovereenkomst' (Protocol of Agreement upon a framework of conditions) signed in the first weekend of April 2000 between the National President on the one hand and the Indigenous and a few Maroon representatives on the other hand. The Amerindian delegation signed the Protocol under reservation because they disagreed with the second clause of the Agreement, which gives the Government the authority to expropriate land from the communities in dialogue with the village leaders. The clause further mentions that compensation will be given for any damage caused. A few weeks after signing the agreement, a group of Maroon leaders publicly announced that they disagreed with the Protocol as well as with procedures followed by some of their fellow leaders who failed to inform them about and properly involve them in their decision to sign the agreement. The group announced itself against the Protocol, thereby weakening the status of the earlier agreed conditions between the National President and a significant representation of Indigenous and Maroon leaders. During writing of this review report there was no consensus or solution reached so far.

Indigenous women were since the beginning closely involved in discussions about land rights as this issue directly concerned them as food producers. A special meeting of Indigenous women held in September 1996 in Galibi Village, resulted in a Resolution demanding, among other things, land rights. In 1998 a third conference meeting of Indigenous women held in Matta Village adopted new Resolutions that included more detailed decisions on land rights, basically supporting the decisions made by the Association of Village Chiefs in Suriname (VIDS).⁵ The initiatives undertaken by Indigenous women in Suriname, were valuable and responded to the Beijing Platform For Action and the 1998 resolution by the UN Commission on the Status of Women on 'Human rights and land rights discrimination' to focus the world's attention on the gender aspects of the problem emphasising women's land rights.

A second priority for the Maroon and Indigenous Peoples is the recognition of the ILO Convention 169, dealing with Indigenous and Tribal People in Independent Countries, which has not been ratified by Suriname.

The Surinamese Government undertook no new legislative initiatives with regard to Indigenous Peoples in recent decades.

The Ministry of Regional Affairs is responsible for policy and programme development for the interior. A special Council for the Development of the Interior is located within the Ministry, but has not been active a long time.

⁵ Resolutions adopted during special conference meetings of Indigenous women.

2.2.4 Environment

By establishing the Central Suriname Nature Reserve, an area of 4 million acres (1.6 million hectare) covering 12% of the country's total area, the Government demonstrated a strong political will for protecting the Amazon's biodiversity. Conservation International saw its efforts finally paid off in 1998 after intensively building support for the creation of the reserve from Amerindian and Maroon communities. The motivation of the government is also expressed by the environmental management structures recently created, which are:

- June 1997: the National Council for the Environment (NCE). Its mandate is to advise the Government in the preparation of national environmental policy and to monitor the implementation of this policy. The NCE envisions its tasks within columns: human well-being, ecology, energy and natural resources, and conflict resolution.
- November 1998: the National Institute for Environment and Development in Suriname (NIMOS). NIMOS is the executing arm of the NCE and has the following objectives:
 - * advise the Government on the implementation of environmental policies;
 - * realize national environmental legislation;
 - * prepare and realize regulations regarding environmental protection;
 - * coordinate and monitor compliance with those rules and regulations.
 Already identified focus areas of NIMOS are the Central Suriname Nature Reserve, mercury pollution through small-scale gold mining and the issue of land rights for Indigenous and Maroon Peoples.
- April 2000: the Suriname Conservation Foundation (SCF), which will mainly focus on the management of the Central Suriname Nature Reserve and the protection of biodiversity. SCF started with a 33 million DFL (Dutch Florin) capital.
- April 2000: the Suriname Conservation Fund, established to, amongst other things, support the conservation and management of the Central Suriname Nature Reserve and all other Reserves in the country. The Fund will also support activities of the Conservation International Suriname Foundation, promote training and education activities in the area of biodiversity, and in general contribute to the development of Suriname's potential for eco-tourism. An initial 7 million US dollar was donated by international organisations in early April 2000.⁶

2.2.5 Decentralised Governance

One of the Government's core programmes is decentralisation of governance.⁷ In 1998, the IADB approved a loan for the 'Suriname Decentralisation and Local Government Strengthening Program'. The purpose of the IADB Programme is to enhance the autonomy of the Districts by giving them the authority to manage their own budgets: expenditures as well as incomes generated through self-governance. This process requires the full strengthening of local Government and civil society, the more since Suriname has a strong centralised governing system: Districts have no individual budgets and all major decisions are taken in Paramaribo. Mechanisms designed for community participation are the so-called Area Councils and District Councils, whose members are democratically elected in national elections.

⁶ Further details of this Fund are mentioned in the section 'Donor Context'.

⁷ The modernisation of the State is important in the present socio-political and cultural developments, which require institutional change for the organised participation and supervision of the society, and economic reforms at local level.

The strengthening of the community to participate and to contribute to its own development will be promoted through the IADB Community Development Fund Suriname (CDFFS). In this regard, NGOs have accomplished great successes as pioneers and their experience and capacity are an enrichment for the Government's planned programmes. The Ministry of Regional Development has been appointed to coordinate the decentralisation programmes.

2.3 GOS/UNICEF PROGRAMME CONTEXT

The Suriname Integrated Area Based Programme (SIABP) is entirely based on the efforts of the Government to promote more equal distribution of development opportunities and the autonomy of communities through decentralised governance. SIABP is an area specific approach and a District approach targeting poor and under-served communities in the Marowijne, Sipaliwini, Brokopondo and Para Districts, and 4 peri-urban neighborhoods in Paramaribo (Abrabroki, Latour, Sophia's Lust and Pontbuiten) in an effort to reduce disparities. The total population 0-18 yr benefiting directly was estimated 126,000. SIABP's strategies are linked to the findings of the 1993 Situation Analysis of Children and Women in Suriname. This analysis points out that most of the problems faced by children and families are structural in nature and reflect poor economic performance and unequal distribution of wealth and social development. Data show that the situation of the population, in particular women and children, rapidly declined after 1980 resulting in high inflation, decreasing purchasing power, increased unemployment and Government budget cuts in social services, which put women and children at high risk. On basis of their Situation Analyses, the Eastern Caribbean countries and Suriname were clustered in groups. Suriname and Trinidad and Tobago were placed in Group I: 'the countries which will receive priority attention with fully fledged programme interventions, targeting deprived groups in specific geographic locations and including a service delivery strategy'.⁸

SIABP is one of the 5 programme components in the GOS/UNICEF Programme of Cooperation, which are synergetically focusing on the survival, development, protection, and participation of children and their families. The four other components, which have been incorporated in SIABP as well, are:

1. *Social Investment, Planning, Monitoring and Evaluation (SIPME)*. The SIPME Programme provides technical assistance for the development of social indicators relevant to women and children, monitoring systems and related training. This is to ensure that decision-makers, NGOs and communities have access to data and information for adequate planning of development activities in favor of children and women.
2. *Education for Child Development and Participation (ECDP)*. This Programme operates through day care and pre-school, and formal and non-formal school channels to improve the quality of education in favor of disadvantaged children. Support is given to ongoing efforts to develop sound policy for early childhood development through Early Child Education and Development.
3. *Health and Community Life Promotion (HCLP)*. This Programme targets main survival priorities through activities in health, nutrition and water and sanitation. These actions are directed at health facilities, families and individuals who are at social and economic risk. HCLP seeks to improve community, clinic, hospital and school-based interpersonal communication through

⁸ Master Plan of Operations of the Programme of Cooperation 1998-2002, 1997.

training and the Basic Life Skills education activities.

4. *Child Rights Promotion Programme (CRP)*. Under this Programme, support is given to the strengthening of national Child Rights mechanisms (Government and NGO) to work effectively in shaping social policies and protecting and monitoring child rights. CRP will also target families at risk in selected communities to tackle problems of abuse and domestic violence. Training and counseling will be promoted of parents and young people for prevention of child pornography and exploitation, teenage pregnancies, substance abuse, and violence and crime against women and children.

2.4 PARTNER CONTEXT

The key partners involved in planning, implementation, monitoring, evaluation and management of the Country Programme in Suriname are UNICEF CAO, the Government of Suriname and Implementing Agencies, including NGOs and the private sector. There is proof that the participation of NGOs contributed significantly to the achievements of the Programme.

2.4.1 Government partnership

UNICEF's main partner is the Government of Suriname (GOS). The GOS/UNICEF Programme of Cooperation is a unique collaboration between the Suriname Government and an international organisation. There are no other examples of such an innovative Programme in the country.

In the past two decades, changing situations in the country and worldwide had great negative impacts on the functioning and effectivity of the Government. Brain drain due to high outside migration and labour movements among young intellectuals towards better paid jobs in the private sector severely affected the implementation capacity of the Government. However, gradually some recovery seems to take place as the Government is one of the few employers for young graduates with no or little experience.

Whereas in 1997/1998 most projects were implemented with NGOs, a clear change was noticed in 1999 as Government partners became key Implementers in the process, among whom the following Ministries and divisions:

- ❖ Ministry of Social Affairs and Housing: the Divisions of Scientific Research and Planning (WOP) and Urban Community Development (MOW);
- ❖ Ministry of Health: the Public Health Service (BOG) and Regional Health Service (RGD);
- ❖ Ministry of Education: the Basic Life Skills Commission (BLS) and individual Schools in selected areas;
- ❖ Ministry of Regional Development: the District Teams in the Brokopondo and Marowijne Districts.

The central position and policy advisory role of the National Coordinators within their Ministries is the strength of the Programme, as this structure provides an immediate link with decision-making levels. The Assistants to the Sector Coordinator maintain links with meso and micro level actors.

At meso level, the GOS/UNICEF Programme has established District Teams (DT) in Marowijne and Brokopondo. The DT of Marowijne is headed by the District Secretary of the District Commission

(Ministry of Regional Development) and consists of local representatives of the Ministries of Education, Agriculture and Social Affairs, the Regional Health Service, the Pater Ahlbrinck Foundation and the Lobi Foundation. In Brokopondo, the DT consists of local representatives of the Police Force, the Ministry of Regional Development and the Medical Mission Foundation. The DT in Brokopondo is also headed by the District Secretary.

The existence of the District Teams is unique for Suriname. This innovative process of coordination and collaboration between local actors, supported by the GOS/UNICEF Programme, is a role model for other areas.

2.4.2 NGO partnership

Suriname has a strong civil society. Its long NGO tradition stems from the Dutch welfare and missionary work, which is concentrated in the urban area and interior since early 1900. A substantial proportion of the work of organisations was in the past financed through Government subsidies and through churches in the Netherlands. Up to now, the Medical Mission Foundation is entirely responsible for health care in the interior, partly subsidised by the government. Reproductive health care, including family planning, is delegated to the Lobi Foundation. Social welfare work, for example homes for the elderly and orphanages, is mostly privately run and about 50% of all primary and junior secondary schools are operated by religious organizations. The government provides subsidies for their operations.

The economic crisis of the 80s and Government budget cuts in the 90s have, however, negatively affected the work of NGOs and CBOs in the past two decades. Special reference should be made to the lack of cadre due to excessive outside migration and the impoverishment, which forced people to increase their economic activities, leaving them little or no time for social activity. In spite of these financial and personnel problems faced by organizations, a contradictory trend was observed: the worsened conditions in the country, and the government's reduced ability to maintain community services, resulted in the increased founding of NGOs and CBOs as communities were forced to be self supportive.

The only way NGOs have been able to cope with the economic crisis was through support of international and multi-lateral donor agencies, which increasingly focused their attention and resources towards civil society organizations expecting that local communities would benefit more and directly from their support. It was recognised that macro-economic and social programs largely failed to address the immediate needs of local communities, especially of the poorest. NGOs in Suriname largely depend on international support: for project finance and maintenance of their staff. Voluntary work has died out.

The economic depression of the early 90s promoted three significant NGO developments in Suriname:

1. The transformation from a social welfare approach to a sustainable human development approach. To reduce the increasing impoverishment, NGOs adopted strategies, which aim to build people's capacities in order to increase their self-reliability. The motto became: give people a fishing reel and teach them how to fish instead of giving them the fish.
2. Increased professionalisation of NGOs. Recognizing the complexity of poverty, it was understood that NGOs and CBOs had to professionalise their work in order to have an impact and to sustain their achievements. Training and financial compensation of workers, as well as the establishment

of moderate offices, significantly increased.

3. Increased partnership and coordination among developmental organisations was acknowledged as a principal condition for sustainability. In response to the severe socio-economic crisis and impoverishment, about 30 development organizations took the initiative to found the Forum NGOs in January 1992. Forum NGOs is an umbrella association, which currently exists of more than 180 member organizations throughout the country and is the NGO focal point in Suriname. The association has a section for organizations from the interior and a special poverty alleviation and capacity building programme for tribal communities.

In the past decades, NGOs have become forceful partners in development processes as they filled several gaps left by the government. After the ending of the civil war in 1992, their role became particularly important in the rebuilding of the interior and in the reduction of poverty in local communities.

2.4.3 Private sector and Consultants

Aside from NGOs, the Amazon Programme also involved the services of individual experts, Foundations that operate as consultant agencies (for example Pro Health), and private businesses (mini-busses, Boom Box music shop, Radio Zon).

Sponsoring of short term and popular activities by the private sector is common in Suriname because contributions are tax-deductible. Support of community development activities seems to be less attractive for the private sector because these activities receive less publicity.

'Consultancy Foundations' were hired by the GOS/UNICEF Programme, mostly to conduct baseline studies and training workshops, as most NGOs were not willing to conduct these activities because their personnel costs are not or not fully compensated by UNICEF.

Due to the reduced capacity of the government to maintain its services and low government salaries, there has been a great outflow of professionals from government service. Some of these professionals have founded foundations to provide services in the field of training, project writing and research.

Within the Basic Life Skills project, UNICEF sought the voluntary support of the private sector to produce and disseminate a music cassette containing popular reggae and rap music, with health messages between songs. The music cassette was recorded and reproduced free of charge by the music shop Boom Box, while the health messages were recorded voluntarily by Radio Zon. The cassettes were distributed among mini-busses, which maintain the Paramaribo-Marowijne route.

2.4.4 DONOR CONTEXT

UNICEF

UNICEF CAO, based in Barbados, is the headquarters for the Eastern Caribbean states and Suriname. While the overall management of the Suriname Programme takes place at UNICEF CAO, UNICEF Suriname is responsible for the guidance and assistance in planning, implementation, management, monitoring and evaluation of the entire Programme.

UNICEF Suriname was led by three consultants of whom one (Mr. Peter Chege) is the Programme Officer and Coordinator of SIABP. The second consultant is a UN Volunteer (Mr. Patrick de Milt), responsible for the Education Programme. The third is a local consultant (Ms. Sonja Caffé), responsible for Child Rights, Health and Social Planning.

The absence of an operational office has hampered the effectivity and efficiency of the Programme in the past years. All UN Agencies, with the exception of UNFPA and UNESCO, share one office building. The offices will soon move to a larger building where there will be also room for UNFPA. Not only have the UN Agencies been able to cut on their overhead expenditures through this cost effective management system, they also improved coordination among themselves.

UN Agencies

It is stated in the Master Plan of Operations (MPO) that UNICEF will collaborate with agencies that have a comparative advantage in certain fields to ensure the most efficient use of resources. UNICEF will continue to liaise and work with other UN agencies, especially UNDP, UNFPA, PAHO/WHO and UNESCO of which all are represented in Suriname. Although UNIFEM is not specifically mentioned by the MPO, it undoubtedly belongs in this category and it should play a key role because of its focus on Women, Gender and Development.

Other Donors

Collaboration with other agencies and donors involved in community development and integrated area based development should be maintained by UNICEF, in particular collaboration with the UNVs, the Netherlands, Japanese Cooperation and CIDA, while linkages with the World Bank, IADB, USAID and other partners should be maintained as well or created.

There are a number of bilateral and multilateral donor agencies present in Suriname providing funding opportunities for the Government and Civil Society organisations. This support is usually also intended to promote sustainable development of Indigenous and Maroon communities. An effective donor coordination seems, however, to be lacking and present mechanisms need improvement.

UN Agencies present in the country include PAHO, OAS, UNDP, UNICEF, UNIFEM and UNV. All of these agencies provide funding and/or services to the Government and limited resources to Civil Society. UNIFEM manages a Fund in Trust, made available from Dutch Treaty Funds for the implementation of a three-year WID country programme entitled 'Women and Sustainable Human Development in Suriname'. This programme started in June 1998 and focuses on three main areas of support:

- ❖ the economic empowerment of women;
- ❖ the promotion of women's leadership and participation in decision-making;
- ❖ the promotion of women's rights as human rights.

CIDA (Canadian International Development Agency) supported funds are the Canada-CARICOM Gender Equity Fund (CCGEF) and the Canada Fund For Local Initiatives (CFLI). The Canada Fund is active since 1990 and provides mainly funding to NGOs and CBOs. Its annual budget of CDN\$ 200,000 was downsized to half of its volume (100,000) in the current fiscal year 1999/2000. CCGEF became active in 1996 for a period of four years and is accessible for the Government and Civil Society

organisations. Priorities of CCGEF are (a) poverty reduction, (b) the social, political and economic empowerment of women and (c) domestic violence against women. In Suriname, the main emphasis was on projects targeting gender mainstreaming, domestic violence and women's reproductive health and rights. CCGEF has an annual budget of US\$ 55,000.

To support the transition from centralised to decentralised governance, the Government was given a loan from IADB for the establishment of the Community Development Fund Suriname (CDFS). The fund is intended to support community-based activities that aim to build or rehabilitate the local infrastructure, for example road infrastructure, school buildings, water and sanitation, etcetera. CDFS target groups are the poor: women and children, elderly people, youth and socially deprived families. The fund strongly promotes participatory approaches and its board consists of 5 government and 6 NGO members.

The IADB has also provided a loan for the Government Programme entitled 'Decentralization and Strengthening Local Government'.

Until 1999, the Netherlands was the most important bilateral donor for Suriname, while the Dutch Embassy in Suriname also had funding sources, including a Women's Fund and a Fund for Small Embassy Projects. However, after the suspension of policy dialogue between Suriname and the Netherlands, Dutch Treaty funds were abruptly cancelled in February 1999. As a result, Embassy funds considerably shrank and the Women's Fund was frozen. The suspension of Dutch Aid led to the cancellation of several major projects and a reduction of 30% in the 1999/2000 Government's planned budget. Suriname was removed from the list of countries eligible for development aid from the Netherlands. Netherlands' financial contributions to UNICEF and UNIFEM were continued.

There are still several overseas international donor agencies in the Netherlands that support the work of Civil Society in Suriname. BILANCE (recently changed to CORDAID), which annually invested about US\$ 300,000 in NGO activities, including core funding, and which has a local representative (JAS), is one of the most important overseas donors. NGOs have a direct link, without any interference of the Government, with private donors.

The NGO Fund managed by the Forum NGOs Service Bureau, was also funded by Dutch Treaty Funds, and it was one of the very few activities continued by the Dutch Government after February 1999. The fund was approved in March 1996 for the support of small projects related to the provision of basic facilities, income generation and institutional strengthening. Out of the total budget approved of US\$ 3 million, about US\$ 750,000 has been spent so far.

The Forum NGOs Service Bureau also coordinates the Canada-Caribbean Gender Equity Fund (US\$ 53,000), the Global Environmental Facility/UNDP Small Grants Program (US\$100,000) and the Solidaridad Delegated Fund (US\$ 30,000 annually). All Funding Programmes are accessible by NGOs and CBOs.

Conservation International Suriname (CIS) has established a small fund, the Forest People Fund, for support of micro-enterprise development in the interior and community development. The board of the fund consists of Amerindian and Maroon village chiefs and 'Granmans' (chief of chiefs among Maroons). Since the fund is very small, US\$ 50,000 annually, it is not widely promoted but used for micro financing of micro-entrepreneurs who deliver community services, for example transportation and agricultural production. An own contribution is demanded, while the borrower also pays an interest of 15-20%. Aside from these loans, grants are given for small community development activities.

CIS also runs a Bioprospecting Project aimed at scientific research of medical herbs and targeting about 62 villages. Traditional practitioners are approached by CIS, after the communities have carefully selected the practitioners to cooperate in the research. The practitioners receive a financial compensation for sharing their knowledge and for cooperating in the research project.

In the beginning of April 2000, a 7 million US dollar Fund was donated through a matching system of the UNDP Global Environmental Facility (1 mil), Conservation International (2 mil) and the United Nations Foundation (4 mil). Within a few years, the fund will increase to about 18.2 million dollars. The Suriname Conservation Foundation has been established specifically to manage this fund.

Relevant Small Project Facilities in Suriname

NAME	BUDGET IN USD\$	PURPOSE	BENEFICIARIES	AREAS
UNICEF	200,000 annually		Women and Children	Interior, peri-urban
UNIFEM	330,000 total	Economic Strengthening of Women	Women, NGOs and Women's Machineries	Nation wide
Small Projects Dutch Embassy	100,000 annually	Socio-economic strengthening of the poorest	Civil Society Organisations	Nation wide
Bilance	300,000 annually	Institutional Strengthening and Capacity Building of NGOs and CBOs	NGOs (and indirectly CBOs)	Nation wide
Canada Fund	65,000 annually	Community Development	NGOs and CBOs, local communities	Nation wide
IADB/CDFS	2 – 3 mln annually	Community Development	Community Groups	Nation wide
NGO Fund	3 mln total	Economic and Institutional Strengthening	NGOs and CBOs, Local communities	Nation wide
CCGEF	55,000 annually	Enhance the capacity of civil society stakeholders to address issues of women's equality in key economic, social and political sectors	NGOs	Nation wide
UNDP/SGP	100,000 annually	Promote community based activity	CBOs	Interior
Suriname Conservation Foundation	7 million initially	Management and protection of the Central Suriname Nature Reserve and of the biodiversity in general	Not available	Nation wide, but mostly the interior
Forest People Fund	50,000 annually	Micro-finance and community development	Individuals and communities	Interior

The interior is an important target area as can be noticed from the overview. Agencies who fund nation wide also promote activities in the interior.

3 PROGRAMME PERFORMANCE

The analysis of the performance of the GOS/UNICEF Cooperation Programme has two perspectives:

- a) the achievement of results of the different interventions undertaken in the specific context of the country at institutional, organisational and community levels.
- b) the developmental and operational effectiveness of the interventions undertaken at the different levels.

3.1 OVERVIEW OF THE GOS/UNICEF PROGRAMME

The Programme Plan of Operations (PPO) provides the basis for the GOS/UNICEF Programme of Cooperation on Child Survival, Development and Protection (**CSDP**). The PPO is built upon critical issues and strategies linked to the 1993 Situation Analysis of the children and women in Suriname incorporating the provisions contained in the CRC and CEDAW.

Objectives and Goals

The Government of Suriname has set national goals for the reduction and eventual elimination of poverty through targeted social policies and economic diversification. Within this context, UNICEF will support national efforts by helping the Government:

- To promote actions for the effective implementation of CSDP and CEDAW rights and to foster the improvement of overall quality of life in selected vulnerable communities by strengthening the planning capacity of district authorities and community groups, particularly women;
- To reduce disparities and improve the quality of life and health status for vulnerable population, particularly children who are at risk;
- To increase family's involvement in ensuring the health and well-being of children and adolescents, by strengthening participation in community life and by increasing the exposure of families and communities to current thinking on the socialization of boys and girls in an effort to bring greater balance to relationships and to reduce the negative impact on traditional socialization practices.

More specifically, UNICEF will help the Government in its efforts to achieve the following goals:

1. Target children and youth (over 200,000) 0-18 years of age to help protect them from violence, exploitation, sexual abuse, substance abuse, child pornography and prostitution and ensure their participation in the process of development;
2. Improve targeting and efficiency of social investment and increase budgetary allocations for basic services;
3. Improve and sustain services to under-served groups at community level in selected geographical areas;

4. Expand access to early childhood development from 40%-60% to all children of 3-5 years, and from 30-40% up to 80% for 0-3 years with access to knowledgeable care;
5. To improve the quality of basic education and increase accessibility to 85%
6. Maintain infant and under-five mortality rates below 20 and 25 per 1,000 live births, respectively;
7. Increase immunisation coverage of the six EPI diseases in the interior from 24-70% to 80%, including elimination of measles and the maintenance of polio eradication;
8. Halt the increase in maternal mortality, and develop more client-friendly and affordable services in order to increase the use of services by at least one third by the year 2002;
9. Help the universal access to information and to adequate means of prevention and control of HIV/AIDS and the consequences thereof;
10. Help increase access to safe drinking water in the interior from 50-70%, to over 90% by the year 2002 and increase access to sanitation from – to -

3.2 Suriname Integrated Area Based Program (SIABP)

The Suriname Integrated Area-Based Programme (SIABP) is the community wing of the GOS/UNICEF Programme that focuses on the interior and selected peri-urban areas of Paramaribo, the country's capital. SIABP, or the Amazon Programme, started in a fragmented and ad hoc approach in the Sipaliwini District but was corrected and now focuses on three Districts (Brokopondo, Sipaliwini and Marowijne) and four neighbourhoods in peri-urban Paramaribo (Abra Broki, Latour, Pontbuiten and Sophia's Lust). The locations were selected on the extent of socio-economic vulnerability and UNICEF and the Ministry of Regional Development developed the selection criteria jointly in February 1997.

Characteristics

SIABP integrates various components of the GOS/UNICEF Country Programme into a series of low-cost, community-based interventions focusing on water and sanitation, district and village capacity building, early childhood development and education, health and nutrition, women economic empowerment and child rights and protection. Other characteristics of SIABP are:

- the people based and holistic approach
- the decentralised planning
- the active participation of the people at all levels of programme design and implementation
- the inter-sectoral approach
- the focus on the deprived (poor, disabled)

Origin

SIABP was designed in 1994 as part of sub-regional collaborative efforts between UNICEF offices in the countries comprising of the Amazon Basin (i.e. Bolivia, Brazil, Columbia, Ecuador, Guyana, Peru, Suriname and Venezuela) with the aim of addressing the critical conditions affecting the Amazonian women and children. Until 1996, SIABP primarily focused on the Sipaliwini District, in particular the villages Gunki and Pikin Snee. SIABP continued to be the main component and strategy of the overall UNICEF assisted Programme when Suriname joined the 1998-2002 Programme of Cooperation between UNICEF and the Eastern Caribbean.

Scope objectives and components

The goals of SIABP are related to four groups: children, women, isolated communities (in the interior) and displaced families (of the interior, living in the outskirts of Paramaribo). They are determined as follows:

- To contribute to Government's efforts to empower members of poor communities in the interior and peri-urban Paramaribo, particularly women, as key actors of change in their triple role of producers, reproducers and community leaders, with necessary information to analyse their problems and build knowledge, skills and attitudes to change their situation towards a more decent standard of living, and to protect and promote Child Survival, Development and Protection (CSDP), and, the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) rights;
- To support national development goals by strengthening the survival, development and protection of children, especially those who are at social and economic risk, through greater involvement of young people, families and communities in ensuring their own health and well-being;
- To support the efforts of the government in the improvement of quality basic education for poor children aged 3-12 years so that their development rights are fully realised;
- To achieve these goals through a participatory, community-based approach within the decentralisation process (district focus), utilising and encouraging the support of all possible governmental, NGO and external organisations.

SIABP is composed of seven sets of inter-related low-cost community-based projects:

1. community-based planning, monitoring and evaluation;
2. basic life skills;
3. health and nutrition promotion;
4. better parenting;
5. improved learning environment of children;
6. child rights promotion;
7. children and families at risk.

The key entry point for the programme is through existing community groups (e.g. women's groups) as well as through community institutions such as schools, health centres and community centres.

The most severely affected villages/neighbourhoods were identified during intersectoral planning meetings held in Moengo (**Marowijne**), Gunsi (**Sipaliwini**) and **Paramaribo** respectively and these three areas were designated to provide the **Growth Path** for the CDSP Programme. The Brokopondo and Para Districts were selected as the fourth and fifth focus areas. By the year 2002, the Programme should have met the objectives. The Growth Path will continue to be determined by the monitoring process of the Ministry of Regional Development and Ministry of Social Affairs and Housing.

The following villages/neighbourhoods were identified as being the most deprived: Krabu Olo, Morakondre, Dantapu and Pelgrimkondre (all in Marowijne), Stonuku, Godowatra, Deboo, Kayana, Begoon, Kulututen and Bondiwatra (all in Sipaliwini with Gunsi and Pikin Slee already involved), and Abra Broki, Latour, Pontbuiten and Sophia's Lust in Paramaribo, with Sophia's Lust as the starting point for the Programme in the peri-urban sector. In 1999, the District of Brokopondo was included among the focus areas. The Programme has not started yet in Para.

** It is striking that no Amerindian village was included in the Growth Path. The participant's lists of the planning meetings showed a very low participation of Amerindian villages. It seemed they were not invited.⁹*

Programme coordination, administration and responsibilities

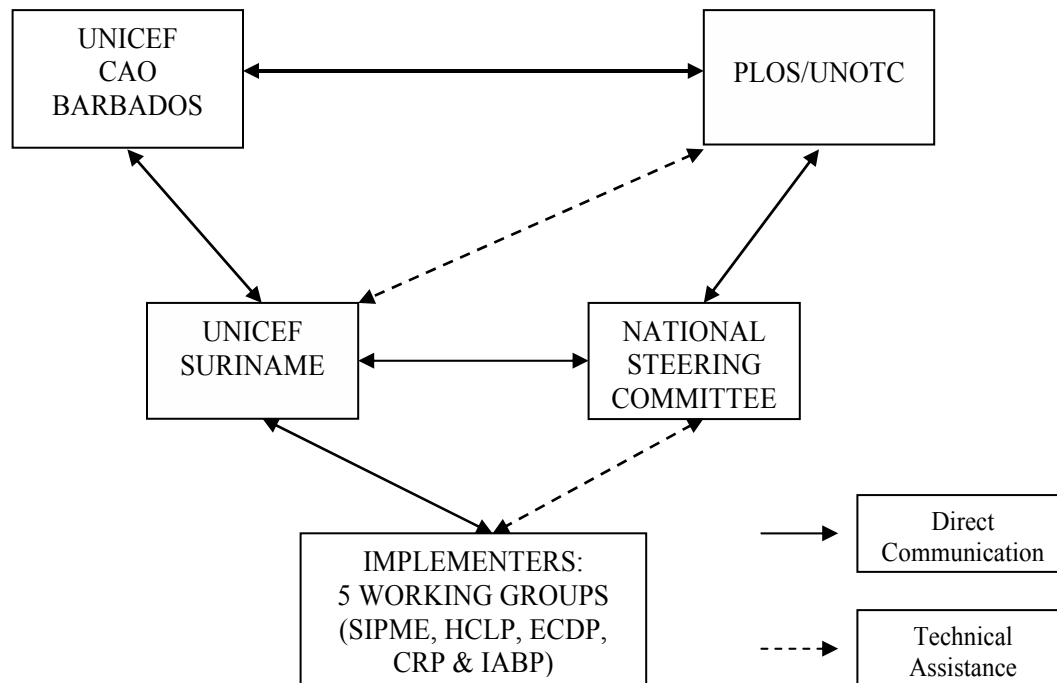
The **Ministry of Planning and Development Cooperation** (PLOS) is the coordinating Ministry of the Amazon Programme in Suriname. The specific tasks of coordination and financial-administration have been delegated to the **United Nations Organisation for Technical Cooperation** (UNOTC), which is the UNICEF focal point within the Ministry of PLOS. All financial affairs, such as disbursements for project activities and financial monitoring, are managed by PLOS/UNOTC.

A **National Steering Committee** came into force March 1999 and consists of four Sector Coordinators who were appointed in an earlier stage (1997) to represent their respective Ministries. Each of the sectoral Ministries is responsible for the coordination of one or more of the five Programme components:

- Ministry of Social Affairs and Housing (SIPME & CRP);
- Ministry of Health (HCLP);
- Ministry of Education and Development (ECDP);
- Ministry of Regional Development (SIABP). The SIABP National Sector Coordinator is responsible for the coordination of the work in all identified deprived areas.

The Steering Committee is a decision-making and monitoring body, as well as an advocate for policy development, and chaired by the UNOTC Coordinator. Each of the **Sector Coordinators** is responsible for the planning, evaluation and monitoring of projects. Non-governmental partners are encouraged to submit proposals to the Sector Coordinators, who have been given the mandate to review and initially approve projects. Quarterly monitoring meetings between the Sector Coordinators and implementing organizations help to keep track of the achievements.

⁹ From interviews.

ORGANISATION CHART (based on practical operations)

According to a diagram in the 'Country Programme Reference Manual for Implementation', UNICEF has no direct communication and coordination link with the working groups: this responsibility is assigned to the National Steering Committee (in that diagram a dot line has been drawn between UNICEF Paramaribo and Working Groups). In practice, however, it is UNICEF Paramaribo mostly who seems to be in contact with Implementers (illustrated with a straight line in diagram above). UNICEF is responsible for the final approval of projects and field coordination during the implementation process, and has as such developed a direct link with Implementing Agencies.

The Amazon Programme is guided in the framework of the Government's policy of decentralisation, using the district as the focal point for development planning and implementation. At national level, Programme coordination is the responsibility of the **Ministry of Regional Development**, through a designated officer (National Sector Coordinator) who acts as the SIABP focal point, as well as the counter-part on continuous basis to the **UNICEF Project Officer** responsible for the Programme coordination.

At district level, the Programme is guided by an advisory body (**the District Team**) chaired by the District Commissioner, or District Secretary, who has overall responsibility for coordinating all developmental efforts by Government, NGOs and donor organisations working in the District. District Teams (DT) are responsible for the planning and coordination of the implementation of the Programme at local level. The Marowijne DT is being assisted by a Sub-Committee for Child Rights Promotion, consisting of a number of DT members and other NGO and Government volunteers.

Day-to-day coordination is the responsibility of the District Area Coordinator at district level, while Area Coordinators take coordination responsibility in their respective areas. The Captains carry out

programme coordination at village level. Sectoral department heads and heads of NGOs are responsible for coordinating activities within their sector/agency as described in the annual Project Plans of Action.

There is still some unclarity left about the role and tasks of UNICEF Consultants on the one hand and Sector Coordinators on the other hand with regard to project approval and coordination of project implementation. Most confusion concerns SIABP because this Programme was (almost) entirely coordinated by UNICEF without established linkages between Sector Coordinators and District Teams, and in some cases when projects were approved by UNICEF without notice of Sector Coordinators, no formal contacts were established between the Coordinators and Implementers. The creation of required coordination structures between macro, meso and micro levels has been neglected and was the cause of essential gaps in the Programme.

Adaptations

Adaptations were implemented to improve the operations of the Programme but occasionally 'natural' or automatic adaptations were made along the process. We have tried to capture both cases.

- ❖ Whereas in Phase One the UNICEF Liaison Officer fulfilled the responsibilities now delegated to the Sector Coordinators, the tasks of the present Head of UNOTC have been reduced to the coordination of meetings of the National Steering Committee. The creation of this Committee was necessary to enhance planning, coordination and monitoring of project activities and processes of the Amazon Programme. This new structure has reduced the workload of the UNOTC Coordinator who was previously responsible for most of these tasks, while also having the coordination of other UN Programmes in her portfolio at the Ministry of Planning and Development Cooperation. Still, it seems that the new chosen structure is not ideal because the essential link between PLOS/UNOTC and Implementers has been cut off.
- ❖ An unplanned adaptation at District level was the appointment of District Secretaries as coordinators of the District Teams of Marowijne and Brokopondo whereas this position was officially assigned to the District Commissioners. Because of the absence of the Commissioner in designated areas, the District Secretary was asked in replacement.
- ❖ Another unplanned and gradual adaptation was the UNICEF Consultant's increased responsibilities in the coordination and monitoring of the SIABP Programme and Project implementation due to the heavy work load of every day operations of the local counterpart (National Sector Coordinator of the Ministry of Regional Development). It was therefore understandable to notice during field visits that the Government of Suriname was not always associated with the Amazon Programme. Several progress and annual review reports mention the work pressure of UNICEF's counterparts because of chronic staff shortages at all levels of the Government, as a major constraint.
- ❖ To reduce the work pressure of Sector coordinators and enhance Sector performances in relation to the UNICEF Programme, the Ministries of Health and Social Affairs appointed Assistants to support the Coordinators in their UNICEF work. This change has indeed led to improved performances and less delays in project implementation.
- ❖ Special measures were taken in order to improve financial management of the Programme and to reduce the amount of not liquidated funds. Instead of disbursing the full or a certain amount of

the approved project budget, it was decided to pay Implementers by activities based on a work plan. In some cases, Implementers were reimbursed after submission of receipts of costs made during project implementation. A positive effect of these new measures was the significant reduction of not liquidated funds from approximately \$ 80,000 in 1998 to \$ 20,000 in 1999.

- ❖ On the basis of practical experiences and a Tripartite Memorandum of Understanding (MOU) signed in October 1998 between the Government of Suriname (Ministry of Regional Development), UNICEF and **American Peace Corps**, the use of vulnerability as the sole criteria for the identification of CDSP priority villages has been expanded to include other important factors:
 - Villages assigned with Peace Corps Volunteers;
 - Villages with demonstrated motivation and immediate desire to undertake CDSP activities;
 - Villages with indigenous (Amerindian) inhabitants.

The MOU is not (fully) in force yet because some arrangements have still to be made.

- ❖ In 1999, UNICEF in collaboration with UNIFEM adopted the **Sustainable Livelihoods Approach** (SL), which emphasizes the assets analysis as opposed to the problems/needs identification. As such, the selection criteria for villages to undertake CDSP activities changed: not the poorest but the most potential and motivated communities are eligible for support according to the SL Approach criteria. The SL analysis was first used in Brokopondo (and as such introduced in Suriname) for holistic area-based planning and ranking of the villages, allowing the Government to expand its services. The UNICEF-UNIFEM collaboration is a result of the fact that both programmes identified Brokopondo as a focus area for support. The UNIFEM Country Programme will conduct a project aimed at economic empowerment of women in Brokopondo.

3.3 DEVELOPMENT RESULTS

The Suriname Amazon Programme has identified a number of goals derived from analysis studies conducted both nation-wide and area-based. In this respect, the 1993 Situation Analysis of Children and Women in Suriname provided basic data. An update of this study is planned to take place in 2000. The Child Rights Convention further informed the Programme. Information gathered from annual progress reports and through field visits and interviews with stakeholders show that a great amount of work and activities have been carried out in the cycle under review and that the Amazon Programme is on its way to achieve some of its outlined goals and objectives.

3.3.1 Synthesis of achieved Programme results

Although one of the great weaknesses of SIABP is the lack of proper data and monitoring indicators, there is nevertheless evidence that the Amazon Programme has been effective in some selected areas, achieving good results concerning some of its objectives and goals. A synthesis of the achieved Programme results is described below.

Suriname Integrated Area Based Programme: planned versus achieved results¹⁰

¹⁰ Information obtained from Progress Reports, interviews and field visits.

Planned Goals

**Long Term
(Impact)**

Improve the quality of life of women and children in the Amazon Basin through sustainable development actions that meet basic needs in ways that also protect the environment.

**Medium Term
(Outcomes)**

Target children and youth 0-18 years to help protect them from violence, exploitation, sexual abuse, substance abuse, child pornography and prostitution and ensure their participation in the process of development;

Improve and sustain services to underserved groups at community level in selected geographical areas;

Expand access to early childhood development from 40%-60% to all children of 3-5 years, and from 30-40% up to 80% for 0-3 years with access to knowledgeable care;

Improve the quality of basic education and increase accessibility to 85%;

Maintain infant and under-five mortality rates below 20 and 25 per 1,000 live births, respectively;

Achievements

Child Labour Study: A household survey was conducted late 1998, based on a sample of 9 of the 10 Districts (80% of the population) to provide baseline data on the scope and nature of child labour. **Promotion of Child Rights (CR)** was undertaken through a number of various activities including T-shirts and stickers distributed with CR messages, Media workshop on CR, Video Production 'Mi Sa Singi' and Peer Education Project on CR. Support was given to the Ministry of Social Affairs in establishing a Youth Council consisting of representatives.

The Amazon Programme focused its support on communities in four geographical areas (three rural: Marowijne, Sipaliwini and Brokopoondo and one in peri-urban Paramaribo, consisting of four neighbourhoods).

4 villages from Marowijne received materials for a playground and 17 women in these communities were trained as **Child Minders** to benefit approximately 500 children. In Sophia's Lust and Latour a total number of 4 daycare centers received toys, and working and building materials to improve their physical structures while in Sophia's Lust 4 service providers were trained to enhance the quality of services being delivered. In all projects, activities were also undertaken to increase parent's involvement. A national consultant is preparing a policy paper on Early Childhood Development to use as a tool for policy/decision-makers. Training was provided for 85 day care center staff.

Support to various activities of Government and NGOs at national level resulted in a curriculum currently being developed for Kindergartens, and a revision and **improvement of curricula** for primary schools. In Marowijne and Upper Suriname River, seminars were held on formation of PTAs¹¹ to increase primary school enrolment through parental involvement. Upgrading training of teachers to improve pedagogical and didactic as well as community based knowledge and skills in primary school was delivered in all but the Brokopoondo area and involved about 175 teachers totally. For children with special needs, support was given to development of a training model for physical education.

Support was given in Brokokoondo to activities on **Safe Motherhood** and in Upper Suriname to manage diarrhea and malaria, and train 15 health workers on integrated Child and

¹¹ Parent Teacher Associations.

<p>Increase immunisation coverage of the six EPI diseases in the interior from 24-70% to 80%, including elimination of measles and the maintenance of polio eradication;</p> <p>Halt the increase in maternal mortality, and develop more client-friendly and affordable services in order to increase the use of services by at least one third by the year 2002;</p> <p>Help the universal access to information and to adequate means of prevention and control of HIV/AIDS and the consequences thereof;</p> <p>Help to increase access to safe drinking water in the interior from 50-70%, to over 90% by the year 2002 and to increase access to sanitation;</p> <p>Achieve these goals through a participatory, community-based approach within the decentralisation process (District Focus), utilising and encouraging the support of all possible governmental, NGO and external organisations.</p>	<p>Woman's Health Care.</p> <p>Immunisation campaigns in Marowijne and Upper Suriname resulted in full immunisation of a total of 4,750 children 0-5 yrs old and are expected to have an increased coverage from 34% to 80%. In 3 peri-urban areas (Latour, Sophia's Lust and Pontbuiten), EPI screening was conducted in 4 primary schools.</p> <p>The Maternal and Child Health Care project in Brokopondo focused on promotive and preventive health. In the peri-urban area Latour, the community polyclinic received basic equipment and supplies for care during pregnancy and childbirth.</p> <p>Prevention and control activities on HIV/AIDS were incorporated in community health care projects. In Brokopondo, health workers and women groups were trained to provide health education.</p> <p>30 local artisans in Marowijne and Sipaliwini were trained in construction of low-cost Water and Sanitation devices while 10 demonstration devices were constructed in 10 villages.</p> <p>From the selection of priority areas to the actual implementation of projects, a participatory approach was used throughout the whole process involving Government and civil society partners. At District level, decentralisation was promoted through the establishment of focal points that carried responsibility for the planning, coordination, implementation and financial administration of projects.</p>
<p>Short Term¹² (Outputs)</p>	
<p>Strengthening of community participation at all phases of programme implementation, including decision-making and cost sharing to enhance ownership;</p> <p>Increase access to basic services, including promotive/preventive health care, quality basic education, and, water and sanitation;</p> <p>Develop/strengthen the management, implementation and sustainability capacity at the district and community/village level to ensure ownership;</p>	<p>Intersectoral planning workshops were held in selected areas using the VIPP¹³ participatory approach to develop Project Plan of Actions at district and village levels. Capacity and services of NGOs, CBOs and Village Councils were successfully utilised to mobilise and involve communities in the interest of their own development planning.</p> <p>Successes have been mostly visible in immunisation projects. Water and sanitation projects merely served a model/demonstration purpose with local artisans trained to deliver services to community members.</p> <p>Interdisciplinary District Teams were developed in 2 areas but management and implementation capacity continues to be fragile. Results at village level remained marginal. The Village Development Committees which at the end of 1998 were identified as instruments to take over the responsibility of programme coordination from the Village Captains, have</p>

¹² The Programme strategies have been translated into short-term goals.

¹³ Visualisation In Participatory Planning

Developing mechanisms to reach the most vulnerable and high-risk groups, in particular children, pregnant and lactating women and women heads of households;	somehow not been implemented. The establishment of Sub-committees on Child Rights and on Health as well as Child Minders groups in Marowijne are some of the mechanisms created. In some villages, (women's) groups have been formed and trained to promote health education, and early childcare and education of which most have become more or less permanent groups. The structures of NGOs, CBOs and polyclinics were also effectively utilised to mobilise and reach high-risk target groups.
Strengthen social mobilisation strategies to create demand relevant basic services such as immunisation, sanitation etc.	Through created mechanisms, it has been possible to meet relevant demands in a responsive way. In some deprived areas in the interior women were found very eager to educate themselves and to provide their services to the community.
Promote integration of services for impact on CDSP by initiating and/or strengthening participation among all partners;	There is evidence of a growing integration of services in Marowijne where an active sub-committee at district level has taken the responsibility of successful coordinated efforts towards Child Rights Promotion.
Undertake full coverage of the targeted population in focus areas, with selected interventions focusing on priority villages or neighbourhoods to achieve highly visible results;	Achieved results were mostly visible in Marowijne, which was the priority focus area in the growth path of the Amazon Programme where the Integrated Area Based approach was first used.
Strengthen the coordination of various actors: government departments, NGOs and communities to ensure effective implementation;	Coordination among various actors was visible in some projects but there has been little evidence of sustainability. The coordination was merely project-bound, not policy or programme related, although quarterly sectoral meetings for monitoring project implementation had some elements of actor coordination.
Encourage the national sectoral coordinators to get actively involved in CDSP field operations, particularly with respect to monitoring, providing technical expertise for quality assurance, and ensuring sustainability.	Aside from quarterly meetings with implementers, there has been limited involvement of sector coordinators in field operations. Some coordinators were unaware of or had no information about certain projects.

3.3.2 Short analysis of UNICEF's strategic development approach

The UNICEF/GOS Programme is clear about its transition from an ad hoc to a strategic approach. From different reports and documents it can be sensed that 'strategic' in UNICEF's view includes an integrated sectoral approach with a rights rather than a basic needs perspective, which focuses on strategic targets (clinics, women groups, etc.) in selected areas in order to achieve highly visible results. Central in this approach is the participation and contribution of the communities, and of multiple partners and sectors to promote development based on synergetic and sustainable relationships. The different components of the Programme are expected to contribute to specific goals and to an integrated and inter-sectoral approach.

The strategic approach includes inter-sectoral planning workshops in selected areas in order to assess the main problems experienced in those areas. By using a ranking method the list of problems are reduced to a priority list fitting into UNICEF's Programme Planning Framework.¹⁴ The use of this ranking method, based on a broad consensus of key stakeholders, proved to be quite effective, although some elements are missing.

- ❖ First of all it is unclear how problems will be solved which are not supported by the Amazon programme but highly affect the community. There was no evidence found of efforts to collaborate with other donors and agencies that might be interested to support activities that were not eligible for UNICEF funding. International and local experiences learn that in situations of extreme poverty and lacking basic needs, it is unrealistic to focus solely on strategic interventions. The Amazon Programme incidentally satisfied basic needs by supplying necessary materials and equipment for improvement of services. A better *balanced approach towards basic and strategic needs* is required and can be achieved in collaboration with other donors.
- ❖ What furtherly is missing in the strategic implementation of the Programme is a clearly defined out conceptual framework of what should be understood by 'strategic'. A lacking element in this regard is the formulation of *multi-phased area-based Development Plans*, highlighting the priorities for each selected area on basis of an assessment study and planning workshop, and identifying the goals as well as a combination of practical and strategic interventions to promote change. The area-based development plan should be the umbrella or framework, including the step-by-step strategy for interventions to be undertaken over a period of 2-3 years on the basis of a mid and long term vision.

Because of the lack of a step-by-step plan which incorporates a strategic and systematic framework of desired interventions, the Programme currently still gives a fragmented impression in spite of all essential planning efforts taken care of and the annual Plan of Actions that has been developed. In order to be able to adequately analyse the achieved development results in selected areas, specific area-based planned results and monitoring indicators should be available.

3.3.3 Major constraints encountered

In general, some comments should be made about the main constraints encountered during the implementation of the Amazon Programme as they had an impact on the extent to which results were achieved. It seems that planned results were often achieved with somewhat difficulty and sometimes only partly because a number of factors undermined the successful course of processes, for example:

1. Political instability and the unfavourable socio-economic context of the country affected the effectiveness of Government and community initiatives. Continuous strikes, increasing costs because of the staggering inflation and the chronically lack of resources led to disruption and delay of activities undertaken by Government and civil society partners. Data processing and analysis of the Child Labor Study, for example, has taken (6 months) longer and the planned update/revision for 1999 of the Situation Analysis of Children was delayed. Several project activities in the Education Sector have also been delayed due to the political situation.

¹⁴ The 'Suriname Consultancy Report on UNICEF-assisted Integrated Area-Based Programme' (1997) shows a number of 47 listed problems in Marowijne and 31 in Sophia's Lust.

2. It seems that the Government needs more time to accept and enforce the concept of decentralisation and power sharing. Necessary mechanisms to promote decentralisation were not set in place and Paramaribo, the country's capital, kept its overwhelming dominant position.
3. The indispensable collaboration between UNICEF and Governmental partners continued to be weak at all levels because: (a) Sector Coordinators, local Government partners and village leaders complained about their heavy workload with other routing work which left them little time for coordination and implementation of SIABP activities.¹⁵ (b) Lack and/or weakness of Government institutional capacity were impediments in the local coordination of the Amazon Programme. Absence of District Commissioners in some areas stagnated the implementation of the Programme. In Brokopondo, a coordination structure was created late 1999, while in Sipaliwini coordination is still almost non-existent because the District Commission is located in Paramaribo. In Brokopondo and Marowijne, the entire coordination was left to the District Secretary due to the long absence of a designated District Commissioner.
4. There is no continuous presence of UNICEF in the country. The current IABP programme officer leaves in April and it will take a few months before a new consultant can actually continue the programme considering the contracting procedure and the time required to become acquainted with UNICEF's work in Suriname. Foreign consultants need extra time to learn the specific conditions in Suriname and the Indigenous/Maroon socio-cultural environment. Furthermore, the responsibility for several remote areas seems too much work for only one consultant, the more because of the weakness of the Government to provide sufficient staff support.
5. Staff shortages and inadequate institutional capacity also concerned NGO counterparts, which was the cause of delays in project implementation. When various agencies work with the same small group of development NGOs and experts, as is usually the case, these counterparts are overburdened with work. Because most NGOs depend on incomes from project activities, they are often involved in the implementation of several projects supported by various agencies and donors.
6. The problem of inadequate programme management and implementation capacity created gaps in the needed technical and leadership support. To resolve this problem, UNICEF entered into formal agreement with several organisations including the American Peace Corps, the National Women's Movement and Regional Health Services.
7. The structural lack of data has been a serious impediment for Programme planning and monitoring. Neither the technical Ministries nor the Central Statistical Bureau have the required work force and resources to collect and analyse data. To overcome this problem to some extent, a baseline study was carried out in Marowijne through support of the Amazon Programme.

3.3.4 Area-based assessment of achieved development results

Given the area-based approach of the Amazon Programme, we found it relevant to review achieved results from an area-based perspective. This way of reviewing the development results reveals the performances and gaps in the individual selected areas and indicates what work has further to be done in each of these.

¹⁵ This issue is further discussed in section 4.5.

It is evident that there are essential differences in achievements between the areas. Main causes of this imbalance between areas are the constraints earlier mentioned and the growth path agreed upon to serve the most deprived areas first: Marowijne, Sipaliwini and Sophia's Lust (peri-urban).

A. MAROWIJNE DISTRICT

Marowijne, where the IABP strategy has been fully operational, is the center of UNICEF supported activities. About 80% of Phase Two funding has been allocated to this area for assistance of the Government in its decentralisation efforts and promoting child development in local communities. Marowijne formerly belongs to the coastal plain but parts of the area are characterised as interior because of the presence of tribal communities. This Eastern District was the center of the civil war and was severely hit. Its entire population was displaced during several years and resettlement and rebuilding are still taking place. Communication and road infrastructure are still bad while lack of employment opportunities, poor housing (most houses were destroyed) and a high incidence of criminality (after Paramaribo the second District with the highest rate) interfere with day-to-day life. In the selected Maroon villages, poor water and sanitation facilities, limited education and health care opportunities, and high poverty jeopardise the survival of children and their protection against anti-social activities.

In this post-war situation, the Government and UNICEF have been concentrating their efforts into normalising people's life with a high priority placed on improvement of the situation of women and children.

i. The creation and strengthening of the District Team (DT) in Marowijne is the first activity of its kind and a role model for decentralised programming in Suriname.

In the context of the sector Social Planning, one of the activities planned was the establishment of programme coordinating structures at district and community levels. The Programme has not been very successful in establishing formal structures at village level and coordination continued through the Village Captains, women group leaders and child minders. At district level, the Amazon Programme did achieve planned results.

Although there are still considerable problems related to the effective operation of the DT, the structure itself is well designed, consisting of local Government and NGO sector representatives: the education and social affairs representatives have withdrawn from the team. The DT is chaired by the District Secretary who has overall responsibility for the coordination of development efforts by the Government. The team is responsible for the planning of activities with communities, and for the preparation, facilitation and coordination of area-based project activities in their district. It has also been the first time that funding for area-based projects was disbursed through the District Secretary to Implementers. A risk in this shift of programme fund management to local level was that money was privately managed, as the District Commission has no bank account. The individuals who manage money do not feel safe to keep the money on their personal account and they hope that a solution will be found soon.

An unintended result was the spontaneous creation of a sub-committee in July 1999 for the coordination and implementation of Child Rights activities. This committee, consisting of members of the DT, and NGO and private volunteers, has highly contributed to the success of Child Rights

activities in Marowijne. Another sub-committee on Health issues was formed to promote community-based health care. Both committees are excellent coordination mechanisms at District level and were found to be more effective than the District Team itself.

The study tour to Guyana was a fruitful experience. Two initiatives observed, the **Esquela method** and **Village Based Research**, are proposed for inclusion in the 2000 PPAs, while the Guyanese training manual for **Community Health Workers** provided a useful basis for the development of basic guidelines for the training of (voluntary) Village Health Promoters in Marowijne.

Institutional strengthening of the DT was realised through logistical and training support. This included office and transport facilities, and training of the team: the purchase of a computer, photocopier, four-wheel drive pick-up, motorised boat, and the coordination of a study tour to Guyana to provide the team with the opportunity to interact with their counterparts on

decentralisation and on strategies applied in the Guyana Amazon Programme. This sub-regional aspect has had an inspiring effect on the team and members indicated that the tour also contributed significantly to team building as spare time was used to do personal inter-sessions. District Team members from Brokopondo participated in the tour and also paid a visit to IABP Marowijne as a learning experience.

Skills training of the team was partially achieved. A core of ten members received a training in data collection, analysis and utilisation in order to be able to compile data and develop district and village profiles. Training was also given on basic skills to mobilise communities, plan and organise activities, and to learn communication and education techniques.

A planned training course on project formulation, planning, monitoring and evaluation was not achieved due to incapacity of the Implementing Agency. The team indicated also a need for financial project management training. Some of the constraints related to the team's operational capacity seem to be related to their weak project management capacities. It is essential that the course is given as soon as possible.

Lack of operational resources and bureaucracy within the Government system are a problem for adequate maintenance of the transportation and office equipments received. During our visit the computer, photocopier and outboard motor were out of order, while the vehicle was not available as the tires had to be urgently replaced. For this reason the car had to be left behind in Paramaribo. It appears that the post yet strongly depends on the Paramaribo office, even for small operational costs. As observed by UNICEF, the Central Government still has difficulty with decentralisation of power to the districts.

ii. The Amazon Programme created a growing Child Rights awareness in Marowijne and there is evidence that the community is slowly taking ownership of the process.

The children were very excited to learn that they had rights and they selected 10 top priority Child Rights for Marowijne.

One of the most successful projects in Marowijne was the 1998-implemented **Peer Education** project 'Children as Promoters of Child Rights'. The Marowijne sub-committee on Child Rights identified and developed the project, which entirely reached its goals in spite of the many strikes in the education sector. Its primary goals were to enhance knowledge, attitudes, values and life skills for young people, with special emphasis laid on reduction of teenage pregnancy, substance abuse, child abuse, HIV/AIDS, etc.

After a trainers training workshop was conducted for the committee members to skill them as trainers on basic life skills and child rights, they were able to train a group of approximately 95 people as facilitators of CR promotion consisting of teachers and students from 18 primary schools in Marowijne (we were able to briefly attend the latest training held in Galibi end of February 2000).

- ❖ Grade 5 and 6 of each school selected their own 10 top priorities, which are placed on the classroom wall.
- ❖ A teacher composed a team song and a CR publication developed by the committee, while the children beautifully designed a logo and poster.
- ❖ The committee members adapted a set of illustrated cards on Child Rights to reflect the children's own socio-cultural reality. The cards are used for peer education training.
- ❖ Two sets of CR Resource Manuals were also developed and distributed to be used at school level.

With assistance of experts, the committee trained teachers in **Basic Life Skills** (Suriname equivalent of Facts for Life) as to create a sustainable basis for improvement of child and family life conditions and certify coaching of the peer educators: children from the 5th and 6th grade of primary school.

For the first time in Marowijne's history, children discussed child rights issues and from a workshop, the evaluators held with the youngsters it was evident that they were eager for more activities. They are gradually taking ownership of Peer Education Activities and they

have communicated new plans for action to the sub-committee. A future direction will be the closer involvement of children in planning processes as to assess their needs and ideas for further development planning. Own initiatives of the committee and the community (teachers and children) indicate a growing ownership of Child Rights activities within the community.

iii. **The promotion of Early Childhood Development facilities created a base for better future social development and educational performance of young people in deprived communities.**

Early childhood development (ECD) and Kindergarten facilities are almost non-existent in the interior, which made the promotion of such facilities one of the priorities in the Amazon Programme since its inception in 1994. High school dropout in primary schools, up to even 61% in Upper Suriname, and an estimated functional illiteracy rate of 60% in general, indicate the structural problem in the educational and social development of communities in the interior. ECD initiatives anticipate the opening of new perspectives in the promotion of children's learning and living environment.

Through training of 17 new village volunteers as **Child Minders** and provision of equipment for playgrounds in 4 villages, the Amazon Programme strengthened Early Childhood Development facilities in Marowijne. A similar project carried out in Upper Suriname River in Phase One of the Amazon Programme (1995) by the same Implementer, the Kenki Skoro Foundation, served as a model for the Marowijne project. The manual and two-year programme developed in Phase One were slightly adapted for use in Marowijne. At first, the Child Minders were not very active in their communities but the situation changed dramatically with the provision of cassava mills to the group to generate incomes for their services. Women in the villages pay a small contribution to use the mill and part of this income is used to pay the Child Minders. It was said that in the past, children liked to play 'combat games' imitating the civil war with toy weapons, but now they came to the playground. In Galibi, an Amerindian village where the first playground was provided in Marowijne, the children help to keep the place clean. The women's organisation 'Worian Uwaponaka' entirely controls this initiative and asked UNICEF's support only after they had raised initial funds as own contribution.

It seems to be important that poor women who give their services to the community are in some way compensated for their efforts: in cash or in-kind. Compensation is an issue that is never discussed and should be taken into consideration in future projects to be discussed with the village community. Because women have a very heavy workload in taking care of many productive and reproductive activities including food security (agriculture, processing and preserving) and household work, care for children and family, community services and income generation, they easily give up voluntary services.

iv. Results in the field of Primary Health Care and Nutrition Promotion have been marginal, partially because of low community response.

UNICEF's support to the **Regional Health Services** (RGD) to develop a comprehensive primary health care project resulted in the formulation of the **Village Health Promoters** (VHPs) project, which aimed to empower 26 villages to take an active part in preventive and promotive health services. Through community mobilisation 52 people would be selected for training on simple curative and preventive health services. Various outputs have been achieved but, although started in 1997, the project has so far not succeeded to implement its main activity to actually train VHPs. A basic curriculum was developed for the training course using the Community Health Workers' training manual from Guyana as a model. In preparation of the training, the international version of the Facts for Life booklet was transformed into a Surinamese Dutch version. 57 Primary Health Care Kits were also procured for training purpose of the VHPs. Through community mobilisation work 35 candidates for VHP training were recommended by 20 villages but analysis showed that the majority did not meet required selection criteria. It is evident that mobilisation activities for selection of qualified candidates will involve more time and that the project is still far from achieving its end results.

Furthermore, efforts to improve environmental health through promotion of water and sanitation projects have not sufficiently paid off. A demonstration project including the construction of water and VIP sanitation devices in 5 villages in Marowijne, as well as training of young local artisans in construction techniques to follow-up activities in the communities, has not achieved its planned results. The overall objective was to promote adoption of the demonstration model in the villages. It is said that the demonstration model was too expensive and that people could not afford to buy the materials. Considering the cost related aspects for the communities, UNICEF should have tried to improve the existing models in the villages, usually built of waste materials, instead of introducing (VIP) latrines which require entirely new materials, including cement (due to high inflation many goods, especially construction materials, are beyond most people's reach). Recent field observations show that there is some progress in the construction of latrines and roof water catchment devices, which means that the impacts may eventually become visible on the long term. People have merely continued to use waste materials. (See also Sipaliwini.)

B. SIPALIWINI DISTRICT (Upper Suriname River Area)

In 1994, the UNICEF assisted Programme started its work in Sipaliwini but has since then been less active in this District because there was no District Commissioner assigned to this area for some time. Another problem is that the District Commission itself is located in Paramaribo because the enormous size, the scattered population of many small villages and poor infrastructure of Sipaliwini are seen as unfavourable factors for the establishment of an administrative center. Absence of a local counterpart for the GOS/UNICEF Programme has undermined initiatives in this part of the Amazon Region. Nevertheless, UNICEF has succeeded to collaborate with NGOs who work or were willing to assist in this area. The Upper Suriname River Area in Sipaliwini was the focus area for UNICEF assisted activities in Phase One (1994-1996) and continued to be a priority area because of its isolation and increasing problems emanating from the civil war and small gold mining activity. The Upper Suriname River Area is mainly populated by Maroon People.

i. In Sipaliwini, the Amazon Programme has been most successful in creating basic provisions and conditions for health improvement of children and women.

A considerable proportion of the Amazon Programme budget was utilised to enhance Community-Based Health Care in the selected interior and peri-urban areas through the use of low cost health interventions and community participatory strategies. The achieved results were largely in line with the goals planned in respective areas.

Collaborative actions between UNICEF, **Medical Mission Foundation and the Bureau of Public Health** resulted in the increase of immunisation coverage since 1997. The **Expanded Programme of Immunisation (EPI)**, aiming at increasing coverage for children 0-5 years from 35% to 80% in the Sipaliwini District, entirely achieved its planned results by immunising a total of 4,750 children in Marowijne and Sipaliwini together. The very high turn out was attributed to the intensive community mobilisation campaign included in the process and aimed at educating mothers. The local counterparts in the villages were teachers and women's groups (including mothers). These partners were trained to deliver information to their peers in the villages. All trainees received a certificate of competence.

The Medical Mission Foundation is entirely responsible for primary health care in the interior, for which it is subsidised by the Government. Currently, however, the Government owes the Mission a huge debt involving about 2 billion SRG (about 1,5 million US\$= rate 1400).

Since the ending of the war in the interior in 1992, which severely affected the District's infrastructure, the Medical Mission is the only formal institution in this area (no police or other administrative structures present). Through its unique authority, its work and project activities in the interior, the Medical Mission is a highly respectable NGO.

The UNICEF assisted projects have strengthened the Medical Mission's efforts to improve community health in the interior and moreover, to develop and maintain the interest of a core group of women village health promoters who were trained to coordinate community health interventions in their villages. The great successes of the immunisation and malaria campaign have empowered the women to continue their community services. Their motivation was the basis for the Medical Mission to train them also in the delivery of HIV/AIDS education.

Source: Interview with the Coordinator of the Medical

The Medical Mission also received support to implement a **community-based malaria control and management project** in three villages (benefiting 600 families in Kajana, Nieuw Aurora and

Dangogo) through provision of materials for production of mosquito nets and intensification of health education. Malaria, particularly the drug-resistant *Falciparum*, is a serious danger for the health of the people in Sipaliwini, in particular for pregnant women and children who comprise 80% of the fatal malaria cases.¹⁶ Statistics indicated that pregnant women were more than twice likely to suffer malaria. The project was a continuation of a previously successful implemented initiative of the Medical Mission, funded by the NGO Fund, which taught women to sew the bed nets. While the purpose of the malaria project is to provide low-cost mosquito nets, cleaning up hotbeds and keeping the village clean, an *unintended result* was the economic and gender empowerment of women:

- there is a huge market for mosquito nets in the interior. The women involved in the project sold about 8,000 nets, using different colors of material, and are still confronted with a high demand;
- women are in control of the malaria and immunisation campaigns in their villages and have through their involvement and improved skills been able to increase their status.

A clear result of the project was that the figure of 11,000 incidents in 1996 fell to 7,000 in 1998.¹⁷

ii. Objectives to increase access to safe drinking water and environmental sanitation were not fully met.

The main objective of the Water and Sanitation component in the Amazon Programme is to increase access to safe drinking water from 50%/70% to 90% and improve sanitary facilities as to reduce water-related diseases (diarrhea, skin diseases).

One of the greatest perceived needs of the people of the Upper Suriname is improved access to safe water and environmental sanitation as water-related diseases are among the most important factors of child morbidity and mortality. Poor water and sanitation facilities in general affect the health and well being of the people of the interior resulting in a high rate of diarrhea and skin diseases. The national goal is to increase access to safe drinking water from 50%/70% to 90%. Against this background, UNICEF allocated resources for a) mobilisation of 5 communities in the Upper Suriname River area to participate in the water and sanitation project, b) construction of 5 demonstration units of 2x1 VIPs (Ventilated Improved Pit latrines), and c) training of 13 local artisans in the construction of water and sanitation devices.

In contrast with above described successes in the Upper Suriname River area, the results of a **Water and Sanitation Demonstration Project** have been marginal because of two main factors. Firstly, people could not afford the materials needed for the construction of the model VIP. Latrines are usually very simple built – if they are present at all – of used materials. Despite the low-cost design of the VIP model, this construction was perceived as luxury compared to people's poor housing conditions. This could only strengthen some people's idea in the communities

that latrines are a status symbol. The planned result of an additional construction of 20 more devices by villagers was not achieved.

Secondly, Amerindian and Maroon communities have a different conception of sanitation in comparison with the Western world and the urban Suriname area. This implicates that hygiene education programmes will show impact after a longer period. Collected information indicated that although the communities were knowledgeable about sanitation, they continued traditional practices. Children were more open for change and followed hygiene instructions (hand washing after sanitary

¹⁶ Amazon Sub-regional Programme in Suriname, progress report no. 5: February 1999.

¹⁷ Statistics of the Malaria Programme of the Medical Mission, 1999.

use, etc.) and it is expected that the project will show results that are more visible in the near future. Maintenance of the devices still seems to be a problem in some villages as the construction is not understood by everyone or because of a lack of interest. The Ministry of Regional Development, PAS Foundation and a private construction company carried out the project.

In one village people complained that the water collecting device was not functioning. After inspection, it appeared that the roof-gutter was blocked with fallen leaves. The problem was solved in a few minutes.

iii. **Women's economic empowerment initiatives are progressing slowly in Sipaliwini.**

Considering the fact that the majority of the population in the interior lives in a state of extreme poverty, UNICEF has, in conjunction with the Ministry of Regional Development and the Ministry of Social Affairs sought the services of the **National Women's Movement** (NGO) to pilot a **Women's Economic Empowerment Project** (WEEP) in the Upper Suriname Area. The objective of WEEP is to promote adequate household food and income security in the area by engaging women in economically viable activities and increased food production activities.

The project started in 1997 with a survey in 7 villages to identify viable products for women's economic empowerment. This survey underscored the fact that subsistence farming is the main activity and livelihood of 90% of the women. Food surpluses are seldom the case so the traditional subsistence farming could not generate a significant income. In essence, the villages are non-cash communities. Based on the survey results, 4 villages were identified to provide the nucleus for piloting activities mainly focused on agricultural products for marketing. An evaluation of the project, conducted end of 1999, indicated that the project has a potential for income generation and women's economic empowerment but this would be over a period of time as the basic environment for commercial activities is lacking (no access to credit, markets, agricultural inputs and modern technology, etc.). The project was also insufficiently designed to address strategical needs of the communities and utilising incomes of women's groups for supporting child survival and development activities. Meanwhile, the women sold a harvest of peanuts in Paramaribo through project assistance but there are several questions related to the sustainability of the project. For example, will women undertake the long and expensive travel to Paramaribo each time, do they have sufficient bargaining skills to earn a fair price for their products (which turns out to be a major problem of women from the interior), and where do they find credits at low interest for finance of investments?

Given the complex context of the interior it is recommended that the Amazon Programme concentrates on the support and improvement of income generating activities instead of trying to create these activities which is a specialised and long term approach that continues challenging specialised organisations and cooperatives in the country.

iv. **There is some evidence of sustainability of Early Childhood Care activities carried out in Phase One in the Upper Suriname River Area.**

A **Pre-School Project** carried out in the Gungsi village in Phase One (1994) of the Sub-Regional Amazon Programme, serves as a model for successful collaborative action between UNICEF, the Ministry of Regional Development and other partners. One of the results of the project was the

Nine persons were trained in Phase One in the Upper Suriname Area for the Pre-School Project of which 4 descended from Gungsi village. Only in Gungsi have the results of project been maintained up to now and are the 4 trainers still active.

training of four local individuals in Gunki as teachers for an alternative pre-school, which educates children under 5 in their own native language and culture, for example teaching them local songs and games. The pre-school training encouraged one of the (male) trainees to follow a teachers training in Paramaribo. After completion of this second course, he went back to his region and was employed in the neighboring village Aurora. Currently he is the head of a school in his own village and employed by the Moravian Church. The Pre-School in Gunki is still running with partly support of the Ministry of Regional Affairs who employed one of the female teachers as development worker exclusively for her work in the school.

C. BROKOPONDO DISTRICT

In November 1999, an inter-sectoral Planning Workshop was jointly organised in Brokopondo by the Ministry of Regional Development with technical assistance of UNICEF and UNIFEM, to focus attention on the situation of women and children and ways in which the Sustainable Livelihood approach could be applied to mobilise district and community level actions to promote the well-being of children and families. IABP activities are now starting up with planning sessions in different areas of Brokopondo using the Sustainable Livelihoods approach. We observed one of the six SL analysis & planning workshops, which was held in the Sara Creek Area. The UNIFEM and UNICEF coordinators developed comprehensive instruction materials for the District Team including a paper on the SL approach with guidelines for team working group discussions at district level, and a guideline for the team to facilitate working groups at community level.

The Duwatra Village was selected as the site for the meeting where 8 villages gathered together to give their support to the workshop. More than 40 persons participated in the meeting held in the premises of the school. Participants consisted of Village Captains, representatives of women's groups, teachers, entrepreneurs and community members. Results of the meeting pointed out that most of the villages are very small and that all eight together count a total number of about 1200 individuals. There is, however, no adequate communication or collaboration between the villages. The meeting started one day later than planned illustrating some of the communication and infrastructural difficulties, which the Government and development organisations sometimes confront in their work.

Observation of the workshop in Duwatra Village learned that the SL Analysis is very well understood at micro level and brings together key stakeholders from different sectors. The participatory approach uses the community as the source of information for mapping its resources and defining poverty and its assets. It is democratical and it creates awareness among the participants of their assets rather than their needs. It is empowering by itself focusing on people as the center of development. The ranking system used, prioritises people's motivation and willingness to **take ownership** of their development. As such, the SL approach asks for some reconsideration of UNICEF's strategy to focus on the poorest of the poor and most isolated communities.

The input of the District Team of Brokopondo to organise and facilitate the meeting fits into the Amazon Programme's strategy to enhance local capacity in planning, implementation and monitoring processes. The workshop was chaired by the District Secretary who is the District Team leader for the UNICEF assisted Programme, while other members of the District Team were the facilitators of the working groups. Each group was asked to discuss one aspect of the SL analysis in relation to their situation.

Brief Overview of Results of the SL Analysis Workshop in Duwatra

For the District Team, the SL approach was a revelation. Not only has the workshop brought forward very resourceful information, but it also shifted the focus from the usual 'shopping list' to empowering

One of the most striking issues which came out of the meeting was the absence of an area based development policy and programme. The participants were not aware of the decentralization planning of the Government.

Situation of the communities

Although Brokopondo can be considered one of Suriname's most economic active areas, it is evident that the local population does not benefit from its development opportunities and outputs. People have limited assets and there are many problems in the area related to nearly every sector. In coping with and adapting to their unfavourable situation people developed several strategies varying from selling surpluses of produce and micro-enterprising to prostitution and child labour. Incomes are generally low and do not allow investments and/or saving. Mining and logging activities in the area have somewhat pushed micro entrepreneurial activity, however, on a small scale, while the majority of the population continues to live far below the poverty line.

Situation of women and children

The issue of poverty was intensively discussed. At first participants said that men were the poorest because if they do not have a wife or children, they have nobody to take care of them. Opponents of this opinion claimed, however, that women were the poorest because they are the majority in the village. Men often work and live outside the village thereby frequently having 3-4 wives (polygamous relationships are common among Maroon) among whom they have to share their income. Most women are income earners because they have to provide for themselves and their children. The absence of the husband also means that women have to pay for required services, for example to clear agricultural land. Although women are entirely in control of their agricultural and food processing activities, and their earnings, their incomes are to marginal to allow saving. No use is made of appropriate technology, which is time saving and more productive.

Child labour has become a common phenomenon particularly in small and illegal gold mining activities, affecting mainly boys among whom school-dropout is considerably higher compared to girls. Adolescent girls are becoming increasingly involved in prostitution. So far, rigid programs to improve the situation of children are generally lacking.

Closing remarks of the workshop

Participants made the following closing remarks at the end of the workshop:

1. The approach to bring together villages from the same area was important because experiences and good examples could be shared;
2. Participants hoped that the outcomes of the workshop would be used and that they would not disappear in the drawer of some bureaucrat. They expressed their gratitude to Unicef and asked for continued help;
3. On behalf of all women, one female participant emphasised that the meeting was extremely important for women.

people to assess their own development potential.

D. SOPHIA'S LUST (Peri-urban area)

Deteriorating trends in Suriname have had a devastating effect on poor neighbourhoods such as Sophia's Lust, numbering about 2100 residents. Beginning 1997, the Amazon Programme was expanded to embrace 4 selected peri-urban areas of Paramaribo where the majority of a total estimated number of 13,000 displaced people from the interior lives. The Government singled out Sophia's Lust as the nucleus for the peri-urban area because it is the most deprived of the selected areas (Latour, Abrabroki and Pont Buiten being the other three).

i. Early Childhood Development activities improved services provided to the community.

The few existing day care facilities in Sophia's Lust are privately managed by individuals who are or were not able to provide adequate services due to shortage of space, staff and materials. The women use their own home (small living room and verandah) to facilitate children and point out that there is a high need in the neighbourhood because many women have one or more jobs.

The Early Childhood Sensitisation Project started in November 1997 in Sophia's Lust, implemented by the Human Development Foundation BKO, and aimed (a) to increase the awareness of the community on the importance of early childhood development and (b) to improve the quality of services being provided through training of staff, procurement of educational materials and increased parental and community involvement. BKO already worked in Sophia's Lust since 1990.

Cuts by UNICEF in the procurement list of educational materials, which had been composed to match the training program of staff, were experienced as a problem by the Implementer because this was done without consultation and only noticed by BKO when materials were delivered. There was also a tremendous delay in implementation due to money transfer problems at UNICEF. Furthermore, the lack of a local task force (similar to district team) to coordinate the project and especially mobilise the community, was a weakness at coordination level.

Eventually BKO was forced to organise community mobilisation meetings itself, which went very well. The meeting discussed various issues including the expression of love and patience for children, early stimulation, child abuse and violence in the family, and attitude problems of children. Child Rights issues were also discussed with parents, mainly consisting of mothers.

Three day care centers were fully involved in all activities of the project and one only received training. Results of the project were the drastic improvement of service delivery and better parent involvement in monitoring of child development, although many single mothers with low paid jobs come home late and do not have much time for their children. Parents noticed that the development of their child clearly improved, also their attitude at home (some were difficult to handle). One center received a small package of construction materials (concrete, sanitary equipment and roof materials) to expand and improve childcare facilities. We noticed that people also donated used materials (toys, baby beds, etc.) to the centers.

Sylvana started a day care center 9 yrs. ago because neighbours asked her. She has 18 children in the center of which only 3 have a father at home. BKO introduced her to UNICEF from whom she received materials to improve her facilities. It is very difficult for her to invest own money, because what she receives is not much while costs are high. Children destroy many toys, also her personal belongings because the center is home-based. Many mothers cannot afford to pay her regularly as most are very poor. Sylvana did not know the exact value of UNICEF's contribution but it tremendously helped her to improve facilities for the children while BKO's training enhanced her knowledge and skills to run her

The results achieved corresponded with the planned goals for the project. UNICEF is now assisting the 11th area in the Amazon Programme's Second Phase, which is the peri-urban neighbourhood Latour, to improve day care facilities. Earlier Child Minders activities were carried out in Sipaliwini and Marowijne.

ii. The delivery of services by Regional Health Services (RGD) in the selected peri-urban area was significantly improved with support of the Amazon Programme.

An effective **School Health Programme** is by all relevant counterparts conceived as one of the most effective strategies for universal achievement of and sustainability of national primary health care in Suriname. After support for training of school nurses was given by PAHO, the Amazon Programme supported training of a second group of nurses in a comprehensive School Health Programme. A core of 23 nurses of the Regional Health Services (RGD) was trained on health screening and monitoring of children in peri-urban areas. There were also basic supplies and equipment procured, including scooters to facilitate service delivery. Field visits to Latour and Sophia's Lust learned that the school health programme was effectively improved. Screening of children on growth, hygiene, eyesight, hearing, etc. was taking place in one classroom, which was temporarily turned into a clinic. It is further expected that the school health programme increased **immunisation coverage** in the selected areas to 80% and will sustain coverage at current level. According to the nurses, screening was monthly carried out and most children were found in good physical condition. There was a need for training of more nurses to expand the programme but neither PAHO nor UNICEF are at the moment interested in training of more personnel, because most agencies give their support only once to the same project.

The School Health Programme supported by UNICEF monthly monitors the health of an estimated number of 11,000 children from 23 primary schools. The school nurses were also trained to conduct health education sessions for teachers of the involved schools.

Pregnant women do not necessarily have to go to hospital anymore. They can now give birth in the neighbourhood clinic, where they feel more at home and relaxed, and go home the same day.

RGD also received basic equipment and supplies for care during pregnancy and childbirth in 4 polyclinics in peri-urban Paramaribo. Materials included a baby scale and baby bed, midwife Kit, equipments to measure blood pressure and Hemoglobin levels, sterilisation equipment, and many more materials. The availability of facilities for child delivery in the polyclinics is a major advance in reproductive and maternal health care.

3.4 EFFECTIVENESS of AMAZON PROGRAMME

The Amazon Programme has identified a number of strategic interventions among which also different levels are targeted:

1. District level: promote decentralisation through development and strengthening the coordination, planning, implementation and monitoring capacity of local Government and key civil society counterparts.
2. Village/Neighbourhood level: develop and strengthen the community's ability to plan, coordinate and implement interventions as well as to sustain results.
3. Organisation and Individual level: strategic target groups are CBOs including women's groups, NGOs, children in need, lactating women, etc.
4. Promote coordination and collaboration between different levels and counterparts.

This section will specifically look at and critically analyse the effectiveness of the Amazon Programme at different levels of implementation, and of the strategic approaches used.

i. Funded initiatives have been most successful at increasing awareness and participation on Child Rights and Early Childhood Development at different levels, specifically at community level.

At all levels and among all counterparts there was common agreement that the Amazon Programme supported initiatives were most successful at increasing the awareness of Government, NGOs and communities on the importance of CSDP activities and to mobilise all these levels to undertake joint actions. Although successes varied between areas and projects, mainly because of the extent to which community's were interested and motivated, it is generally believed that awareness will further grow as the Amazon programme expands to other areas.

According to the **Jvroce** representative (one of the Implementers) the seed for the success of the **Peer Education** initiative on promotion of Child Rights and Basic Life Skills was sown in an earlier phase in 1996. The idea came after the excellent community participation achieved back then in the 'Once is Enough' teenage pregnancy initiative. This result was achieved through the use of effective community mobilisation techniques. The mobilisation campaign in villages was conducted through individual (one-on-one) meetings to inform the people/households and gain their participation, while community meetings also took place. Usually social mobilisation activities are limited to village meetings and meetings with key persons.

The Coordinator of the Sub-committee on Child Rights in Marowijne indicated that the children who participated in the Peer Education project have become more self-confident as they learned about their rights. Parents and teachers who were involved now treat children with more care and attention.

In Sipaliwini, the **Medical Mission** used effective strategies to mobilise the community for health issues: malaria control, expanded immunisation coverage and HIV/AIDS. The mobilisation and awareness raising campaigns were an overwhelming success resulting in full realisation of goals.

In Sophia's Lust, the **Human Development Foundation** (BKO) held special sessions with parents and other community members to increase people's awareness on the necessity of community participation in Early Childhood Development activities. These sessions contributed to the community's involvement in monitoring the results of the project. Parents and Child Minders were able to track the progress and school performances of children. Through this strategy it was possible to determine that all children of the involved day care centers who were in school passed their grade. A total of eleven (11) communities in Marowijne, Sipaliwini, Sophia's Lust and Latour were supported with Child Minders initiatives.

An example of increased agency awareness and participation is the involvement of **Peace Corps** in UNICEF CSDP activities. In addition to the Memorandum of Understanding signed between UNICEF and Peace Corps, the latter submitted a proposal to the Ministry of Education for a joint effort to improve Early Childhood Education in Suriname's interior. Peace Corps proposes to provide trained pre-school teachers to help establish centers in villages, conduct training of teachers and parents, and promote parental involvement.¹⁸ Already PC volunteers are designated in areas where UNICEF is active. To help coordinate and facilitate UNICEF work the Peace Corps requires that project-related costs are supported by UNICEF.

¹⁸ Peace Corps' proposal for a Early Childhood Education Pilot Project, November 1998.

ii. The program promoted the establishment of local mechanisms for decentralised planning and coordination of CSDP activities.

The greatest challenge was the development and strengthening of management, implementation and monitoring capacity at district level, and sustaining this critical aspect of the Programme. Most of the communities and non-governmental counterparts believed that it was a waste of precious time and money to put efforts into strengthening a coordination team in the district, because there is little believe in the Government. While some Implementers and agencies continue to be skeptical, and prefer strengthening of non-governmental mechanisms, various interviewed individuals applaud the existence of the District Team and sub-committees. According to them, the Amazon Programme achieved very innovative results and would have been far more successful if only the Government would have shown more commitment and would have provided the required support for a better functioning of local structures. The lack of ownership of the Programme at district level has been mainly caused by the lack of interest at higher level.

In the opinion of an International Agency who primarily works in the interior, SIABP is very useful because its coordination focuses all efforts towards one goal and the Programme targets populations that are in great need. Not much was seen of decentralisation: decision making is still at high level and there is no ownership at community level. A framework to work within is seriously lacking. A more strategic approach from the Government and UNICEF is required. This agency made clear that worldwide it has, like UNICEF, more difficulty working with the Government than NGOs.

The District Team of Marowijne coordinated several project activities and opinions of implementers differ about the quality of support given by the team. Implementers recommended that the team is further trained and that inter-personal problems are solved. Better results were achieved with the establishment of sub-committees on Child Rights and on Health. These committees demonstrate more involvement and commitment. There are indications that ownership on Child Rights activities is gradually evolving.

In Brokopondo, the local team seems to have more respect of and credibility in the community. The status of this team has clearly been promoted by utilising the capacity of its members for facilitation of SL planning workshops in different areas.

iii. The Programme effectively utilised the capacity of civil society organisations to mobilise communities and provide them technical assistance and project implementation support. There is evidence that Programme funding also helped to strengthen key civil society organisations.

The Amazon Programme has quite effectively utilised the potential of Civil Society in Suriname. Many implemented projects had a strong NGO involvement. NGOs for example contributed to:

- *Mobilise local communities.* In Marowijne, the Pater Ahlbrinck Stichting (PAS) played a key role in identifying stakeholders from different villages for the UNICEF Planning workshop and by facilitating this meeting. The workshop was held in PAS headquarter 'Abadukondre'. The Jovroce Foundation did the ground work for the Peer Education Programme in Marowijne through community participation and mobilisation work, while the Kenki Skoro Foundation did similar work for the Child Minders Project. The efforts of the local Lobi Foundation and PAS Foundation in Marowijne have tremendously contributed to the successful planning and implementation of the Area Based Program.

In the peri-urban region of Sophia's Lust, the Foundation for Human Development (BKO) was fully in charge of the mobilisation, planning and implementation of an institutional strengthening project for private Day Care Facilities, which included the purchase of toys, and the training and technical assistance of the managers. The facilities are home-based and were managed on a non-professional basis.

- *Shape successful project models based on the aspirations and needs of local communities.* There are several examples of projects that illustrate that community participation was the key success factor of projects, for example the Peer Education project, the Child Minders Project and the Day Care Centers project in Sophia's Lust. With the input of their expertise, NGOs helped to shape community needs and aspirations into model projects.
- *Undertake collaborative actions for the development of tailor made training modules.* The Peer Education project succeeded to involve a total number of 8 collaborating NGOs that developed modules related to specific themes, such as Domestic Violence, Teenage Pregnancy, HIV/AIDS, BLS, etc. The modules were developed area specific, considering the educational level of participants and socio-cultural elements.
- *Deliver services,* for example immunisation and malaria campaigns, and the construction of latrines. In Sipaliwini and Marowijne, the Medical Mission Foundation took charge of the mobilisation of village communities for the immunisation of children. PAS assisted with the construction of latrine models in villages of Marowijne.

Implementing agencies mentioned their synergetic relation with the Amazon Programme: on the one hand the Programme benefited from their technical assistance and services, while on the other hand the Programme helped them to achieve their organisation's goals, develop and improve their services to the community, and strengthen their institution through limited equipment support.

The Coordinator of the **Medical Mission**, pointed out that the Programme's support helped the Mission to reach its immunisation targets in the interior, while also UNICEF's EPI goals were accomplished. The Mission received boats, outboard motors, basic supplies, and equipment to improve its services to villages along the Upper Suriname River.

iv. Initiatives have positive impacts on the enabling environment.

The Programme has positive effects on the policy and enabling environment, particularly in strengthening inter-sectoral approaches within the Government and collaboration among Government organisations and civil society.

The **Ministry of Social Affairs** has for the first time developed a youth policy which is still to be discussed among key stakeholders and validated. The Ministry has also established a National Youth Council consisting of representatives from each of the Districts. According to the Deputy-Minister, the Council will be asked to review the policy and provide relevant comments and recommendations. The Amazon Programme supported the selection and election of candidates for the Council.

The **National Steering Committee** is an excellent platform for policy and programme coordination. Between the ministries of Health and Social Affairs there are signs of increasing sectoral coordination on Childhood Development and Basic Life Skills components. Between the ministries of Education and Social Affairs critical issues emerged with regard to the coordination of Early Childhood Development.

Social Affairs has always been responsible for programmes regarding daycare centers while the responsibility for Kindergartens is with the Education sector. Both ministries claim responsibility for pre-school related policy and programming.

According to the BKO representative who has been coordinating activities in Sophia's Lust, the Ministry of Education has no section for Early Childhood Development. It would according to her be more appropriate to set up facilities within the Education Sector.

Working groups consisting of the Sector Coordinator and Implementing Agencies meet every quarter to discuss project progress. These meetings have to some extent strengthened the collaboration between different actors, but coordination does not take place within a certain policy framework or jointly designed plan of action. It appears that there are still ad hoc projects being submitted and sometimes funded.

v. The Programme had a few positive unintended results.

During the implementation of Child Rights activities in Marowijne including the training of the District Team, members of the team spontaneously took over some responsibilities of the DT coordinator to ensure adequate coordination and implementation of initiatives. This resulted in the establishment of the **Child Rights sub-committee**. The committee coordinator and several of its member are highly motivated, and indicated that ownership is increasing at this level.

Another unintended result was the establishment of steering groups in Sipaliwini as an outcome of Medical Mission's health interventions (malaria and immunisation) and community mobilisation in this area. The steering groups consist of women and teachers who were trained to provide health education in their villages. Their services are now being usefully utilised to promote other community-based health interventions, for example related to HIV/AIDS education.

vi. To reduce problems related to adequate CSDP planning and monitoring, a number of baseline studies were conducted to produce basic area-based data.

The lack of adequate planning and monitoring data is a continuous problem for the appropriate determination and design of development interventions. In Marowijne and Sipaliwini, the Programme undertook useful action to produce crucial data.

The results of the survey on 'Out-of-School Youth' conducted in Marowijne and Upper Suriname River, helps several implementers to improve their planning in this area, especially because IADB Education Sector Studies have not been specific about the situation in different areas of the country. The Moravian and Catholic missions are prominent providers of primary school education in the interior. The services of the Moravian organisation have been used to plan the upgrading of teachers in the interior. In this context the survey outcomes provided a very useful input for developing the guidelines for upgrading. Results from the survey were also used in several external development studies and initiatives, for example in the UNIFEM Situation Analysis of Women in Suriname, the UNDP Common Country Assessment and Peace Corps' proposal on Early Childhood Education. Obviously the results have facilitated the work of other agencies.

A first and unique effort was also undertaken to profile the villages of the Marowijne District. A needs assessment was conducted in 34 (of 47) villages under the auspices of the Community-Based Health

Care project team: the second successful sub-committee in Marowijne. The District Team of Marowijne was trained in updating and analysing the data for development planning and monitoring purposes.

Some assessment studies have been project-related, for example the assessment of the Hygiene and Sanitation situation in 4 villages of Marowijne. This study helps to understand why Water and Sanitation interventions did not achieve planned results, while it also monitored the result of these interventions. As it appeared, the VIP latrine was not such a successful model in the villages, but to some extent did promote the building of latrines.

vii. There is evidence that the Amazon Programme is realising some of its stated priorities.

Although the majority of counterparts believe that the GOS/UNICEF Programme is a very ambitious

According to the Sector Coordinator Health many satisfactory results were achieved and there is evidence that the stated goals for health will be achieved by the year 2001.

programme with complicated strategies and too many small interventions, it is evident that good results are being achieved in certain fields. EPI initiatives have already realised planned results to increase immunisation coverage from 35% to 80%, while

malaria interventions have been tremendously successful. The School Health programme in the peri-urban area is effectively operating in the 4 selected neighbourhoods. We were able to visit two of these neighbourhoods. One parent said that she was really happy with the school programme because of the high health care costs, previously involved: 'At least my children have a regular check-up now, but why is there no dental care at once?'

Effective results have also been achieved in the field of promoting Child Rights and Early Childhood Development. The several operational Child Minders demonstrate the successes in different areas, securing the improved development of future generations of children. Rewarding of Child Minders in the interior is still a challenge, although the awarding of cassava mills for income generation has proved to be a good strategy.

ix. The Amazon Program is regarded well by those who are aware of and involved in the Program: however, many agencies are unaware of its objectives and accomplishments.

Except for recommendations made here and there, interviewed donors, organisations and Government representatives acknowledge the importance of the Amazon Programme. It is striking that agencies and NGOs who were not directly involved, but also work in the interior, are unaware of the Programme's work and achievements. This clearly indicates a need for better profiling of the Programme. A training held for media workers on Child Rights issues could be followed up with joint promotional activities.

The Deputy Minister of Social Affairs mentioned the preparations for the establishment of a Media Board specifically to promote Child Rights.

From a work coordination perspective all interviewed NGOs and agencies agreed that coordination among donors and NGOs should be created urgently for several reasons:

1. To avoid overlap and gaps.
2. Promote synergetic relations and results.
3. Undertake collaborative actions

The director of Forum NGO's does not know why relations with UNICEF have never developed but stressed that there are common goals and strategies between both organisations. Forum NGO's experience with regional approaches and capacity building programmes in the interior can be shared with UNICEF.

4. Promote co-funding of activities.

The majority of interviewed persons recommended that UNICEF should take the lead in this, acknowledging the Amazon Programme's strategy to promote Integrated Area-Based initiatives. Some NGOs and Agencies working in the interior have been wondering why there was no closer relationship and a few complained about their relationship with UNICEF. Obviously the Programme seriously needs to consider its working relationships.

x. The Programme has been more effective in targeting Maroon than Amerindian communities.

All 13 villages selected to provide the Growth Path in Marowijne and Sipaliwini Districts, are Maroon villages, while it is to be expected that this will also be the case in Brokopondo given the ethnical composition of this area. In the peri-urban area there are also mainly Maroons present. Amerindian communities have incidentally benefited from the Amazon Programme's Funding: in fact only one Amerindian community, Galibi, was supported with a playground. A few other Amerindian communities (schools) participated in the Peer Education project. There is evidence of equal poverty levels in Amerindian villages. According to the Programme of Cooperation 1998-2002 MPO 'A nutrition survey in Amerindian villages of Kwamelasamutu and Tepu', showed that there was 22% acute malnutrition and 35% chronic malnutrition among children in the 1-2 year age group. The situation is similar to other villages in the interior, Parasitic and diarrhea were major contributors to malnutrition.¹⁹ The villages indicated here, are located in South of Sipaliwini.

In spite of the several arguments put forward at Programme management level to explain the low involvement of the Indigenous community, many interviewed persons feel uncomfortable with the situation and did want a better balance between the two ethnics inhabiting the interior. Some people argued that it was the Government that decided where infrastructure was most important and that it were the intersectoral planning sessions that pinpointed the poorest communities. Maroons will always make up the majority as their population is estimated at a four fold of the Amerindian, approximately 35,000 and 7,000 respectively.²⁰

A short review of the participants lists of Intersectoral Planning workshops held, reveal a very poor participation of Amerindian communities. It has not become clear if this was the result of absence or the fact that most Amerindian communities have not been invited to participate.

xi. While Child Rights issues have been promoted effectively, there is little evidence of interventions taken to ensure the implementation of CEDAW focussing on the elimination of discrimination against women. Women's rights and Indigenous rights issues have not or insufficiently been addressed.

It is clear from previous sections that the Programme prominently focused on Child Rights as should be expected given the scope of UNICEF. Implementation of the Programme from a Women's Rights and Indigenous Rights perspective has, however, not been visible in spite of UNICEF statements on

¹⁹ MPO 1997: MPO Programme Three pg 17.

²⁰ The latest data are available from the last population census held in 1980. A new census is currently being prepared to take off in 2001.

the importance of these focuses. Domestic violence against women and teenage pregnancies have rather fragmentary than strategically been addressed, while women's economic empowerment was merely approached from an income generating point of view. Because of the the lack of a gender approach in which women's basic and strategic needs have been comprehensively conceptualised, no major results have been realised.

Baseline studies conducted with the support of the Amazon Programme, for example 'Villages of Marowijne' and Out-of-school Youth in Marowijne and Sipaliwini' failed to target sex specific data. The situation of women and girls as compared to their male counterparts remained unknown, for example regarding economic activities, enrolment in primary school and school drop-out.

Like Women's Rights, themes which involve Indigenous Rights have not been taken into account in the Programme's strategies. Neither land rights or management of reserves and eco-tourism nor the threats of mining and lumbering activities on the community's survival have been addressed since the Programme's transition to a strategical approach.

Primary environmental care has to a certain extent been addressed through malaria prevention campaigns, and water and sanitation interventions. Increasing consumption patterns in some villages, which are likely to increase with tourism promotion activities, ask for specific attention.

The Minister of Regional Development expressed her concerns about increasing environmental problems in villages: serious rats and ants plagues, and pollution due to increasing tourism, while recycling of domestic waste should be taken seriously. The Amazon Programme should also address these problems and educate children in

xii. Most funding was spent at district level compared to community level, which is the main reason of poor implementing capacity and absence of relevant mechanisms at community level, while ownership has not been realised.

SIABP has in key documents been indicated as the community-wing of the UNICEF's Programme in Suriname. It is therefore expected that resources are primarily utilised to benefit community level. However, most funding was oriented towards district level activities, including support and training of the District Teams, technical assistance, baseline studies and needs assessments. Although the necessity of these investments is recognised by Programme counterparts, given the context of the Districts and innovative nature of the Amazon Programme, some interviewed persons suggested that more funding should be targeted towards communities.

An interviewed representative of an NGO with over 30 years of experience in the interior wondered why consultants get paid so much and NGOs cannot receive a fee, while they also deliver professional work and should be able to pay their staff. NGOs create a more sustainable basis by closely involving communities in the implementation process and transferring knowledge and skills.

One NGO representative argued that little had been spent on building community capacity: no capacity building trainings for CBOs or village authorities have been delivered during the implementation of the

Programme. The strengthening and closer involvement of CBOs have been marginal and not promotive of bottom-up community-based actions. Planning of actions mainly took place in Paramaribo by the Government and NGOs, while instead the communities should have been the entrance to planning. Another interviewee recommended a better investment balance between community and district level.

3.5 COST EFFECTIVENESS

Given the challenging context in which the Programme operates and its introduction of innovative development approaches and strategies, it appears that the Amazon Programme is generally cost-effective. Previous chapters show that a significant amount of resources was spent on national and district level to improve coordination, planning, implementation and monitoring as well as providing technical assistance. This must be seen as necessary investments made which will pay off later but mobilising funds towards community level is required.

The Amazon Programme demonstrated a great potential but due to strikes in 1998 and 1999, and weak implementing capacity there were many delays in activities while some projects were not implemented at all. Due to force majeure, the full potential of the Programme could not be realised, which from an economic perspective had implications for the cost-effectiveness. Also delays due to UNICEF Bureaucratic financial procedures had an impact on the cost effectiveness of the Programme. Only after contracts have been signed between UNICEF CAO and Implementers, cheques are transferred to the Ministry of Development Cooperation in Suriname.

Fund utilization reports indicate that at the end of 1998, of the countries that had received funding of the Netherlands Committee, Suriname was the only country which had not fully committed its funding: 25% was uncommitted.²¹ Suriname has an annual budget of approximately US\$ 200,000 (\$ 194,175 annually in 1997 and 1998, and \$182,711 in 1999).

Date	Available for Programme	Funds committed	Balance
1997	388,350.00	156,571.00	231,779.00
1998	231,779.00	140,718.00	91,061.00
1999	182,711.00*	139,846.13	42,864.87
2000	42,864.87	Not applicable	Not applicable
Total at end of 1999	480,000.00**	437,135.13	

* Balance of 1998 (91,061) + 91,650 new allocation.

** 388,350 in 1997 + 91,650 new allocation.

From a financial perspective, the Amazon Programme has been administered in a cost conscious manner with attention paid to keeping program administrative costs as low as possible. Cost-sharing between UN Agencies through use of communal facilities and logistics reduced overhead costs for individual Agencies and Programmes. At project level, the Programme supported low-cost initiatives promoting the own contribution of Implementers and beneficiaries in cash or in-kind. Re-cycling and recapturing of previously committed funds contributed to cost-effectiveness.

Effective measures taken during Programme implementation reduced the amount of unliquidated funds of the overall GOS/UNICEF Programme from about US\$ 75,000 in 1998 to US\$ 20,000 in 1999. Instead of paying the total project amount to implementers, they have since 1999 received in phases upon a plan of implementation for a certain period.

²¹ Amazon Programme for Social Action 1998 Progress Report Netherlands Committee, UNICEF February 1999.

4 SUCCESS FACTORS: FINDINGS

4.1 RELEVANCE

The Amazon Programme is partially relevant to the situation of Suriname’s population in the interior.

In spite of the complex and highly challenging context in which the Amazon Programme has been operating, several results were realised that contributed to modest social development of selected communities. Not all interventions showed a direct impact on communities as many activities were realised at district level, and because those of demonstrative nature will show results after a longer period of time. While the unique nature of the Amazon Programme and its innovative approaches have a niche in Suriname and justify investments made in ensuring an enabling environment, some strategies may be questioned.

Given the specific mandate of some agencies, for example of PAHO to support improvement of primary health care, it is questionable if the Amazon Programme should support health care interventions. The PAHO national representative properly observed that there is many overlap and duplication of activities, while these are preventable by adequate bilateral or multilateral donor coordination. Joint efforts of UNICEF and UNIFEM in the promotion of Women’s Economic Empowerment in the Brokopondo District is a unique and excellent outcome of agency coordination whereby specialised input of UNIFEM strengthens the Amazon Programme to achieve its goals. In fact, the Government of Suriname should be held responsible for weaknesses in this regard, witnessing the fact that most agencies have common focal points in the public service. These focal points are aware of the priorities and activities of different agencies.

One may doubt the full relevance of the project since the willingness and true commitment of the Government are not showing. The weak participation of the Government has caused unnecessary delays and an overall weak coordination and implementation of the Programme. There is general consensus among those interviewed that although some of the constraints may be blamed on staff shortage, many problems could have been avoided. According to the SIABP National Sector Coordinator, UNICEF should demand more commitment from the Government in terms of adequate policies to provide a better framework for the Programme, and more (effective) input of staff.

Interviews indicate that the priorities of the Amazon Programme are relevant to the needs of the people in the interior, although planned interventions must be more responsive to people’s own conceptions of problem solving and their aspirations. The Programme was often characterised as an ambitious and complicated programme. Nonetheless, judging from the several results achieved, it is relevant to enter a third Phase of the Programme.

4.2 STRATEGIC PRIORITIES

The formulated strategic priorities adequately address the major development issues in the interior.

The priorities of the Programme have entirely been based on Suriname's and the interior's contexts, and include the most basic conditions for social development: pre-school and primary education, dropout and teenage pregnancy, health care, economic empowerment, etc. These issues also appear on the priority lists of counterparts and other agencies, and reveal the combined efforts focused towards the elimination of poverty related problems in the interior. It appears, however, that not all priorities on the Programme's list received equal attention. Most efforts regarded the creation and strengthening of local mechanisms, with attention merely focused at district level, and further attention paid to production of qualitative and quantitative data and strengthening the service delivery capacity of the education and health sectors. Strategic priorities in the education sector are the adaptation of curricula and the training of teachers on didactic skills as well as awareness building regarding the specific social and cultural contexts, and the importance of parent's involvement. This demonstrates that the Programme is implemented from a rights rather than a charity perspective. However, due to instability in the country and limited implementation capacity it was not possible to continue planned interventions in the education sector. Many activities in the Education sector were delayed because of strikes in the public sector. The past two years, 1998 and 1999, were very turbulent.

UNICEF's integrated area-based approach is unique and seeks to promote inter-sectoral coordination, thereby targeting a combination of selected strategic priorities: for example the combination of Child Minders initiative with economic empowerment and Water and Sanitation. Evidence was found that in some communities Pre-school initiatives were integrated with Water, Sanitation and Hygiene activities, and income generation: latrines were built next to Pre-school centers with the aim to educate and train children from an early age on hygiene issues. The Child Minders were rewarded a cassava grinder to generate their own incomes, because outcomes of the project showed that women were not motivated to do the work without a reward. This example illustrates how strategic priorities can become more effective if they are integrated. Some of these integrated initiatives require more in-depth evaluation as to assess their success factors and lessons learned.

According to interviewed persons, the most essential priorities for the interior are the following (in sequence):

1. Primary education (persons familiar with the Programme also included Early Childhood Education);
2. Primary Health Care (maternal and child care, health education, environmental health);
3. Economic empowerment;
4. Water and Sanitation;
5. Rights issues (Indigenous rights, land rights, human rights).

Education, health and a decent income are also the highest ranked priorities at community level. The Amazon Programme's strategic priorities are congruent with priorities ranked by other donors and by communities themselves. However, beside Child Rights issues no other rights issues are targeted by the Programme. These issues should be included in the next phase.

4.3 SUSTAINABILITY

There is evidence that project benefits will be sustained and that results achieved in Phase One have been consolidated.

One of the key factors that promote sustainability is ownership. This was proved by the Pre-school established in Phase One in Sipaliwini, which is still operating with support of the Ministry of Regional Development who is paying the salary of one Child Minder. At the same time, the Ministry ensured employment of a teacher for the primary school through the Moravian Church. There is also evidence that initiatives of Phase One are followed up in Phase Two: for example the up-grading training of teachers.

Although ownership was overall found to be weak, it appears that benefits have a likelihood of sustainability, in particular the health interventions. In Galibi, the Child Minders initiative is very well attended and the community itself maintains the playground through fund raising activities. In another village, the cassava mill generates incomes to sustain benefits. However, no clear management plans have been developed with beneficiaries to ensure sustainability through maintenance of the benefits. One may wonder, for example, what will happen with the Child Minders initiative if the mill breaks down. The Child Minder in Sophia's Lust had no plan for re-investment or for replacement of supplies, and expected a second support from UNICEF.

Looking at sustainability at meso and macro levels, we may ask ourselves what will happen with the established mechanisms (National Steering Committee, District Team and Sub-committees) if the Programme ends. It is unlikely that they will continue because they are kept alive by the activities of the Programme of which UNICEF coordinates most. Precautions should be taken to manage risks and sustainability more properly.

4.4 PARTICIPATION

The Programme has been effective in promoting participatory approaches at certain levels, although evidence suggests that communities in particular should be more involved at various levels of participation.

As we can observe from previous chapters, adequate participation is the key to success of planned interventions. It is recommended that communities participate at all levels of decision-making: from the planning until the evaluation of projects. Projects that incorporated an effective community mobilisation and participation approach, for example the malaria and immunisation initiatives in Sipaliwini and the Peer Education project in Marowijne, achieved best results. The Amazon Programme highly depends on the methods and the ways that Implementers follow to ensure effective participation. Weaknesses were identified in particular at planning, evaluation and monitoring levels.

Whereas communities effectively participated in the intersectoral planning workshops, they were left out in the planning of district and community-based initiatives, as well as in evaluation and monitoring processes. This is one of the reasons why ownership did not properly developed. Most planning, evaluation and monitoring activities take place in Paramaribo and although meetings were held in Marowijne, the local population has hardly been able to effectively participate because of language

barriers.²² Projects have been merely initiated from Paramaribo and it was not until the implementation that communities were informed and involved to participate.

Various persons indicated that the Programme has a top down approach, which in many cases led to principal differences in opinion and sometimes to arguments between UNICEF and its partners. It was argued that UNICEF²³ 'dominates' and takes most decisions without properly consulting with partners or considering their opinions. This perceived top down approach would have contributed negatively to the impact of demonstrative projects, for example water and sanitation, which have not shown anticipated results, according to the Implementers involved. It was also argued that UNICEF wants quick results and does not sufficiently care about sustainability. In one case, differences in opinion regarded the issue whether to procure (import) ready-made supplies or to provide raw materials, which are locally available, to the community and train them to produce the supplies themselves in order to increase their social and financial self-reliability. The Implementer preferred the latter but UNICEF preferred quick results. The Implementer successfully approached another donor because UNICEF did not approve of the strategy in the proposal. After the project had achieved tremendous success, UNICEF decided to provide follow-up support.²⁴ Another case of difference in opinion between UNICEF and an Implementer ended their relationship. The Implementer preferred the close participation of the community in the project, with knowledge transfer, but this would take too long according to UNICEF. In this particular case, the Implementing organisation had also requested that its coordination costs were met. These several incidents illustrate some of the conceptual issues to overcome and raise some concern about the community development approach at Programme management level, which may have attributed to the marginal results achieved in ownership at community level. It appears that more efforts should be made to involve the communities in planning, monitoring and evaluation processes.

Sector Coordinators agreed that too much responsibility had been delegated to UNICEF because of their lack of time. Field evaluation and monitoring activities have continuously been postponed and aside from the SIABP Sector Coordinator, none of the other coordinators have visited project sites. Even the SIABP Sector Coordinator had hardly visited projects in the past years. It is evident that the essential aspect of participation demands fundamental attention at different levels of planning and implementation.

4.5 PARTNERSHIP

The Programme is being managed in keeping with partnership principles, with the exception of collaboration with other agencies.

Organisations who received funding support have been actively involved in planning sessions led by the Sector Coordinators and UNICEF. There are three levels where partnership is being promoted and strengthened:

²² Poor education is the reason why most of them do not have knowledge of the formal Dutch language and only speak their mother tongue. Because the annual review and planning meetings took place in the English language, partners in the Programme who do not speak English properly also indicated language problems. The annual meeting in 1999 was the first that used the Dutch language while translation was provided for UNICEF staff.

²³ In fact the consultant.

²⁴ Such incidents place the agency in an awkward position and can be avoided through proper donor coordination.

- Programme coordination level: annual review and planning meetings serve the purpose of managing the Programme but also of strengthening partnership and ownership. Reports of these meetings demonstrate comprehensive discussions among different partners on management issues: constraints, lessons learned, future planning etc.
- Sectoral Workgroups: quarterly monitoring meetings of Sector Coordinators with Implementers intend to enhance structural dialogue and coordination among partners. There are no existing networks between Government and NGO organisations that aim to enhance joint actions towards policy development and programming on structural basis (with a few exceptions in sectors not related to the Programme). The workgroups solely exist for the purpose of monitoring activities of the Programme. Sessions are not always timely planned and therefore not always well attended.
- District and Community levels: partnership is strengthened among and between local sectors and NGOs in an effort to advance local coordination, planning and implementation. The cause of absence of structures for partnership building with CBOs should be carefully examined.

The expertise of organisations contributed significantly to the achieved Programme results. However, NGOs have demonstrated low implementing capacity because of staff shortage and because all of them have strong relations with other donor agencies, whether in or outside the country. It is therefore noteworthy to mention that the Amazon Programme missed opportunities to build partnerships with UN agencies and other donor partners, in particular with those who support the same goals and activities in the selected areas. Even those with differing priorities may be very useful partners in supporting complementary activities.

4.6 APPROPRIATENESS of DESIGN

The Programme has a well-elaborated and appropriate design although some elements need to be improved.

The Programme's design is in keeping with its objectives to strengthen intersectoral coordination and planning and to improve the living conditions and chances for development of Maroon and Amerindian children inhabiting the Amazonian interior of the country. It is also in keeping with extending efforts of integrated development to poor and underdeveloped areas. In this context, the Programme has been properly designed to promote congruence between desired, planned and actually achieved results.

In order to make efforts sustainable, solutions need to be embedded in the specific cultural and natural environments requiring substantial participation of people in the communities. Women in particular have been selected as the key group to participate in the Programme activities and to provide assistance in their communities. According to UNICEF's documents, capacity building of communities is an essential requirement because 'In order to be able to participate, people need to be empowered with the skills to change present conditions that create or reinforce their problems'.²⁵ This component of the Programme has been weak. It is not clear which skills exactly need to be empowered, while an assessment has not been conducted to identify training needs at village level.

At planning level, there is no evidence of district-based and village-based development plans, reason why some initiatives still have an ad hoc character. Even if these activities fit within the overall framework of the Programme, it does not mean they match the needs and aspirations of communities.

²⁵ Progress Report No: 5, reporting period October 1997 – December 1998: pg 6.

More recognition should be given to the unique nature of communities through the introduction of village-based planning. It is also highly recommended that the contents of SIABP are more clearly defined as to strengthen the strategic approach and avoid fragmentation of activities.

According to interviews, improvement is urgently required in coordination structures. Adequate communication structures between district and national level coordinators are missing. Some constraints are of operational nature rather than results of weaknesses in the design of the Programme. Sector coordinators mentioned that they are sometimes unaware of projects being approved by UNICEF, whereas they are responsible for initial approval of projects regarding their sector. Apparently, better coordination structures are required to link national and local levels with each other.

4.7 INFORMED and TIMELY ACTION re PROGRAMME MANAGEMENT

Annual reports provide UNICEF and the Netherlands Committee with a comprehensive, honest and timely assessment of the performance of the Programme and individual initiatives.

The UNICEF office is very well documented on performances of the Programme and it is easy to track activities as well as their results. UNICEF reports have been very useful during the course of this review. Reports are usually submitted at the end of each year. In these reports, comments are given on the constraints and lessons learned, while the progress of individual activities are reported to date (usually up to end of October). There are two annual reports: one of the Amazon Programme and one of the Annual Review Meetings of the GOS/UNICEF Programme of Cooperation which are held in November and incorporate IABP activities.

From our perspective, the reports could be enhanced with the addition of actual *results* in addition to the actual *activities* achieved. The reports usually indicate which activities have been realised as compared to the activities planned but do not - or very briefly - discuss the results of those activities. Each report could also mention a list of planned and ongoing interventions, which would give a better impression of the annual performance. The names of benefiting communities and CBOs are not consequently mentioned in reports and should be in order to assess community-based results.

Implementers mentioned that inadequate communications between UNOTC and UNICEF are a major problem leading to delays in payment and procurement and therefore delays in implementation. Since activities are planned long in advance, because of travel and preparation arrangements, delays affect the quality of service delivery as they interfere with other planned activities of the Implementer and cause unnecessarily extra work. One interviewed person claimed that UNICEF still owes the organisation money for services delivered in 1997.

Another problem brought forward by several Implementers is that during the Annual Review Meetings many constraints and possible solutions are discussed extensively but that it takes long before solutions are actually visible.

4.8 MONITORING and EVALUATION

The Programme has an excellent built-in monitoring and evaluation component; however, this has been mostly effective at national level.

Monitoring is an integral part of the management function of the Programme and allows for timely corrective action to address deficiencies. Several mechanisms have been put in place to ensure adequate feedback on performance:²⁶

1. Meetings between and among Sector Coordinators, Implementing Agencies, UNICEF officers in Paramaribo and UNOTC/PIOS to monitor day-to-day activities of the Programme;
2. Quarterly meetings of the Sector Working Groups (SWGs).
3. Quarterly meetings, and more often if necessary, of the National Steering Committee (NSC).
4. Field visits by the NSC and SWGs: a Field Visit Report should be produced based on special guidelines.
5. Annual Progress Reports of Implementing Agencies;
6. Sector Progress Reports that incorporate Annual Progress Reports;
7. National Reports that incorporate Sector Progress Reports.

Of this list, Field visits have been lacking. Because of the busy schedules of Coordinators, planned visits have been often postponed. From 10-11 of July 2000 a Mid-term Review will be organised to ensure that programmes are proceeding in accordance with the planned schedules. This mid way review through the five-year programme cycle was originally planned in June but postponed because of the national elections in May. In November of each year, Annual Review Meetings are held to examine the entire country programme activities and plan for the following year.

According to Implementers, the Annual Review Meetings have a very tight schedule and few organisations do come prepared for the planning session of the meeting: the target date (January) to submit proposals is too soon after the Review Meeting and many proposals are not finished. From our perspective, it seems that planning of new initiatives should start during Sector Working Group meetings at least one month in advance to the Annual Meeting. The Annual Progress Report of Implementers can be combined with the submission of an individual plan of action.

There are no specific evaluation and monitoring mechanisms established at district and village level while this should be an integral part of the Amazon Programme as well.

²⁶ From 1999 Reference Manual for Implementation.

5 CONCLUSIONS and RECOMMENDATIONS

The period under review has been a transitional phase for the UNICEF assisted Programme in Suriname, in this that a shift was made from a fragmentary to a strategic approach. This drastic change had some repercussions for the management of the Programme, as well as for planning, coordination, implementation and monitoring processes. The strategic approach required a proper operating coordination structure which, as it appears, has been difficult to manage because of the Sector Coordinators' lack of time and UNICEF's bureaucratic procedures. When in 1997, with the inception of the second phase, the Amazon Programme (SIABP) was incorporated in the GOS/UNICEF Programme of Cooperation as one of its five components or sub-programmes, its focus was expanded to include elements of the other four components (SIPME, ECDP, HCLP and CRP). However, SIABP was not properly integrated with the other components and partially failed to maintain the connection with the national planning and coordination level. Moreover, all interviewed partners qualified the UNICEF assisted Programme as a highly ambitious initiative with too many activities and a confusing coordination structure consisting of various sector focal points.

Merely because of the continuing weak support of the Government counterparts due to staff shortage, the inclusion of SIABP in the Multi Country Programme complicated the implementation of the area-based component. Aside from this, the force majeure factors in the country impacted negatively on the effectivity of the public sector, while civil society partners also demonstrated a weak implementation capacity. The transitional phase of the Amazon Programme was therefore characterised by several constraints, which need to be addressed more properly in the next phase. Given the particular circumstances, SIABP has not been able to achieve all its planned activities and results. In fact, many activities were delayed because of strikes in the public sector and limitations in implementation capacity.

In spite of the constraints encountered and the challenging context of the country, there is a strong rationale to continue the Programme in Suriname. It is evident that the Amazon Programme is on its way to achieve several of its objectives and emerging inter-sectoral links justify continued strengthening of these positive developments. Adaptations made along the process have improved the operations of the Programme, while some constraints continue to be challenging, for example the weak coordination and implementation capacity of Government and NGO counterparts at all levels: national, district and village levels. In particular the fact that the Programme has not been able to sufficiently address local capacity needs in selected areas, indicates where stress should be placed in future phases.

There are clear indications that the Programme has been managed from a rights rather than a charity perspective given the several activities targeted towards strategic and sustainable changes at sector and inter-sectoral levels. Good results were for example realised on issues regarding Child Rights, Early Childhood Care and Education, and Health care, thereby increasing awareness levels with regard to Child Development, Survival and Protection at national and local levels. Women's and Indigenous rights, and environmental issues were, however, absent on the agenda. Closer links could have been established with counter partners responsible for programs and activities in these particular fields of interest. Compared to the Maroon population, Amerindian communities have hardly benefited from the provided opportunities. Just like the Maroons, the Amerindian people are a deprived minority but they continue to be marginalised, even in programmes specifically designed to empower them.

To enhance the effectiveness of the Amazon Programme in future phases, the evaluator proposes that the following interventions and directions are taken into consideration:

1. The appointment of a National Programme Coordinator. This person should be assigned with the specific task of overall management of the GOS/UNICEF Programme, while some responsibilities of the PLOS/UNOTC Coordinator should be delegated to this position, for example financial management. It is expected that financial management and monitoring will improve. Experiences of the past years indicate that in spite of all efforts invested, PLOS has been unable to effectively coordinate the progress of the Programme because the Coordinator has many other responsibilities related to the monitoring of all UN Programmes in Suriname.
2. In keeping with the Programme's intention to promote an intersectoral approach it is stressed that current mechanisms, including the Sector Coordinators, the National Steering Committee (NSC), the Working Groups, the District Teams (DT) and Sub-committees are maintained and further strengthened in their respective roles and responsibilities. It will be necessary to organise periodic meeting between NSC and DT as to improve the coordination of the Programme and establish better national-community linkages. Obviously, this will contribute to better monitoring of area-based projects by the NSC and eventually to increased ownership.
3. It is urgently recommended that actions are undertaken to ensure and enhance community participation in project planning processes. In this perspective, we propose that individual multi-phased Village Development Plans, composed of a set of priority interventions, are formulated with the active participation of the village community, village council and DT. Apparently, monitoring and evaluation of these plans and their activities should be organised on site, involving the total community, the DT and the NSC.
4. Capacity building training for the DT, sub-committees, village councils and key persons/CBOs in the community as well as activities which aim to transfer knowledge and skills should be given higher priority to promote realisation of decentralised governance through improved planning, implementation and monitoring skills at these levels. The results will ultimately contribute to a bottom-up approach and to greater ownership of development initiatives at community and district levels.
5. Excellent results achieved through sub-committees accommodate an alternative way to guarantee the successful implementation of the Programme. The increased development and involvement of such mechanisms should be explored, particularly in Sipaliwini and peri-urban Paramaribo where the implementation of the Programme is hampered by the absence of a District or area-based Team.
6. As to avoid fragmentation and to promote a common understanding and implementation in different areas of the integrated area-based approach, the contents of SIABP should be more clearly defined. It is not clear which activities belong or not belong to the SIABP approach and strategies. In this perspective SIABP must also be more integrated with other components of the UNICEF assisted Programme in Suriname to avoid confusion between the different components.
7. The inclusion of an Indigenous²⁷ rights perspective in the Programme's strategies is justified although rights issues are strongly politicised and quite sensitive, in particular issues of land rights

²⁷ Maroon and Amerindian People.

and economic zones. The impacts of strongly increased mining and logging activities on the local communities as well as the related issues of increased school dropout, environmental diseases and commercial sex, request urgent attention. Brokopondo and Sipaliwini are the most affected areas.

8. It is recommended that the ethnical and cultural plurality of the society is taken more into consideration and that Amerindian communities are included among the direct beneficiaries. Their involvement in the Marowijne and Sipaliwini Districts should be promoted more actively, while their specific needs should be addressed more properly, as these may differ of those of Maroon communities given their social and cultural differences.
9. Other donors should be given the opportunity to contribute to the Programme's objectives and goals, especially in those fields left untouched or weakly addressed by the Programme. Partnership could be built with Agencies and NGOs specialised in capacity building, environmental management, Women's Rights and Indigenous Rights. In addition, the Programme should continue and increase collaboration with UN agencies, especially PAHO, UNFPA and UNIFEM; the latter already working closely with UNICEF in Brokopondo.

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APPENDIX A**KEY PERSONS INTERVIEWED****Government of Suriname**

- Minister of Regional Development: Hon. Ms. Yvonne Raveles-Resida;
- Deputy Minister of Social Affairs (chairperson of National Steering Committee on Child Rights): Hon. Ms. Maya Fokké-Manohar
- Ministry of Regional Development, National SIABP Sector Coordinator: Ms. Nadia Raveles
- Ministry of Planning and Development Cooperation, UNOTC Coordinator: Ms. Gladys Guman-Relyveld
- Ministry of Regional Development, District Team Coordinator Marowijne, Ms. Monique Simon
- Ministry of Education, Basic Life Skills Committee, Ms. Ethel Perk (Peer Education Initiative)
- Ministry of Regional Development, District Team Coordinator Brokopondo, Ms. Ifna Vrede (SL approach)
- Ministry of Health, Regional Health Services Paramaribo: Ms. Rogstamkhan

UN Personnel

- Mr. Peter Chege, SIABP Coordinator
- Ms. Annette Tjong-Sie-Fat, Suriname UNIFEM Programme Manager
- Mr. Patrick de Milt, UNV Education Specialist, UNICEF

NGOs

- MZ (Medical Mission): Dr. M. Eersel (Primary Health Care in Sipalwini)
- NVB (National Women's Movement): Ms. S. Staphorst (WEEP)
- Lobi Foundation (Marowijne): Ms. M. Obergh (Peer Education)
- PAS (Pater Ahlbrinck Stichting): Mr. A. Waterberg (Marowijne Regional Coordinator)
- PAS: Ms. Chr. Naarden and Mr. H. Eerenstein (Regional Programme Coordinators)
- JOVROCE (Young Women Central): Ms. Leginah dos Ramos-Karso (Peer Education)
- Peace Corps: Mr. Eddie Stice (Country Director) and Ms. Judith Brielle (UNICEF/Peace Corps collaboration)
- CIS (Conservation International Suriname): Mr. Stan Malone, Director of Programs and Operation
- Kenki Skoro: Ms. Ismene Krisndath (Child Minders Initiative)
- BKO (Foundation for Human Development): Ms. Lilian Ferrier, (ECE experience in Sophia's Lust)
- Worian Uwaponaka (Women's Organisation) in Galibi: Ms. Greta Panné, Secretary

Individual Persons

- Ms. Sylvana Limon, Owner of a Day Care Center in Sophia's Lust who received Programme support

Donor Agencies

- Embassy of the Netherlands: Ms. Yvonne Stassen
- IADB/ Community Development Fund: Mr. Ronald King
- PAHO: Dr. Habib Latiri
- CIDA/Canada Fund for Local Initiatives, Mr. Flip de Vries
- NGO Fund: Mr. Henrie Wesenhagen, Director of NGO Forum Service Bureau
- UNDP/ Small Grants Programme: Mr. Raymond Landveld, Coordinator
- UNIFEM, Country Programme Coordinator (also member of the former Child Rights Committee, writer of the 1998 Country Report and facilitator in the Peer Education initiative: Ms. Anette Tjon Sie Fat

APPENDIX B

LIST OF PARTICIPANTS IN ANALYSIS WORKSHOPS

WORKSHOP WITH NATIONAL STEERING COMMITTEE

- Ms. Gladys Guman-Relyveld, Coordinator PLOS/UNOTC
- Mr. Prim Ritoe, Sector Coordinator Health
- Ms. Clarissa Assistant to Sector Coordinator Social Affairs

WORKSHOP WITH DISTRICT TEAM MEMBERS IN MAROWIJNE

- Ms. Marlies Obergh, Lobi Foundation
- Mr. Sonny Waterberg, PAS Regional Coordinator
- Mr. Peter Chege, UNICEF Programme Officer
- Ms. Bertina Kilo

WORKSHOP WITH WORIAN UWAPONAKA IN GALIBI

- Ms. Chrisnelly Pungtai, chairperson
- Ms. Greta Panné, secretary
- Ms. Karin Aloema, treasurer
- Ms. Alma Pungtai, member
- Ms. Berta Tapoca, member
- Ms. Mariska Anuwaritja, member
- Ms. Serafien Awankaroe, member
- Ms. Celestine Pungtai, member

APPENDIX C

List of districts and villages singled out as deprived areas by the Suriname GOS/UNICEF Amazon Programme	
Selected Districts and villages	Other deprived villages that participated in and/or benefited from the UNICEF Programme
A. District of Marowijne 1. Krabu Olo 2. Morakondre 3. Dantapu 4. Pelgrimkondre in Patamacca Resort 5. Bernarddorp in Moengo Resort 6. Mungo (district team)	District of Marowijne 1. Ofia Olo 2. Petondro 3. Mungotapu 4. Alfonsdorp 5. Galibi 6. Adjumakondre
B. District of Brokopondo 1. Klaaskreek 2. Brokopondo (district team)	District of Brokopondo 1. Sarakreek Region 2. Kwakugron
C. District of Sipaliwini 1. Stonuku 2. Godowatra 3. Deboo 4. Kayana 5. Begon 6. Ligorio 7. Krututen 8. Bondiwatra	C. District of Sipaliwini 1. Gunsi 2. Laduani 3. Pikinslee
D. Paramaribo 1. Sophia's Lust 2. Abrabroki 3. Pontbuiten 4. Latour	D. Paramaribo --None--

