

Annex A

Terms of Reference for Strengthening of institutional capacity of Commissariat and other structures of Sipaliwini for Community Development (CD)

I. Background

Suriname has traditionally depended on a centralized government structure for delivery of basic services. Frustrated by the lack of responsiveness of this system to local demands, as well as its general ineffectiveness in meeting local demands, Surinamese society began to pressure for the creation of a local level of government. As a result, in the early 80s government responded by creating elected Councils in each of the country's Districts, a measure that was formalized and given greater standing with the passage of the 1987 Constitution which focused several chapters on principles of regional governance and, for the first time, defined Districts as an official level of government. Furthermore, in 1989 with the passage of the **Law on Regional Bodies (LRB)**, a first attempt was made at enabling local (District) government to begin managing their own revenues and budgets as well as deliver simple public services, such as secondary and tertiary roads, drainage, public markets, and solid waste collection. Notwithstanding these efforts, at the time of project preparation, the Bank found that progress had been made with the implementation of the LRB, in part because of the weaknesses in the structure of the legislation-particularly as regards the creation of fiscal instruments for local governments- and in part because of the limited capacity of central government to support a systematic capacity building process with the Districts. Thus, the government approached the Bank with a view to enhance and amend the enabling legislative framework for Districts governments and, at the same time, create core institutional capacity that would allow them to begin implement their mandated functions. In short, to effectively implement the decentralization provision contained in the 1987 Constitution.

The purpose of DLGP-I (2003-2008) was to empower local government in Suriname with the core legal framework and the institutional capacity for fiscal self management and the capacity to begin to manage public works. Specifically the Program aims at: (i) promulgating new enabling legislation for autonomous revenue generation and budget management by District authorities; (ii) putting in place a core package of basic municipal management systems in each of the Districts, with particular emphasis in a pilot group of five Districts (Nickerie, Wanica, Para, Commewijne and Marowijne); (iii) improving the capacity of government stakeholders, particularly in the MRD; and (iv) undertaking pre-investment activities in support of a follow-up development of the sector.

The program implemented capacity in the certified Districts by creating civil technical units, producing of manuals and providing of training to the personnel through execution of construction works, rehabilitation of secondary and tertiary sand roads into paved roads. The program prepared for these certified Districts, a Capital Investment Program including: improvement of sand roads and drainage in the living area's, modernization of public markets and garbage collection.

The purpose of DLGP-II (2009-2014) as far as it regards the component 2.4: civil works and capital investment, is: (i) Consolidate Institutional Capacity in the already certified districts (ii) Create institutional capacity for managing basic infrastructure projects and services in the new pilot districts Paramaribo, Sipaliwini, Brokopondo, Coronie and Saramacca; and (iii) Finance basic infrastructure projects and services in the certified districts (execution of capital investment program, prepared during DLGP-I) and finance trial projects for the new pilot districts once they are certified at Level 2. It's a goal of the DLGP-II that all new pilot districts will achieve Level 2 certification during the Program (2010-2011). Three new pilot districts (Brokopondo, Coronie and Saramacca) are eligible to receive the same package of systems, training, technical assistance and

equipment towards this goal , and two new pilots will receive their specific package as required for the management of their service deliveries to the citizens (Paramaribo and Sipaliwini) (2010-2011). Three new pilot districts (Coronie, Brokopondo and Saramacca) that will obtain Level 2 certification (2011) will be eligible to receive the following additional support: (i) financing of two trial projects a) capital works training projects including road rehabilitation project and b) one drainage project; (ii) basic management supervision and technical training in the execution of capital works projects; (iii) advanced training in Level 1 systems and follow-up support in Level 2 systems. The two other new pilot districts (Paramaribo and Sipaliwini) that will obtain Level 2 certification (2011) will be also eligible to receive 2 trial projects related to their new tasks focused on community development.

Approach:

All involved partners will take into account the main objectives: the integral approach to develop and upgrade communities with demand driven projects. Special attention is given to service delivery towards the living standard of the citizens, which are the responsibility of the local / district governments.

The Program Implementation Unit (PIU) is carrying out a participatory methodology to identify, prioritize, and select projects affecting the community / living areas within the autonomous household of the districts. In parallel to the ranking exercise, the districts with the support of the PIU will conduct hearings with communities from all the Resorts. The priority areas in Sipaliwini will be identified during the Level 2 implementation of the required provisions as the building of adequate capacity to manage community development programs. Resort and District Councilors, also with support from PIU consultants, are expected to identify project initiatives. Districts will select the priority projects based on: (i) ranked beneficiary communities; (ii) the identified priority sectors; (iii) a cost-effectiveness analysis; and (iv) resources availability. All the projects will include provisions to achieve sustainability within the economic and social life of the project and define a clear plan for their maintenance. This component will support the districts in formulating and evaluating the selected projects. It will also provide technical assistance for pre-investment activities, the procurement and supervision of construction of the specific projects. Finally, the component will support the districts in formulating the necessary maintenance and operation plans, once projects are finished.

After having built the management capacity the commissariat of Sipaliwini as local government will have two main tasks:

Service delivery in the field of business licenses (autonomous task).

Community development in co-governance with the central government.

II. OBJECTIVE

The general objective is to support the district of Sipaliwini in creation of institutional capacity for basic skills in identification, formulation, planning and managing integrated development of the living areas (community development) on a balanced way through basic physical and non-physical projects/provisions and **services**,

This component will support the district of Sipaliwini in:

- (i) Definition of communities based on diverse characteristics. Understanding what a community is.
- (ii) Assessment of a community using the DLGP ranking system as basic guideline including social projects.
- (iii) Stakeholders participation and decision making, planning and execution cycle.
- (iv) Creation of institutional capacity for managing integrated development of the living areas (community development) through basic projects/provisions and services.
- (v) In the identification of the priority of the living areas (communities), the identification of the priority projects, the formulating and the evaluating of the selected projects

within one of the selected areas as a trial project.

(vi) To develop an integrated project plan and financial plan as a trial project.

(v) To provide technical assistance regarding the preparation of the tender bidding documents, and the procurement and supervision of construction of the specific projects,.

(vi) To support the district in formulating of the necessary maintenance, operation plans, and strengthening of the operations within the district commissariat.

The consultancy includes also the inventory regarding those above mentioned areas / projects in Sipaliwini and a close cooperation with the official of the Ministry of Regional Development, the District Management Team, the district officials, the local Civil Technical Department (CTD), the other relevant ministries, direct or indirect through the representatives in the District Executive Body (Districtsbestuur) applying the categories in Article 1 (co-governance) and Article 47 of the Law on Regional Bodies regulating the autonomy/household of the district, furthermore with the involvement of the Traditional Authorities and structures, the District Council, Ressor Councils, the (One Stop-) Citizen Information Center (CIC), the Citizen Participation Commission or Platform/structures representing the NGO's and CBO's at district or ressort level, and all relevant stakeholders from the public and private sector..

III. CURRENT SITUATION

It is the residence of the central government (the ministries) that takes care for all the provisions in the district with or without the involvement of the local government. There is still weakness within the district government, existing of the district Administration. The District Executive Bodies has never been installed, the functioning of the District and the Ressor Councils is inadequate. The District officials of the District Government have the role of supervision, coordination, facilitator of the ministries in the district, and some tasks related to the maintenance of the infrastructure in the living areas and to maintain good relation with the officials of the Traditional Authorities. Through DLGP-I some capacity was built in Sipaliwini to achieve Level1 certification (recently July 2010), which means that there is a District Management Team, headed by the District Commissioner, a new unit District Finance and Planning (DFP), headed by a District Administrator to manage their own district budget and district income through their own District Fund. There is NO capacity at all within the commissariat to be able to manage community development projects in the living areas,. It's included in DLGP-II the building of this capacity as a condition for the attainment of Level 2 certification. Sipaliwini has many living areas (villages) with very poor living conditions, and needs urgent upgrading to improve their quality of life through projects a.o. in the field of environment, infrastructure, industrial development, water supply, electricity, telecommunication (IT-services), education, culture, sport, medical and social care (Article 1 LRB), rehabilitation of parks, public squares and other public locations (Art. 47 LRB). There is lack of budget within the ministries to solve these problems of the citizens who are struggling with, and there is also lack of coordination and strategy between the ministries for an integrated approach to upgrade the living standards in the communities.

IV. MAJOR FACTORS

- The strong willingness of the central government to improve the social and economic living standards in the living areas.

- The settlement of a strong co-governance relation between the local and central government through ((i) the installation and the operation of the District Executive Bodies (DISTRICTSBESTUUR), (ii) the combined operation of the central government, the local government, the private sector, the youth, the women organizations, and other NGO's and CBO's and the traditional authority, affected as benefits of the decentralization program and strategy of the government of Suriname;

- The win-win situation, because of the fact that the local government and the central government are sharing

funds an capacity in an integrated way to develop living areas;

V. OUTPUT

1. Capacity to select communities, to develop integrated plans, to prepare, to finance, to execute projects and to maintain a higher living standard within the communities, inclusive the availability of professional and modern management tools
2. At least one complete integrated plan to develop one or more clustered living areas/villages at a higher level of living standard, inclusive a financial plan as a trial project.

VI. SCOPE OF ACTIVITIES

- a. Creation of institutional capacity for basic skills in identification, formulation, planning and managing integrated development of the living areas (community development) on an integrated way through basic physical and non-physical projects/provisions and services,
 - i. To enhance the ranking system which have been developed within DLGP 2 according to the selection of the communities
 - ii. Train either the PIU, MRD officials and the district officials according to the use of this community ranking system
- b. The identification of the priority living areas (communities),
 - i. The definition of a community must be defined according to the identification, prioritization and selection in relation to the boundary and criteria area;
 - ii. Identify as training on the job the communities conform the participatory methodology;
 - iii. Prioritize the communities as training on the job conform the ranking system;
 - iv. Evaluate the selected communities conform the procedure and criteria.
- c. The identification of the priority projects, the formulating and the evaluating of the selected projects within one of the selected areas as a trial project,
 - i. Based on the selected community a project must be defined with a boundary of the selected community.
 - ii. The scope of the project regarding the content must be analyzed.
 - iii. All the relevant ministries must be listed looking at the co-governance tasks.
 - iv. Consensus building meetings must be held with all the relevant ministries and other stakeholders according to the selected project(s) and scope.
 - v. An evaluation must be making according to the above mentioned actions according to the commitments of the relevant ministries and stakeholders.
- d. Develop an integrated project plan and financial plan as a trial project.
 - i. Looking at the different budgets and planning of the above mentioned relevant ministries estimation should be make according to the selected project(s).
 - ii. Consensus building meetings within all the relevant ministries and stakeholders.
 - iii. Formulating of a Projectplan in MS project in which all planning aspects are integrated such as activity, responsibility, timing, procedure, costs, and milestones as training on the job.
 - iv. Coordinating of the formulated plan during regular meetings to achieve the goals.
 - v. Monitoring all the activities mentioned in the Projectplan.
Controlling the overall cost within the project in line with the execution.
- e. Provide technical assistance regarding the preparation of the tender bidding documents, and the procurement and supervision of construction of the specific projects.
 - i. Prepare a draft plan regarding the selected community development project (technical).
 - ii. Awareness within local government and the relevant ministries.
 - iii. Setup training documents regarding the different activities within this project affecting different ministries with different components within the selected project.
 - iv. Preparing the draft Tender Document of the selected project.
 - v. Advise whether the project must be setup as one (1) tender document or as separate partial projects referring to the relevant ministries looking at the execution.

- vi. Preferring one (1) tender document for the whole project a final version must be produced.
 - vii. Preferring different smaller tender documents in line with the respective work activities (for example (electricity, roads, drainage, schools, etc) the final version of those separate projects within the total selected project must be produced.
 - viii. Support the district with the procurement procedure conform the requirement from the IDB together with the procurement unit form of the Program Implementation Unit from the DLGP program.
 - ix. Support the district in contracting.
 - x. Supervision regarding the executed project or projects (depending on activity 6 or 7)
- f. Support the district in formulating of the necessary maintenance, operation plans, and strengthening of the operations within the district commissariat. The consultancy includes also the inventory regarding those above mentioned areas / projects in Sipaliwini in a close cooperation with the District Management Team, the relevant ministries, represented in the District Executive Body (Districtsbestuur) applying the categories in Article 1 (co-governance) and Article 47 of the Law on Regional Bodies regulating the autonomy/household of the district, furthermore with the involvement of the District Council, Ressort Councils, the Citizen Information Center (CIC) ,the Citizen Participation Commission, Platform of NGO's and CBO's and the Civil Technical Department (CTD)

VI. CHARACTERISTICS OF THE CONSULTANCY

Field of experience of firm: Community Development projects in the hinterland of Suriname.

Experience and educational background of key staff personnel:

- Team leader: Community Development expert: 10 years experience with community development projects and at least 7 years experience (preparation, execution and maintenance) in Community development projects, specifically in the living areas of maroons and indigenous people (minimum Msc.). Expert in CD (at least a Master Degree in Sociology/Regional/Development Planning and 5 years relevant professional experience);
- Teammembers: 2 Co-team leaders: 7 year experience (preparation, execution and maintenance) in Community development projects, specifically in the living areas of maroons and indigenous people (minimum Msc.)

-Expert in Law at least a BSc. degree in Law or certificate from a respectable institution and 5 years relevant professional experience

-Expert in Budget, Finance and Planning, at least a BSc. degree in Economics or certificate from a respectable institution and 5 years relevant professional experience;

-Expert in Capital Investment (Bsc) at least 5 year experience in community development projects (preparation and execution, specifically in the living areas of maroons and indigenous people.

General aspects:

Key staff personnel must have sufficient experience in training within the relevant disciplines.

All in the field of community based projects.

A demonstrated ability to work with groups and individuals, communicate effectively in writing and public speaking situations, and possess an ethic for working in a methodical and well-organized fashion with different communities in the interior and in the city.

Experience also in the field of community development works activities according to the selection of the projects.

- Sufficient and demonstrable knowledge of and at least 5 years training experience in CD
 - Officially recognized certified Consultant, Consultancy firm or Training institute
- Preferable knowledge of the Inter-American Development Bank (IDB) regulations.

Languages: Fluent in Dutch and English, preferable involvement in projects and programs of the IDB in the field of public sector.

Duration is three (3) years with possible extension period of two (2) years according to the length of the DLGP 2 program.

VIII. Supervision of the Consultant

The Consultant will be contracted by the Managing Director and supervised by the Task Manager Civil Works; he will work closely with the core PIU, the District Management Team, the stakeholders within the Ministry of Regional Development and the consultants involved in the Program. The consultant will report to the Managing Director of the DLGP.

IX. Deliverables and payment schedule

Martin, gelieve de deliverables te clusteren, bijv. (i) initial detailed workplan, incl methodology (ii) Manuals and training modules (iii) Report on methodology, criteria and inventory of the living areas, the summary of studied material and interviews, (iv) Report on selected / clustered living area; (v) the integrated development plan of the selected/clustered living area, (v) the Implementation and Financial Plan for the upgrading of the living standard in that selected/clustered area, (vi) the draft tender documents of the projects;, (vi) monitoring and supervision during the execution, (vii) final report.

	Activity (training/coaching)	Deliverable	Paym. srd	Timeline
1	Creation of institutional capacity			
1.1	Enhance the ranking system	Ranking system enhanced (format)		
1.2	Train either the PIU, MRD reg. update Ranking system.	Trained in ranking system (train/report)		
2.	Identification of the priority living areas reg. boundary and criteria area			
2.1	Definition of a community	Clear defenition of a community (report)		
2.2	Participatory methodology training	Trained in methodology participation (training/report)		
2.3	Prioritize the communities as training	Communities prioritized (training/report)		
2.4	Evaluate the selected communities	Communities evaluated (training/report)		
3	Formulating and the evaluating priority projects			
3.1	Project defining boundaries	Project boundaries defined (train/rep/form).		
3.2	Scope of the project regarding the content must be analyze	Project scope analyzed (train/report/format)		
3.3	Relevant ministries must be listed looking at the co-governance tasks	Ministries listed (report)		
3.4	Meetings must be held with all the relevant ministries and other stakeholders	Meetings held with ministries (Meetings/report).		
3.5	According to the commitments of the relevant ministries and stakeholders evaluation	Commitments ministries and stakeholders evaluated (report)		
4	Develop an integrated project plan and financial plan as a trial project			
4.1	According to the selected	Project(s) estimated		

	project(s)estimation	(train/rep/form).		
4.2	Consensus building within all the relevant ministries and stakeholders	Consensus building achieved (Meetings / commitment)		
4.3	Formulating of a integrated Project plan in MS project	Integrated project plan formulated (Ms project format)		
4.4	Coordinating of the formulated plan	Formulated plan coordinated (meetings/plan)		
4.5	Monitoring all the activities mentioned in the Project plan	Activities within monitoring plan monitored (Meetings/ report)		
4.6	Controlling the overall cost within the project	Overall costs are controled (managing)		
5	Preparation of the tender bidding documents			
5.1	Prepare a draft plan reg. the selected community development project (technical)	Draft planned prepared)Plan format)		
5.2	Awareness within local government and the relevant ministries	Awareness achieved within local gnt and ministries (meetings)		
5.3	Training documents regarding the different activities affecting different ministries with different components	Local gnt trained in different responsibilities and activities (Meetings/ rep)		
5.4	Preparing the draft Tender Document of the selected project (s)	Draft Tender Document prepared (TBD rep).		
5.5	Advise whether the project must be setup as one (1) tender document (TBD) or as separate partial projects	Advised in project method (scope) (Meetings/ report)		
5.6	Final version must be produced TBD	Final TBD produced (TBD rep.)		
5.7	Final version TBD of those separate projects	Final TBD produced of the seperate projects (TBD rep.)		
5.8	Train district with the procurement procedure support	Trained in procurement procedures (coaching/rep. format)		
5.9	Support the district in contracting	Supported districts in contracting (coaching)		
5.10	Executed project or project supervision	The project is supervised from start till end (Supervision/ evaluation rep.)		
6	Manuals:			
6.1	How to select communities	Manual produced to select communities		
6.2	How to upgrade communities	Manual produced to upgrade communities		
6.3	Training in management tools	Manual produced in management tools		
6.4	Comprehensive manual	Comprehensive Manual produced		

X. SUPPORTING DOCUMENTS

- a) Terms of Reference
- b) Operating Regulation and Guideline (ORG-II)
- c) Law on Regional Bodies (WRO)
- d) Organogram Sipilwini
- e) Matrix Living Areas
- f) Relevant reports of previous consultants