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**GENDER ANALYSIS OF THE  
IRRIGATION & DRAINAGE  
COMPONENT OF THE  
SUSTAINABLE AGRICULTURAL  
PRODUCTIVITY PROGRAM IN  
SURINAME (SU L1052)**

**Sheila Ketwaru-Nurmohamed**

**Commissioned by the Inter-American Development Bank  
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## Acronyms

AKF	Agriculture Credit Fund
ASP	Agriculture Sector Plan
BGA	Bureau Gender Affairs
GBS	General Bureau of Statistics
IAASTD	International Assessment of Agricultural Knowledge, Science and Technology for Development
KGVP	Cooperative of Vegetable Farmers Van Pettenpolder
MinLabour	Ministry of Labour
MinLVV	Ministry of Agriculture, Husbandry and Fisheries
NGOs	Non-Governmental Organizations
CBOs	Community-Based Organizations
OWMCP	Overlying Water Board Multipurpose Corantijn Project
SPBA	Suriname Paddy Farmers Association

## 1 INTRODUCTION

The Inter-American Development Bank is lending technical support to the Government of Suriname with the preparation of an agricultural investment loan (SU-L1052). The loan's main goal is to increase agricultural productivity in Surinam through investments in infrastructure and management of the irrigation and drainage systems.

**The main project objectives are:**

- ❖ Enhance agricultural productivity through investment in infrastructure and management of irrigation and drainage (I&D) systems.
- ❖ Focus on Nickerie which is the main agricultural area in the country by addressing current failings in infrastructure and transferring key responsibilities to Water Boards.

**The expected results are:** (i) increased agricultural productivity in I&D areas; (ii) improved water management within I&D areas; (iii) operating WB effectively contributing to O&M of I&D infrastructure; and (iv) improved statistics and information systems. The program will have two components to achieve these results, one will be focusing on Irrigation and Drainage and the second component on Agricultural Statistics and Information.

The operation's development incorporates a gender assessment to position women in the agricultural sector in the Nickerie District and to propose concrete activities to benefit women equally and optimally from the project objectives.

## 2 TERMS OF REFERENCE (ToR)

The ToR for the gender assessment includes the following summarized main activities<sup>1</sup>:

1. An assessment of the current situation and the recent evolution of relevant gender-related issues of the production and water management in irrigated areas of the Nickerie district.
2. Interviewing selected official authorities of the Ministry of Agriculture and institutions working in agriculture, gender issues and any relevant field in the study area, to discuss the gender aspects related to the Program.
3. Conduct focus groups and interviews with farmers (men and women) to gather first-hand information.
4. Interviewing key actors in local women's organizations, including those that may not be specifically based on agricultural activities.

## 3 METHODOLOGY

The methodology used to conduct the gender assessment of women's labour participation in the agricultural sector of Nickerie consisted of a mix of techniques. With the farmers individual and family interviews were held, and 1 focus group interview combined with field observations (rice and vegetables) to collect detailed information about the role and activities of men and women.<sup>2</sup> The interviews took place essentially in the period 10 to 18 April 2018, but some respondents were called again after this period to ask additional questions. Nickerie was visited between 11 and 15 April 2018, partly coinciding with the visit of the IDB planning mission<sup>3</sup> to Nickerie. The women farmers were identified by asking 5 local

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<sup>1</sup> See Appendix 2 for detailed Terms Of Reference.

<sup>2</sup> Appendix 2: List of interviewed farmers

<sup>3</sup> Led by Mr. Hernando Hintze.

organizations and the WMCP for names of women and family farmers. The organizations were Seva Network Suriname, the Association of Paddy Farmers, the KVGP horticulture cooperative, and 2 women's CBOs (Sari and Moederhart). Names of women involved in paddy farming were primarily received from Seva who provides microfinance to small rice farmers. Seva's database included 2 women who were active farmers and other women who are listed as clients because they manage the loans. The Seva Coordinator, Mr. Arwien Nibar, had agreed to organize a group interview with women involved in paddy farming, mostly doing the administration. This meeting could not proceed because the Coordinator had to attend a planning session of the IDB mission on the day that the group interview was scheduled. The Coordinator also said that the women had difficulty traveling because they lived far and worked on their farm. Instead, the Coordinator helped to arrange personal interviews with three women farmers from its database.

The Women's CBOs appeared not to be very familiar with women rice farmers. They knew a few women who grew vegetables and micro entrepreneurs involved in various small businesses comprising catering, food processing (chutney production), clothing and handicrafts. All organizations referred to the KGVP horticulture cooperative in Van Pettenpolder for contacting women and family farmers. The KGVP pulled together a group of fifteen farmers (4 women/11 men) and gave an extensive field tour in its 1 ha demonstration farm divided into different lots for families. A family couple was met working on their lot. Sex disaggregated was collected by asking women and men in the meeting to list their activities in detail.

Sex disaggregated data are important but insufficient to conduct a gender analysis because different interrelated aspects have to be considered and analyzed. Gender analysis implies that the focus is not only on the situation of women but is compared in relation to men. Some key aspects looked at in this assessment are:

1. women's labour participation in general and recent trends;
2. women's role and activities in paid and unpaid productive labour;
3. the construction of important social relations of women;
4. women's social, economic and political situation and their status;
5. women's access and control over key resources;
6. gaps in and opportunities for the advancement of women's role in agriculture.

Aside from desk review of reports and statistics, the assessment was conducted through semi-structured interviews<sup>4</sup> with key government actors (MinLVV, OWMCP, Gender Affairs, MinLabour), private sector (FAI, microfinance, agro shop), civil society (NGOs, Water Board), agricultural organizations (SPBA, KGVP) and key resource persons (female and male farmers). One focus group interview was held with male/female farmers involved in vegetable gardening in Van Pettenpolder with a field visit to the gardens. The field work and interviews took place in the period between 04 and 21 April. Two meetings of the IDB mission that visited Suriname from 9-13 April, 2018 were shortly attended: the Risk Analysis training workshop for MinLVV staff in Paramaribo (10 April) and a technical planning meeting in Nickerie (11 April). The meetings provided the opportunity to personally meet with the mission and key agencies involved.

*Actions to promote gender equality do not always require the implementation of new or additional activities aside those already planned. Often the promotion consists of the incorporation of a gender sensitive approach in the activities already planned to tailor these to the different need and interests of men and women. In view of this the gender related activities and indicators proposed for the project are connected to the already planned activities as well as to new activities were gaps were found.*

#### Women in agriculture

Gender, that is socially constructed relations between men and women, is an organizing element of existing farming systems worldwide and a determining factor of ongoing agricultural restructuring. Current trends in agricultural market liberalization and in the reorganization of farm work, as well as the rise of environmental and sustainability concerns are redefining the links between gender and development. The proportion of women in agricultural production and postharvest activities ranges from 20 to 70%; their involvement is increasing in many developing countries, particularly with the development of export-oriented irrigated farming, which is associated with a growing demand for female labor, including migrant workers.

## 4 KEY STATISTICS FOR NICKERIE

### 4.1 DEMOGRAPHY

In the last population census year 2012<sup>5</sup> Nickerie had a total population of 34,233. The majority of the population was relatively young with 33% in the age group 0-19 years and 22% in the group 20-39 years. From this we can conclude that 55% was under the age of 40 years. The population was distributed as follows:

Table 1: Population of Nickerie by Administrative Resort and Water Board in Census Year 2012

Administrative Resort	Size (km <sup>2</sup> )	Population	Population density/km <sup>2</sup>	Polders / Water Boards
Nieuw-Nickerie	30	12.818	427,27	
Eastern Polders	357	7.153	20,04	Longmay, Prins Bernhardpolder, Paradise, Bacovendam, Hamptoncourt polder, Sawmillkreekpolder

<sup>4</sup> See attached questionnaires

<sup>5</sup> GBS 8<sup>th</sup> population census 2012 District Results Volume 2, April 2014.



Groot Henar	2.185	2.709	1,24	Groot- en Kleinhenarpolder
Wageningen	1613	2.937	1,82	
Western Polders	1.168	8.616	7,38	Van Drimmelpolder, Clarapolder, Zeedijk en Corantijnpolder, Van Pettenpolder, Nannipolder
<b>Total</b>	<b>5.353</b>	<b>34.233</b>	<b>6,39</b>	

A total of 9,827 households were registered among which female headed households accounted for 22% (2,117) and male headed households for 78% (7,710). The statistics did not indicate how many men and women had the sole responsibility of the household. Marriage was by large the preferred relationship given the fact that in 68% of the households the head was either married, divorced or widowed. In Suriname men are traditionally perceived the head of household. That explains why the number of registered partners of the head of household figured more largely among women (6,166) than men (230). Households comprised mostly nuclear families but a cultural feature still found was the extended family composed of parent(s), children, partners of children (daughter- and son-in-laws), grandchildren, foster children and/or other relatives. The percentage of persons living in an extended family was 17%. Nickerie had a negative net internal migration of -278 in 2013, -174 in 2014 and -253 in 2015. Between 700 and 800 persons left Nickerie annually in the past 3 years to settle in Paramaribo or another District.<sup>6</sup>

## 4.2 PROPERTY

The latest Household Budget Survey 2013/2014 held in Nickerie showed that 59.1% of households were the owner of their house.<sup>7</sup> Unfortunately the data was not sex disaggregated and inadequate for gender analysis. The data was collected in April 2014 on a sample of 237 households by the Statistic Bureau. House property in Suriname means either having the land ownership title (*eigendomsrecht*) or a government leased title (*erfpacht and grondhuur*). The latter does not grant one the possession of the land, but still is regarded as such, because it is long term and transferrable to inheritants. People build a house on them or start a farm which they regard their property. In 2015 the government announced that people with a lease title could buy the land in exchange for the ownership title.<sup>8</sup>

## 4.3 EDUCATION

Formal education levels of women and men in Nickerie were moderate in 2012 with women in minority up until Junior Secondary. Compared to men, women formed the majority of the population without any formal education (F6% / M3.2%). More than one third of both sexes had primary education (F32.4% / M36.1) and Junior Secondary (F35.4% / M39.1%) as highest education levels. Hence, close to 68% of the women had the level of Secondary Junior and lower compared to 75% of men. Women outnumbered men in High School and Higher Professional education, but also largely stuck to traditional female occupations given their striking higher enrollment in Teacher College. NATIN and AMTO are Technical Vocational schools and men clearly outnumber women there. IMEAO provides economic and administrative schooling. The number of persons with a University degree was low and with no significant

<sup>6</sup> GBS, Households in Suriname 2014-2016 – June 2017

<sup>7</sup> Household Budget survey 2013/2014, General Bureau of Statistics, p 57, January 2016.

<sup>8</sup> <http://www.starnieuws.com/index.php/welcome/index/nieuwsitem/31211>

difference between women and men but these numbers should be interpreted with caution. Suriname has only one University located in Paramaribo which means that youth leave Nickerie for further study. Often they do not return after graduation because they cannot easily find suitable employment in Nickerie. Some also study abroad.

Table 2: Number of women and men in Nickerie >15 yr by type of highest finished formal education

	Female	%	Male	%
No education	761	6.0	433	3.2
Preschool	76	0.6	79	0.6
Primary school	4,082	32.4	4,945	36.1
Junior Secondary (VOJ)	4,457	35.4	5,356	39.1
High School (VWO / HAVO)	730	5.8	556	4.1
Middle Vocational (IMEAO/ NATIN/ AMTO)	297	2.4	581	4.2
Teacher College (Kweekschool)	747	5.9	175	1.3
Higher professional (HBO)	391	3.1	263	1.9
University	81	0.6	137	1.0
Unknown	981	7.8	1,159	8.5
	12,603	100.0	13,684	100.0

Source: GBS Census 2012, District results Volume 2, April 2014, pgs 80-81

The total labour force in 2012 was 11,888 divided in 8,519 (72%) men and 3,369 (28%) women. The largest employment sector for men was agriculture, forestry and fishery, while the second largest was public administration combined with Education, health and social services, art, entertainment and recreation. The latter was the largest employment sector for women (46%), while the second was Electricity, gas, water supply and construction. The statistics do not show the participation of men and women in farming.

Table 1: Total employed population by industry and sex in Nickerie, 2012

INDUSTRY	TOTAL	MEN	WOMEN
A. Agriculture, forestry & fishery	2434	2163	271
B+C. Mining & industry	732	645	87
D+E+F. Electricity, gas, water supply & construction	981	936	45
G+I. Trade, hospitality & food services	1758	907	851
H. transportation and storage	422	380	42
J+K. Information & communication	283	168	115
L+M. Real estate / professional, scientific & technical activities	70	41	29
N. Administrative and supporting activities	188	133	55
O+P+Q+R. Public administration / education, health & social work / Art, entertainment and recreation	3050	1513	1537
S+U. Other service act. / activities of extraterritorial organizations and bodies	74	43	31
T. Activities of households as employers	376	261	115

X. Unknown	1520	1329	191
<b>TOTAL</b>	<b>11,888</b>	<b>8519</b>	<b>3369</b>

Source: GBS census 2012, District Results Volume 2 - April 2014, pgs 88-90 (according to UN ISIC codes used)

The total unemployed population was 1341 specified 682 (51%) for men and 659 (49%) for women. The Ministry of Labour has a mediation division where people seeking work can register. The registration numbers were small, some months nil and neglectable. Most persons were looking for unskilled jobs at the government (i.e. cleaning, gardening). For the rest the division in Nickerie was concerned with work permits.<sup>9</sup>

Table 2: Total number of registered job seekers by sex in Nickerie

YEAR	M	F	TOTAL
2014	85	84	169
2015	77	88	165
2016	81	85	166

Source: Ministry of Labour, Division of Labour Statistics

Nickerie's population has an overall low educated population. The majority of men and women had completed primary school and junior secondary education.

## 5 SHORT HISTORY OF THE RICE SECTOR IN NICKERIE

In order to understand the social, economic and political dynamics of gender relations in Nickerie, in particular the agricultural sector, it is relevant to have a brief look at the history of this District and how it has shaped the current context. Nickerie is seen as the 'rice' District of Suriname. It has its own rich history of which Nickerians are proud and which is rooted in the colonial past.

After the abolishment of slavery in 1863 indentured labourers were brought from different parts of the world to work on the hundreds of plantations in the different Districts of Suriname. Anticipating the outflow of former slaves from the plantations, to escape the inhumane circumstances, the Dutch colonial government 'imported', among others, East Indians (called Hindostani's) and Indonesians (called Javanese after their origin from Java). Soon after the indentured labourers had completed their mandatory contract time and once they had found the opportunity – sometimes after an extended contract period – they settled as independent family farmers. Observing the declining plantation economy on the one hand and the ambition of the contract immigrants on the other hand the government soon started to lease land to them. During the time of slavery the Hindostani's and Javanese (to a much lesser extent) preferred rice growing above the traditional crops such as plantain, tubes, sugar, cacao, coffee and maize. They were more used to eating rice and familiar with its cultivation. A combination of other factors, too broad to describe here, resulted in their domination of this prosperous sector in the beginning of the 20<sup>th</sup> century. Two very significant factors were the increasing demand for rice because of its longer

<sup>9</sup> Ministry of Labour, Mediation Division in Nickerie and Labour Statistics Division in Paramaribo.

storage life than other main food like plantain and cassava and the strong favor and investments from the colonial government towards this sector. The First and Second World Wars added an increased demand for rice and small scale family farming began to blossom.

Nickerie was one of the most prosperous rural districts of Suriname during colonial time. When the agriculture economy reached a depth at the end of the 19<sup>th</sup> century another opportunity presented itself: the balata (rubber) industry. Nickerie was the largest balata producer, but the colonial government did not allow Hindostani's and Javanese to work in the forests as balata bleeders and neither in goldmining. They had no other choice than to retain family farming. The durability of rice compared to plantain and cassava was important for the balata workers who spent long periods in the forest. Food crises during the two World Wars and in the post-war situation, added important value to the rice production. Hence it is self-explanatory that especially Hindostani's determined the face of the rice sector. Up till now they dominate rice growing and the entire value chain with associated activities like mills, shops and export.

Government investments in land infrastructure and family farming in Suriname impacted positively on Nickerie as well. Soil fertility, market demand, state-initiated extension services and mechanization created the remaining favorable conditions for the strong growth of the rice sector. Around 1930 mechanized ploughs entered the rice industry and ten years later the number of mills had doubled.

## 6 WOMEN'S ROLE IN RICE FARMING

In the past – especially during and the early years after indentured labour - women and children spent many if not more hours than men in planting, maintaining and harvesting rice. The increasing mechanization, however, made rice growing less labour intensive and especially women's labour eventually unnecessary. Mechanization also resulted in larger profits and in an upper middle class to whom women as housewife became a status symbol. As perceived world-wide men who could afford to be the sole provider of the family had the image of a successful head of household. This conception is still very strong. Family farmers who grow rice conceive women's domain to be home labour in the first place. Harsh field labour is not for women. *“A possible explanation for the absence of women in rice companies is that these companies are in private hands and the owners themselves decide that they find the job unsuitable for women, or vice versa, find women unsuitable for the job.”* (Carolyn Verheiden<sup>10</sup>) Another explanation is that some women just did not want to do the work or had other employment. Instead, sons, other male relatives and hired labour helped to do the field work. Women kept the tradition by concentrating on vegetable gardening, poultry and/or livestock for household consumption. Surpluses were incidentally sold.

The marginalized role of women in rice growing is the image observed to date. Everywhere small scale farming and agriculture is associated with hard labour, uncertain incomes and it is seen as an activity for low educated people who cannot find better employment. Self-employed women engaged in agriculture continued to be involved in small-scale gardening or self-subsistence agriculture. Women worked mostly in family farms where men did most of the field work. Nickerie was no exception in this regard. And this is why an important aim of parents is to provide their children with a better education so that they do not have to rely on agriculture as their main income in the future. 'There is no future in agriculture', most small farmers say. Poor state investments in infrastructure, maintenance and extension services made

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<sup>10</sup> A Gender Analysis of the European Union's focal sectors (2017), Christine Verheijden.

farmers increasingly vulnerable to climate circumstances and to market fluctuations controlled by middlemen. The attitude towards farming in general may be negative but this does not apply to farms with modern technology and mechanization. In the districts around the capital of Paramaribo small farmers – mostly young men – are involved in permaculture, hydroponic and other climate smart technologies but these trends have not visibly entered Nickerie as yet.

6.1 DIVISION OF LABOUR BETWEEN MEN AND WOMEN

A logical question arising is whether women really became completely obsolete in family rice farming. This appears not to be the case. By improved access to education women reinvented their role in rice farming. In the last 2 decades they become more and more involved as administrators of the rice farm. While men continued to determine the face of the rice sector by doing the field work women started to manage the financials and keep logistical track records by date of activities in the farm as shown in matrix 1. The women’s CBOs and Mr Arwien Nibar from Seva indicated that women’s educational development had overall improved in Nickerie in the past decades. Mr Nibar was an active paddy farmer himself and his wife a school teacher. One of the women farmers studied economics and was a notary clerk. Aside from that she worked actively on her parent’s farm and helped to keep the activity calendar and bookkeeping (see matrix 3).

In the 1500 rice farms on average in Water Boards the division of labour was roughly estimated at 90% male labour and 10% female labour based on their time and efforts spent by guess of Mr Nibar and some of the interviewed farmers.<sup>11</sup> This division was believed to exist among an estimated 70% of the 500 active clients of Seva Microfinance while in the remaining 30% of cases men did all work themselves.<sup>12</sup> The statistics from 2012 – mentioning 8% participation of women in agriculture in Nickerie – has clearly been based on the norm that men are the head of the (agricultural) household. Women’s labour is often overlooked as unpaid reproductive labour and in this case in particular because it was mostly administratively. The division of labour between women and men is more or less as stated in the matrix.

Other subsistence activities were not taken into account in the estimation of women’s time spent because not all women had these and there was diversity in size and type of activities as well as time shared between the spouses. Men assisted more with livestock than with other subsistence activities. Approaching holiday seasons where an opportunity to invest in more chicken or goats to be sold. Selling also took place if extra money was needed in the paddy sowing season. Two men actually estimated women’s time effort to be higher than the 10% because they counted women’s household labor too, in particular cooking and laundry. While they work on the land their wife takes care of food for them they said.

**Matrix 1: division of labour between women and men in full time family rice farming based on outcomes of interviews with female and male paddy farmers**

Women	Men
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<sup>11</sup> Estimated by Mr. Arwien Nibar and based on the outcomes of the interviews held with women and men.  
<sup>12</sup> Mr. Arwien Nibar, Coordinator of SEVA Microfinance, substantiated by information obtained from other interviews for this analysis.

<ul style="list-style-type: none"> <li>- Track record of soil preparation (dates of burning, dry and wet ploughing)</li> <li>- Track record of sowing</li> <li>- Track records of fertilizing and pesticide spraying</li> <li>- Assist with quality control, mainly if farming is taking place near home</li> <li>- Purchase of fertilizers, pesticides and other inputs<sup>13</sup></li> <li>- Storage of inputs</li> <li>- Manage the stocks of inputs</li> <li>- Bank affairs (incomes kept in a bank account)</li> <li>- Taking care of loan applications and monthly pay back</li> <li>- Prepare payment of hired labourers</li> <li>- Track record of the costs and incomes and keeping receipts</li> </ul>	<ul style="list-style-type: none"> <li>- Soil preparation (burning and taking care of dry ploughing with tractor, either himself or by hired contractor)</li> <li>- Wet ploughing and leveling after the field is filled with water</li> <li>- Sowing with hired labourers</li> <li>- Maintenance and quality control to decide whether fertilizers or pesticides are needed</li> <li>- Find buyer</li> <li>- Harvesting after 120 days with combine (from contractor)</li> <li>- Organize with buyer to pick up the harvest</li> <li>- Bank affairs (incomes kept in a bank account)</li> <li>- Pay labourers or have them paid</li> <li>- Work as labourer for other farmers to find extra income</li> <li>- Track record of the costs and incomes</li> </ul>
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Cost and benefit analyses were not administered properly because neither men nor women knew how to do this accurately. In interviews with women and men almost all said that they only looked at the costs of inputs bought and labour paid. They said that they made profit but did not know how much exactly. One woman said that there was no point keeping or analyzing the receipts because they never received a fair price based on the calculation of their costs. Only paid costs to third parties were administered and not, for example, family labour or own transportation costs (many small and informal producers in Suriname overlook these cost aspects). Some women destroyed the records after a harvest, some kept them to compare costs during the next rice season. In the rice sector it is probably less important to the growers to count their labour as cost factor due to the fact that prices of rice paddy are fixed by the buyers, the owners of the rice mills. The buyers were blamed to be monopolists who decide the price amongst each other and payments to the farmers were often delayed over months. Sometimes the buyers paid less than promised because there are no written agreements. "Rice growing is like a lottery, you never know how it will turn out", one woman expressed referring to the harvest and price. "It is also seasonal, twice a year, so you have to manage your income very carefully."

If women have another paid job or the rice farm is not located by their home their participation and activities may vary from those described in matrix 1. Improvements in women's education and progress

<sup>13</sup> SEVA Microfinance provides loans in-kind which allows farmers to take fertilizers, pesticides and other inputs from the SEVA agro shop at fairer prices instead of taking loans in cash.

over the years provided them with access to paid labour and also with jobs in other sectors as teachers, clerks, nurses and in academic professions (46% in the 2012 census). Some of them do not physically engage in the farming activities because household activities and child rearing take most of their time. Occasionally, employed women take private bank loans over their income to invest in the family farm. Then there is another group of women that does not participate in the rice business at all whether by own decision or because they are not being involved. Some men consider the entire process of rice farming a male's affair. Agro industries – the larger companies – provide administrative employment to women as secretary or financial administrator. The wife of the owner tends not or seldom to be involved.

An exceptional case (there may be a few more) was found of a family business where the entire household was more or less evenly involved including the mother, daughter and daughter-in-law.

Matrix 2: Case of entire family household involved in farming

A higher educated woman helped to run the family agricultural business together with her younger brother and both their spouses. The parents are becoming aged and wanted to transfer all their knowledge and skills to them. The father and mother always worked together and the mother did the administration. Their children – daughter and son – were involved from a young age. The family owned 2 rice fields, 25 ha in Hazard polder and 12 ha in Europolder. They possessed 3 tractors and 1 excavator, amongst other things. They had a poultry farm (200 chickens and ducks) and cattle (120 goats and 250 cows).

In this case the daughter and daughter-in-law helped actively in the field with all labour. The interviewed daughter said they all helped, together with hired labourers to burn the field. She would drive the 4-wheel pick-up up and off to carry fuel for the heavy equipment and the tractor on dam, assisted with greasing of tractors, managing water pumps, selection and preparation of paddy seeds, picking up all empty packaging of chemicals and fertilizers from the field, maintenance activities etc. She was literally involved in all activities together with her brother and hired labourers. Her brother did the land preparation (ploughing and leveling) with the equipment owned. Poultry was her favorite and specialty and she assisted with the livestock. Aside from all these she had a full time job.

Her mother and sister-in-law (learning to take over) took care of the entire administration which was professionally kept using an account book for the financial administration and a calendar to register all other activities. The father was the ultimate manager who took the bank loans, managed the incomes and costs and together with the son bought the necessary inputs. The entire family was involved in important decisions about the family holding.

## 6.2 WOMEN-OWNED RICE FARMS

Of the approximately 1500 rice farms in Water Boards less than 5 were said to be owned by women. Two of them – active clients from SEVA Microfinance in Nickerie<sup>14</sup> – were interviewed. Both had their own rice field. Women regained importance in farming by possession of land through inheritance and/or marriage.

<sup>14</sup> SEVA Microfinance data base and interviews with the women farmers.

They were more often owner or co-owner of the land than the women of the generations before them. The tradition to pass land on to sons seems to change but this requires a separate study.

A female farmer who was visited at home said that she had inherited the land from her parents. Her future husband had no land but through the marriage got access to her land and started to grow paddy. Two other women indicated to have had access to the farm land through inheritance. One of them was married to a man who had his own rice farm and so she possessed 2 farms, one through inheritance and one through marriage. She managed her own rice farm and her husband his' while she did the administration of both farms (see case described in matrix 3). The second woman worked on land which was family estate of her belated husband. She inherited part of the land when he passed away but her in-laws gave her full use of the land.

Matrix 3: Case of two women-owned rice farms

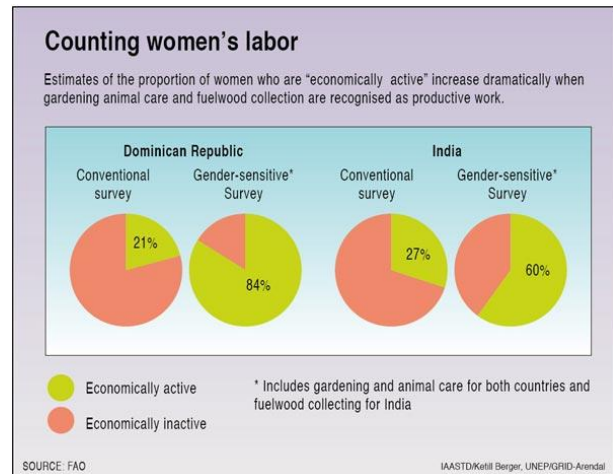
<b>CASE 1</b>	<b>CASE 2</b>
<p>A woman rice grower in Groot Henarpolder – married - leased 11 ha from another owner, while her husband had his own inherited rice land of the same size. Both of them were full time rice growers, worked closely together on both rice fields and also made decisions together. The costs and incomes were managed from a joint bank account.</p> <p>The husband coached his wife on technical details. Still, a division of labour existed where certain tasks were delegated more to one of them. The husband was responsible for the field work on both lands, while the wife handled the administration, the purchase of inputs, taking loans and seeking buyers. They hired labour for intensive work like sowing, fertilizing, spraying and harvesting. The wife regularly accompanied her husband to the paddy field to check the crop and the work of labourers.</p>	<p>A woman rice grower in Clarapolder – widowed – owned two plots of each 1 ha land together with her children. The second land was in Nannipolder. Her belated husband had inherited it and now it was hers and their two children's. She had a new male partner who owned 20 ha. He was full time rice farmer and did all field work. She was in charge of the administration, including the common tasks as earlier described. Experience taught her exactly what and how to buy. They had a joint bank account.</p> <p>Rice was an additional income on top of her job as domestic worker at the government. The family owned 15 sheep and 2 caws. Some were sold when they needed cash. The woman was also involved in poultry and vegetable gardening, surpluses were sold. Anticipating upcoming holidays she always had more chicken (200) to sell. It was not easily sold because almost everyone had some chickens and ducks in the polders. Relatives, colleagues and friends were her steady customers.</p>

Other common activities of women were gardening (vegetables, flowers, plants), poultry, duck keeping and livestock. Their spouse was often involved in the latter activity. Drought and excessive rain were a major stress, because of the poorly maintained canals and roads in Water Boards. All interviewed women



were convinced that economic activities would increase if the infrastructure was improved. Several families owned a water pump to control the irrigation and drainage.

The activities of women revealed that the majority of women was closely involved in the family rice business, though not in field labour in general. Their engagement in other agriculture activities was mostly for self-subsistence, but appeared to be an important adaptive strategy as well to sell surpluses when in need of cash. Women were co-owners and workers together with their male partner. It does injustice to women's role in rice growing and other productive labour to count their activities as unpaid household work and call them housewife. Studies revealed that gender sensitive surveys show a 'dramatic' increase of women's economic activity.<sup>15</sup> Virtually all women who were in one way or the other involved in rice farming and did not have another job, referred to themselves as housewife. This label has traditionally been imposed on them, although most of them actively contribute to the family earnings from rice growing. To count the men as sole farmer would only be correct if women did not contribute at all.



Conclusion: women had basically no role in the paddy field, with a few exceptions, yet a considerable contribution as administrator and broker in small family-owned rice holdings. In 70% of the family rice farms the contribution of women was found to be roughly estimated 10% by Mr Arwien Nibar and men and women farmers. Women's role and activities in the agriculture process were more evolved through their engagement in simple bookkeeping, loan application and the purchase and stock keeping of inputs. Women's contribution to (self-subsistence) activities in vegetable gardening, poultry and livestock was not counted in the above mentioned 10% because it was too divers among the women who administered and/or possessed a rice farm. Depending on the size and types of subsistence activities these should be counted as productive labour in future surveys and census. As shareholders women will theoretically equally benefit as men from the LVV-EU project. Their share and contribution can be increased by building and strengthening their farming and administration capacities.

#### Recommendation:

Surveys and the agriculture census should value and capture women's productive labour more properly through advanced methods and count women as farmers where such is the case. A baseline study (or survey) on men's and women's productive labour in the Water Boards is recommended to re-assess their economic contribution more precisely and measure the outcomes of the LVV-EU project as well as future trends. It would also more clearly reveal the differences in needs and interests of both sexes.

It is important to train women in the incremental processes of rice growing so that they can perform their role as administrator and broker in a more advanced way. They would better understand the related administration and calculation of the needed amounts of inputs. Capacity building in simple bookkeeping and cost-benefit analysis would improve their skills and ultimately contribute to more profitable business.

<sup>15</sup> Green Facts 2008: <https://www.greenfacts.org/en/agriculture-iaastd/i-2/9-women-agriculture.htm#0>

As family caretaker and educator they can pass knowledge and skills on to the next generation thus contributing to a better sustained and more professional tradition.

### 6.3 WOMEN'S PARTICIPATION IN OTHER FORMS OF AGRICULTURE

#### **In Water Boards**

As already said, vegetable and fruit gardening, poultry, duck and livestock were exercised by women mostly as subsistence activities in the irrigated areas. Part of the land, separated from the rice field, was used for that purpose. Some of the women sold surpluses to relatives or to intermediaries. The abundant use of chemicals in rice farming did not promote significant investments in horticulture around rice fields. The women could only plant after the paddy was sowed on their own land and those of neighbors. Only short cycle crops could be cultivated from this perspective. Some of them worried about the danger of pesticides in their limited food chain: in vegetables and fruits and in milk from their cattle.

In fact, vegetables were 'imported' from the capital of Paramaribo in the past because the inhabitants found it unsafe to consume local products not knowing the source of the vegetables. These could have been contaminated due to spraying of pesticides with airplanes over the large rice fields.

#### **Outside Water Boards**

A trend of the last two decades is Nickerie's self-sufficiency of vegetables. This is more practiced in the non-irrigated areas. One example is the Van Pettenpolder in Waterloo, an area of 700 ha. Waterloo is not a Water Board yet and it may take another year for this to happen, while the government is busy with the procedure.<sup>16</sup> A major constraint and stress for non-rice farmers in this area is the irrigation and drainage. The farmers are organized in the "Kooperatie Groenteverbouwers Van Pettenpolder" (Cooperative of Vegetable Farmers Van pettenpolder, KGVP by acronym in Dutch). The infrastructure of Waterloo originates from a former sugar plant and still seems in perfect state. Yet, the KGVP farmers were cut off from irrigation water from a canal that runs through the farm of a large rice industrial - perhaps because they complained about the industrial's spraying airplanes. These planes flew over their area and sometimes leaked pesticides. Negotiations with another large rice industrial resulted in an underground pipe to provide water for the farmers. However, in the rain season the areas are flooded.

The KGVP was established in 1989 and became a legal entity in September 1991. In the same year they received 71 ha of fertile land for farming purposes from the government. Part of it was cleared and shared among the 140 members which are mostly families, 50% represented by women. The majority works part time in farming. Women attend meetings and activities together with men. The plots vary between 2000 and 5000 m<sup>2</sup> and the cooperative has started to transfer the lease title of plots to the members.

The cooperative established an associated foundation, the "KGVP Agro Demonstration Farms". About 1 ha is reserved as demonstration plot and has an unused greenhouse, which was donated by the MinLVV. A former greenhouse was entirely destroyed by strong wind. The demonstration farm is used to test new varieties of tubes, fruits and vegetables. Plant material of new sorts of vegetables and fruits are imported. The attitudes of the farmers are professional and some want to engage in agro processing (flour from breadfruit and urad / Indian black beans, called 'urdee' in Suriname).

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<sup>16</sup> Mr. Guido Van Der Kooye, Head of the MinLVV in Nickerie.

The members of KGVP comprise a mix of families varying in age from retired to very young persons, families planting for commercial and/or subsistence purposes, and they are an ethnic mix as well. Each family grows a variety of vegetables, fruits and tubers. Several sell their produce in the market or to market sellers, whereas some sell directly to consumers. Women have an overall active role in the field. Soil preparation is typical male labour, but planting, maintenance, harvest and selling are activities in which women and children actively participate.

The small farmers mentioned they were seeking technical and financial assistance (loans) to undertake the following activities in the short term:

1. Improved water infrastructure. They wrote a request to the MinLVV to establish a Water Board. No response was received.
2. Financial capital to set up a chicken farm with a production capacity of 12,000 chickens per batch in 8 weeks. Nickerie is not self-sufficient yet in this regard. The business plan is written and several banks were approached for a loan. KGVP finds the bank interest too high, which was 12%. The plan needs updating of the start capital, which was estimated at SRD 300.000 (€33,330), but due to inflation the costs will be higher.
3. Technical and financial assistance for the production of own chicken feed from rice and other waste available in Nickerie.
4. Technical and financial assistance in biological farming through the establishment of a compost farm. The purpose is to set up an integrated farming system where the chicken manure and compost will be used for biological farming.
5. Extension services and technical training in food processing (urdee, breadfruit flower, chutneys and preserves of fruits).

Job seeking women sometimes have no choice other than to engage in field work in sub-sectors. The paucity of employment opportunities outside the rice industry counted for both men and women. A number of women worked in the banana industry of FAI which is not a Water Board, but should become one. FAI cultivates an area of 977 ha with water received from the Nanni swamp. 23% of the 870 workers at FAI in Nickerie were women and were divided as follows: at higher management level 15% (3F/17M), at middle management level 10% (5F/48M) and among the labourers 26% (200F/577M).<sup>17</sup> High and technically educated women were difficult to find in Nickerie. Tasks of women labourers included fertilizing the trees, hanging plastics bags over the fruits and cutting the purple colored remains of the blossom. The majority of women was tasked with sorting and packaging which they were said to perform more punctual than men. They were paid equal to men for equal work which was by hour or by tasks completed (i.e. number of trees fertilized, etc.).

### **Conclusion:**

Vegetable gardening was more exercised in non-rice areas with a significant larger labour participation of women. The perspectives for increasing women's involvement in market oriented agriculture and food processing was more promising in those areas. It is more useful to promote non-rice farming there.

### **Recommendation:**

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<sup>17</sup> Mr. Leo Bakboord, Human Resource Manager Food and Agriculture Industries N.V. (FAI), the Fruit Farm Group, April 20 2018.

Engage with the national and local office of the Gender Affairs Bureau, local NGOs and MinLVV to provide courses in (integrated) farming for women including vegetable gardening, poultry and composting. Include gender awareness training in these. Women feel more free and self-confident to speak and participate if there are no men around.

## 7 WOMEN’S ACCESS TO AND CONTROL OF AGRICULTURAL, FINANCIAL AND SOCIAL RESOURCES

Critical resources for male and female farmers are land, financial capital (loans and microfinance), social capital (agricultural organizations and networks), inputs (tools, equipment and materials) and extension services (technical information and training). In this section we look at a detailed access to critical resources and / or control of it. Control can be interpreted as having the final power through ownership, decision-making and giving directions.

### RESOURCES ACCESS AND CONTROL

Land: property, leased or without title	Men had more control and decision-making power over land. Women and men both had access through inheritance from parents or through marriage. Marriage was said to be the most common marital state in Nickerie which made either women or men the co-owners of land. Sons were to inherit more often than daughters as successors of their father. Also, men more than women were believed to lease land from the government or from other farmers. There were also some rice farmers who had not yet obtained title to the land which they were using, but had received a government letter of intent ( <i>bereidwilligheidsverklaring</i> ).
Land and water use	Men were in control of land and water use because they were the ones who worked in the field and decided when to plant rice. This sometimes happened with intervals of one or more years. Women’s contribution was seen as reproductive labour (unpaid household activity). Women had access to land use and were occupied with vegetable gardening, poultry, ducks and/or livestock. They seemed not to have much access to water / I&D use because they complained about the influence of drought and excessive rain on their crops.
Inputs	Men and women had equal access to inputs, because these were bought in the shop. With respect to control and decision-making it was said that rice farming was a tradition and both men and women knew what should be bought, how much and where. Yet, men gave direction and utilized the inputs which placed them more in control.
Extension services	Because women were not actually involved in planting rice it was mostly men who had access to information and training. Extension services are provided by the MinLVV. The Ministry provided services to women with respect to vegetable and fruit

gardening. This included training in soil preparation, composting, plant multiplication, common diseases and maintenance.

ADRON<sup>18</sup> played a key role for farmers during many decades in the research of paddy varieties and provision of seeds, information and education. This rice institute had weekly television programs in the recent past from which farmers learned a lot they said. Worthwhile mentioning is that the recent Minister of LVV, Mr. Lekhram Soerdjan worked at ADRON and was the host of the television programs, often in the Sarnami language, the mother tongue of the Hindostani community.

The national Bureau Gender Affairs of the Ministry of Home Affairs and two local non-agricultural Women's Community-Based Organizations (WCBOs) played a key role in bringing extension services to the women in cooperation with the MinLVV. The WCBOs were Moederhart and SARI (see further under civil society organizations).

Financial capital: microfinance	Women and men seemed to have equal access to capital and equal control. Women / wives contributed significantly as loan applicants and buyers of the inputs and stock keeping. Loans were accessed from the Bank or Microfinance providers. SEVA Microfinance and SEVA Agro Shop are specialized in services to rice growers. These providers are easy accessible and they managed to build a steady customer relationship with a total of 500 rice farmers, 90% of whom were rice growers. 60% of the clients were families, 30% only men and 10% women borrowers. Loan ceilings were SRD7.500 for non-rice activities and SRD30.000 for rice growers. SEVA provided a total amount of loans of six million annually and needed more money to increase its scale horizontally and vertically. Both wife and husband were required to sign for a loan, but usually the wife prepared all administrative procedures and took care of the back payment.
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Male farmers jokingly remarked that women 'harvested' the pay and rigidly managed the budget. It would mean that women were more in control of the finances than man, but it requires a more in-depth study to assess if this is indeed the case.

Microcredit was also provided by the Agricultural Credit Fund (AKF: Agrarisch Krediet Fonds). According to farmers the interest rate was favorable, but the procedure was too bureaucratic and long. Rice farmers needed collateral to access loans with a ceiling of SRD35.000. Non-rice farmers were allowed to borrow a maximum of SRD15.000 without collateral. The AKF loan requirements were evaluated and paper work was said to be reduced as well as the duration. The government was going to top up the AKF with US\$ 30 million borrowed from the Islamic Development Bank.

Social capital: Water Boards, agricultural	Men were strikingly in control of social capital compared to women with reference to participation in Water Boards, agricultural associations and networking activities with other farmers.
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<sup>18</sup> ADRON is the Anne van Dijk Rice Research Center in Nickerie.

organizations  
and networks

The Law on Water Boards was realized as early as 1932 and revised in 1984.<sup>19</sup> Water Boards (WBs) are decentralized special public bodies comprising local stakeholders in their Board of Directors. WBs are independent and have a delegated authority and mandate regarding the management and maintenance of the water household and civil works within their specific area borders. This is regulated for each WB through the By-Laws (*Keur*). At time of this study only 2 water Boards had received a *Keur*. In the week of 11<sup>th</sup> July 2018 all remaining Water Boards, 10 in total, received their *Keur* from the Minister of LVV.

Elections of WBs' Board of Directors take place every three year. The Board comprises the Chair and two or four members which means that they consist of 3 or 5 members in total. They are elected by the stakeholders among them. The Chair is elected in function. So far each WB had 5 Directors on the Board. WBs were said to have functioned very well under supervision of the local government in the past. The Law on Water Boards was updated in 2005.<sup>20</sup>

All twelve Water Boards in Nickerie comprised solely men on the Board of Directors, each consisting of 5 persons (60 men in total). Some women attended meetings of the Water Boards and the MinLVV tried to stimulate them to participate in the elections of the Boards.<sup>21</sup>

The Suriname Paddy Farmers Association (SPBA) indicated to have 1353 male members (representing family farms) and a Board comprising only men. Meetings were attended by men. The SPBA was very worried about the associated costs of the Water Boards.

The Cooperative of Vegetable Farmers Van Pettenpolder (not a Water Board) had only men on their Board, but indicated that 50% of their members were women. More men than women attended the meetings.

The Board of Directors of the Overlying Water board Multipurpose Corantijn Project (OWMCP) is an exemption regarding women's representation. Of its 8 members 50% were women. Two of them had the function of Chairperson and a combined function of Secretary / Treasurer. The members were appointed by political parties. Statutory they should have been elected by the stakeholders. The OWMCP's total senior staff of 6, including the Director, comprised 2 women holding the position of Relation Management and Maintenance of Canals and Civil Structures.

Three interviewed women expressed their dissatisfaction with the fact that women were not at all represented on the Water Boards. One mentioned that she tried by sending a message of her willingness through her husband, but 'they' did not take it

<sup>19</sup> Report of the seminar "Underway to a sustainable functioning of the Water Boards in Suriname" held 7 November, 2002, <http://basahmadali.nl/wp-content/uploads/2014/09/werkconf2002.pdf>

<sup>20</sup> [http://dna.sr/media/44014/SB\\_2005\\_\\_No\\_28\\_wijz.\\_Wet\\_R.O.\\_en\\_Waterschapswet.pdf](http://dna.sr/media/44014/SB_2005__No_28_wijz._Wet_R.O._en_Waterschapswet.pdf)

<sup>21</sup> Mr. Guido Van Der Kooye, Head of the MinLVV in Nickerie.

seriously and laughed. Water Boards are seen as a technical male affair. She was angry, because her crops were lost due to the poor irrigation and drainage in Van Drimmelpolder. The women argued that old fashioned conceptions about women's role must be abandoned and should be replaced by more inclusive thinking. Young persons with fresher opinions should take over.

Networking is an informal activity which takes place in shops, bars, meetings, on the street and in the fields. Men exchanged information about yields, problems, costs and prices. This was more a man's affair, because women did not normally meet at these places. The women had no specific network at all.

The SELAC<sup>22</sup> stresses in its Regional Strategy for Food and Nutrition Security (FNS) 2018-2030 the need for a gender approach to agriculture and the promotion of women's empowerment because "At a global level, women account for 43% of farm labour in developing countries and produce 60 to 80% of the food; nonetheless, they live in conditions of social, political and economic inequality where 30% are land owners, only 10% have access to loans and a mere 5% to technical assistance". *A Gender Strategy for the CELAC FNS Plan* was adopted at the 5th CELAC Summit held in January 2017. The Strategy aims to "guarantee the empowerment of women, so that its results benefit women and men alike".

**Conclusion:** the key resources for rice farming were all controlled by men including land, water, social and financial capitals, inputs and extension services. Women had access to some of the resources (land, financial, inputs). Unless a strong gender focus and inclusive approach is mainstreamed in the agricultural sector women's productive potential will remain underutilized. The OWMCP demonstrated that it is possible to achieve equal participation of women in a male dominated technical environment, by having female senior staff and 50% women on its Board of Directors.

**Recommendation:**

1. Promote a quota of 20% women's representation on Water Boards to stimulate their greater involvement and participation at decision making levels of agriculture production, irrigation and drainage. It would encourage women to participate in the elections knowing that the quota provides them the opportunity to be elected and to have their voice heard. This would empower the women to participate more actively in the agricultural sector in general. 2. Gender sensitive approaches in communication strategies will be important especially radio and television programs which have an outreach to women at home. Exposure in the media of female role models in agriculture can have multiplier effects.

## 8 SOCIAL AND POLITICAL DIMENSIONS

### 8.1 GENDER BASED VIOLENCE

Nickerie has a poor reputation regarding gender-based violence, suicide and alcohol abuse. Women's inequalities and the violation of women's human rights are worldwide important causes of low GDP and underdevelopment. Aside from serious injustice and crime against half the population, violence against

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<sup>22</sup> Community of Latin America and Caribbean States.



women and exclusion of women – half of the work force – result in great loss of labour productivity. Social indicators are significant measurements to forecast economic advancement. The incidence of violence against women in the ‘rice’ district has always been alarming and a high concern for government authorities, civil society and the religious communities. In the ‘He for She’ campaign in Nickerie the District Commissioner, all religious leaders, the Fire Department and other male key persons committed themselves to act against violence against women.<sup>23</sup> Together with civil society and government authorities research and actions were undertaken to reduce gender-based violence.

## 8.2 SUICIDE

During many decades the Ministry of Health registered the highest suicide rates in the district of Nickerie.<sup>24</sup> For Suriname the prevalence of suicide was highest among Hindostani’s (70%) in subsequent years, which explains the trend in Nickerie. Between 2002 and 2013 this trend declined with 10%, while increasing in other Districts and with other ethnic groups. Ingesting agricultural pesticides - usually paraquat / gramoxone - was most common (around 70% of the cases). Suicide was highest among men in all age groups, while the number of attempts was higher among women. The high prevalence among men and women in Nickerie was attributed to a complexity of factors including high poverty, alcohol abuse, easy access to pesticides, domestic violence and the rigid patriarchal system. Between 2009 and 2015 the average annual incidence of suicide attempts was 13 among children younger than 18 years with a boy/girl ratio of 1:3. One of the farmer families mentioned during the interview that they carefully lock up and hide their pesticides so that the children cannot find it. Suicide among – especially cash crop producing – small farmers appeared to be shocking high in the US and Europe (France, the Netherlands, England and Germany) as well. In France 600 commit suicide annually.<sup>25</sup>

“One of the worst is a feeling of powerlessness. The price of many products—especially popular crops and products including milk, corn, wheat, and soy—are not decided by the farmer but by larger policies and organizations. Debt is also not only common but pretty much required: Farmers take out debt at the beginning of each year, and so if something goes wrong—weather, say, or a lousy price—it can be hard to pay that back, let alone to make a profit. Being in debt increases that feeling of powerlessness and a lack of control over one’s own destiny, and is heavily correlated with suicidal thoughts and actions.

The specific structure of farming is also almost absurdly stressful. “The nature of a lot of farm mortgages is that your mortgage is on both your farm and your house, your home,” says Msall. “So if you’re facing foreclosure, you’re facing your business going under, but you’re also facing the loss of where you live.” Add that to the fact that many farmers work land that belonged to generations before them, their parents and grandparents, and the trauma of losing a family farm can be dramatic.”

<https://modernfarmer.com/2016/07/farmer-suicide-2/>

## 8.3 ENVIRONMENTAL ISSUES

Women farmers and women CBOs expressed environmental concerns about pesticide and herbicide contamination of the soil and food. They were worried about possible effects of these poisons in the food chain. The Chair person of the CBO “Moederhart”, Mrs. Dinai, asked how long pesticides and herbicides remain in the soil and if they could enter vegetables through the roots. She asked for more education about this because her organization trains women in horticulture. SARI is a CBO which organizes annual

<sup>23</sup> <http://gfcnieuws.com/kbs-nickerie-steunt-heforshe-campagne/>

<sup>24</sup> National Suicide Prevention and Intervention Plan 2016-2020, Action Plan 2016-2017 (2016), Ministry of Health

<sup>25</sup> <https://www.thelocal.fr/20160226/french-farming-hit-by-600-suicides-a-year>.



environmental activities but lacked sufficient information about the effects of pesticides. One woman farmer, Mrs. Dewansing, raised concerns about suicide with pesticide. Another woman farmer, Ms. Soerjdbalising, said that she picked up all empty bottles from the field because the men would always leave them there. She disposed of them but since LVV started to collect them for recycling she will bring them there. It was strikingly that only women raised environmental concerns.

Women's critical role in the protection and management of the environment and natural resources is frequently underlined by international agencies. Women often feel more responsible due to their roles in nurturing, caring and food security for the family. The Water Boards can obviously benefit from having women in their Board of Directors.

## 8.4 GENDER POLICIES

The Agriculture Sector Plan (ASP) from 2005-2008 – financed through the Dutch Treaty Funds - contemplated on the gender mainstreaming of the MinLVV. A gender mainstreaming plan was written to shift from a welfare approach which was gender blind to a gender equality approach with the ambitious aim to promote women's agricultural development. After some gender awareness trainings the continuation of the plan stopped. Change in the political context was the main reason that the ASP was discontinued. The Ministry implements training and extension services to women on ad-hoc basis, usually on request and when (external) funding resources are available. The activities are service-based and not aimed at promoting women's participation and empowerment in agriculture. Basic data for effective policy and program planning is lacking, outdated or not sex-disaggregated. The last held agricultural census dates back to 2009 and was said to have many shortcomings.

Extension services are a public service and are available to both men and women. All administrative resorts benefitted from the services being provided by extension workers. One (1) out of the 12 extension workers of the Ministry in Nickerie was female. Given their small scale activities women largely accessed services for vegetable gardening, poultry and livestock. Only 3 or 4 families owned a greenhouse. The major focus of MINLVV was on rice growing and here the extension services involved primarily men. An important and easy way for farmers, especially starters, to obtain elementary information and education is to have access to publications and brochures. The Ministry of MINLVV chronically lacked recent publications or manuals for starters and advanced farmers.

The Ministry of Home Affairs holds the portfolio for the planning, execution and monitoring of national gender policies with its Bureau Gender Affairs (BGA) division. Policy plans were usually written for 4 years, but this did not happen between 2013 and 2018. A Work plan was developed in 2013 with the aim to develop the policy plan 2014-2016. The policy plan was not developed and to date not written. BGA was determined to write the policy plan 2018-2022 and had already taken steps to do this.<sup>26</sup> Gender policies and actions from the government, with some support to NGOs, were planned and implemented through an intergovernmental structure. All Ministries had a gender focal point, except the Ministry of Public Works where no focal point had been appointed yet. The gender focal points were not equally active and some not active at all. BGA intends to have them replaced in some Ministries including in the MinLVV in Paramaribo.

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<sup>26</sup> Ms. Judith Karijodrono, Acting Coordinator Bureau Gender Affairs.

## 5-year Gender Action Plan for Nickerie 2018-2022

Nickerie is the only District with a small BGA satellite office employing 2 women. Activities focused primarily on the prevention of domestic violence and the promotion of women's entrepreneurial skills. The 2013 work plan included research on domestic violence in Nickerie and various actions followed in subsequent years. BGA was also in the final phase of completing the planning of a 5-year multiphased program 2018-2022 for Nickerie which was expected to be delivered end of April 2018.<sup>27</sup> Consultations were held and a Platform created with governmental and non-governmental stakeholders in Nickerie for its implementation. Fifteen organizations signed a statement for joint commitment to implement the plan. The Platform will be led by a Chairperson (BGA) and a Secretary. Each of the participants have their own expertise and will be grouped around 3 thematic priority areas which are:

1. Women's entrepreneurship.
2. Domestic violence.
3. Gender equality.

The groups will be led by a local focal point. Validation of the final 5-year Plan for Nickerie was planned to take place in May-June 2018. Its major focus was said to be on entrepreneurship and domestic violence. BGA has almost annually implemented activities in these thematic areas in Nickerie. In December 2017 a 2-day course was held in planting for 33 women. The course included topics from 'soil to fruit' (preparation of soil and plant material, organic fertilizing, etc.). The short course was financed by the UNDP and implemented by the Ministry of LVV. A follow up is being planned with courses on food processing and packaging.

### 8.5 NON-AGRICULTURAL NGOS

Civil society organizations play a key role in promoting welfare in Nickerie in different areas varying from women's empowerment and entrepreneurship development, shelter / housing programs, school renovations, activities for children, environmental protection and the prevention of suicide, domestic violence and substance abuse. Two outstanding and very successful local women's organizations are Moederhart and SARI. Their mission is to reduce poverty among women through women's social and economic empowerment. The organizations have an important outreach in the 5 administrative resorts of Nickerie of which three are subdivided in polders. Each of them has a network of around 40 women which includes the members of their Board.

SARI has helped 3000 families in Nickerie and Coronie with shelter. It owns a giftshop, a small marketplace for women and a playground on the Zeedijk and the organization has implemented various environmental and social projects. It also supports women entrepreneurs with training and outlets for their produce.

Moederhart runs an after-school program for children, ran a kitchen for schools in the past and a production unit / kitchen for the processing of fruits to chutney. They give sewing lessons and they

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<sup>27</sup> Ms. Judith Karijodrono, Acting Head and Ms. Shivania Janhangir, Vice Head of Bureau Gender Affairs (BGA).

implemented a microcredit project in the past. Financial problems caused disruption in some of their activities. The Chairperson of Moederhart is employed by the BGA in Nickerie.

The Welfare Institute Nickerie (WIN) is another successful NGO which was established in 2003. It aims to promote care and welfare for the Nickerie community especially targeting socially and physically challenged groups. WIN was particularly known for its achievements in the area of suicide (research, education, prevention and counseling services). In 2007 it joined a partnership with Friends From Nickerie and the Cultural Center Nickerie and they called themselves the WIN Group.

## 8.6 PARTICIPATION IN DECISION MAKING

As we have seen, women's participation in decision making is very low. Cultural, religious and social conceptions are the underlying causes impeding women's advancement. The women's organizations have a strong role in the community and have an excellent relationship with the government, but not much influence in the political decision making arena. Women are virtually absent in both the agricultural and non-agricultural strata where the important decisions are taken. The District Council in Nickerie consisted of 11 members, 2 of whom were women. Each of the 5 administrative resorts has a Resort Council. The total number of members was 63. Both District and Resort Councils are elected during the national elections and have an advisory role.

**Conclusion:** the Ministry of LVV had no gender policy. The Government provided training and services to women in agriculture on an incidental base and focused on practical skills rather than on gender equality. There was no evidence of gender awareness activities in agriculture. Strategies to enhance women's role at decision-making levels were missing. The Bureau Gender Affairs and local civil society organizations can play a crucial role to promote gender equality in the forthcoming 5 years. Alliances among all parties were strong.

**Recommendation:** 1. contribute to an enabling environment for greater women's participation at decision-making levels in agriculture in Nickerie. This is to be achieved by implementing gender awareness training for key staff members of the Ministry of LVV directly involved at different levels in the LVV-IDB Sustainable Agricultural Productivity Project. 2. Integrate gender awareness in all planned capacity building activities of the project for men and women and in courses for women. The gender awareness component should include, among other things, topics on domestic violence and alcohol abuse. 3. Ensure sustainability by enforcing strong relationships with the BGA and civil society organizations in Nickerie for support of the project with the planning and delivery of the courses and the gender awareness component. Build also synergy with the BGA 5-year program for Nickerie, both in relation to its content and the funding of some activities which may relate to the LVV-IDB project.

## 9 GENDER GAPS AND PROJECT OPPORTUNITIES

Many structural gender gaps in the agricultural environment need to be addressed, but here we focus on the most important ones for the LVV-EU project. The gaps can be addressed by the LVV-IDB Project.

<b>GENDER GAPS</b>	<b>PROJECT OPPORTUNITIES</b>
<p>1. Data about the agricultural sector are outdated, inaccurate and not adequately sex disaggregated to facilitate gender analysis and planning. For example, the number of men and women with (agricultural) land and house property are missing. Men are usually counted as head of household and the property rights of women remain invisible. Statistics should specifically count ownership by sex and if this applies to both sexes, it should be mentioned. The same would regard family holdings / companies.</p>	<p>The project assistance with the next agricultural census to LVV and surveys planned can include a gender expert in the design phase to assist with the methodology and make the questionnaires gender sensitive. It would involve the screening of the questionnaire and proposing specific gender related indicators.</p>
<p>2. Labour statistics are poor and not differentiated by/for (all) Districts. The informal sector in which women are largely engaged includes also agricultural activities and food processing, but these activities are not captured, because surveys are very costly and not done on a large scale.</p>	<p>One or two cases can be selected to implement a study on women's role in either rice, poultry and/or gardening based on the outcomes of the census. This can be related to aspects of the LVV-IDB project which need further analysis.</p>
<p>3. Males determine the face of the profit-making agricultural sector. Women – when present – are in the background. Policy makers do not count the contribution of female farmers in family households as productive labour. Women's labour is traditionally seen as reproductive labour and that is how men and women see it too.</p>	<p>Create awareness about women's role and activities in agriculture as productive labour and promote this through exposure of successful women on television, radio and social media. The promotion of women on Water Boards is important.</p>
<p>4. Women benefit less than men from development resources because their access and control of these are impeded by gender inequality.</p>	<p>Ensure that women – wherever possible - can benefit from incentives given to the Water Boards and to farmers.</p>
<p>5. Women are largely excluded from the decision-making processes in agriculture and cannot have their voice heard.</p>	<p>Ensure or promote that women are represented at all levels of the LVV-EU project, i.e. the Project Execution Unit, District I&amp;D Coordination Working Group, District Water Commissions, District Water Board Commission (OWMCP, LVV, OW) and other.</p>

6. Extension services are gender blind and make no distinction between women's and men's different needs and interests. Women are overlooked as beneficiaries of services.	Booklets in simple language on the safe use and storing of pesticides and in relation to rice growing, vegetable gardening, poultry, and livestock would be beneficial to women who normally do not meet the extension workers. They can be sold by government and civil society service providers at cost price.
7. Gender policies to promote women's (agricultural) advancement are lacking or too ad hoc to have significant impact. The Bureau Gender Affairs (BGA) is understaffed and under-resourced. Activities are largely implemented with external donor funding.	The 5-year Gender Action Plan 2018-2022 for Nickerie may include activities relevant to the LVV-IDB project. These can be co-financed to suit the purposes of the project. Vice versa special requests can be made to BGA to include activities relevant to the gender aspects of the project in their plan. Liaising with BGA and local CBOs is strategically important.

## 10 SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### Conclusions:

1. Women had basically no role in the paddy field, with a few exceptions, yet a considerable contribution as administrator and broker in small family-owned rice holdings. In 70% of the family rice farms the contribution of women was found to be roughly estimated 10% (subsistence activities excluded). Women's role and activities in the agriculture process were more evolved through their engagement in simple bookkeeping, loan application and the purchase and stock keeping of inputs as well as keeping logistic records (calendar of sowing, fertilizing, spraying, etc.). Striking and interesting was the fact that some men and women counted women's domestic work also as productive labor in the business household.
2. Women's self-subsistence activities in vegetable gardening, poultry and livestock activities are not counted as productive labour in statistics while these are equally important but have to receive more visibility and support. Women's share and contribution in production can be increased by building and strengthening their farming and administration capacities.
3. As shareholders of the farm women will in principle equally benefit as men from the LVV-EU project. There was sufficient evidence that men and women together control the family income.
4. Vegetable gardening was more exercised in non-rice areas with a significant larger labour participation of women. The perspectives for increasing women's involvement in market oriented agriculture and food processing was more promising in those areas. It is more useful to promote non-rice farming there.

5. The key resources for rice farming were all controlled by men including land, water, social and financial capitals, inputs and extension services. Women had access to some of the resources (land, financial, inputs). Unless a strong gender focus and inclusive approach is mainstreamed in the agricultural sector women's productive potential will remain underutilized. The OWMCP demonstrated that it is possible to achieve equal participation of women in a male dominated technical environment, by having female senior staff and 50% women on its Board of Directors.
6. Women were more than men concerned about the impacts of pesticides and herbicides on the food chain and environment. However, they had a great lack of information because they had no or limited access to extension services and important organizations such as agricultural cooperatives. They were not present on the Water Boards at all.
7. The Ministry of LVV had no gender policy. The Government provided training and services to women in agriculture on an incidental base and focused on practical skills rather than on gender equality strategies. There was no evidence of gender awareness activities in agriculture. Strategies to enhance women's role at decision-making levels were missing.
8. The Bureau Gender Affairs and local civil society organizations initiated agricultural activities with the support of the Ministry of LVV. They can play a crucial role to promote gender equality in the forthcoming years. Alliances among all parties were strong in Nickerie.

#### Recommendations:

1. Baseline studies, surveys and the agriculture census should value and capture women's productive labour more properly through advanced methods and count women as farmers where such is the case and as co-owners if they are married.
2. A baseline study (or survey) on men's and women's productive labour in the Water Boards is recommended to re-assess their economic contribution and labour division more precisely and measure the outcomes of the LVV-EU project as well as future trends. It would also more clearly reveal the differences in needs and interests of both sexes.
3. It is important to train women in the incremental processes of rice growing so that they can perform their role as administrator and broker in a more advanced way. They would better understand the related administration and calculation of the needed amounts of inputs.
4. Capacity building in simple bookkeeping and cost-benefit analysis would improve women's skills and ultimately contribute to more profitable business. As family caretaker and educator they can pass knowledge and skills on to the next generation thus contributing to a better sustained and more professional tradition.
5. Liaising with the national and local office of the Gender Affairs Bureau, local NGOs and MinLVV to provide courses in (integrated) farming for women including vegetable gardening, poultry and

composting is recommended. Gender awareness should be included in the training. Women are more free and self-confident to speak if there are no men around.

6. Promote a quota of 20% women's representation on Water Boards to stimulate their greater involvement and participation at decision making levels of agriculture production, irrigation and drainage. It would encourage women to participate in the elections knowing that they have the opportunity to be elected and to have their voice heard. This would empower the women to participate more actively in the agricultural sector in general.
7. Gender sensitive approaches in communication strategies will be important especially radio and television programs which have an outreach to women at home. Exposure in the media of female role models in agriculture can have multiplier effects.
8. Contribute to an enabling environment for greater women's participation at decision-making levels in agriculture in Nickerie. This is to be achieved by implementing gender awareness training for key staff members of the Ministry of LVV directly involved at different levels in the LVV-IDB Sustainable Agricultural Productivity Project.
9. Integrate gender awareness in all planned capacity building activities of the project for men and women and in courses for women. The gender awareness component should include, among other things, topics on domestic violence and alcohol abuse.
10. Ensure sustainability by enforcing strong relationships with the BGA and civil society organizations in Nickerie for support of the project with the planning and delivery of the courses and the gender awareness component. Build also synergy with the BGA 5-year program 2018-2022 for Nickerie, both in relation to its content and the funding of activities which may relate to the LVV-IDB project.

## 11 LIST OF GENDER SENSITIVE INDICATORS

The following list of gender sensitive quantitative & qualitative indicators for Baseline, Monitoring & Evaluation will guide the program execution:

<b>A. M/F IN PROJECT STRUCTURE / DECISIONMAKING (STAFF, WGs, WBs, etc.)</b>	
1.	# of M/F in all working groups
2.	# of M/F Board members per Water Boards
3.a	Indicator of Women's qualitative participation in Water Boards (to be defined)
<b>B. M/F FARMERS BY HEAD OF HOUSEHOLD, OCCUPATION, ACTIVITY</b>	
3.	# of M/F farmers in Water Board areas benefiting from the project
4.	# of Female Headed Households / Male Headed Households in Water Board areas benefited by the program
<b>C. M/F PARTICIPATION IN TRAINING / WORKSHOPS</b>	
5.	# of M/F project staff trained in gender awareness (PEU/ MinLVV, other)
6.	# of M/F beneficiaries trained in gender awareness (WBs, Controllers, Farmers, etc.)
7.	# of M/F in all technical training (Water Board, control, etc.)
8.	# of M/F in agricultural training by type of training (sustainable fertilizer and pesticide use, poultry, vegetable, accounting, etc.)
<b>D. M/F BY INCENTIVES RECEIVED</b>	
9.	# of M/F who received incentive (land levelling) and amount



## 12 GENDER ACTION PLAN

**Project Name & Number:** Sustainable Agricultural Productivity Program - SU-L1052

**Objective.** The project's objective is to increase agricultural productivity in Suriname through investments in infrastructure and management of I&D systems, and by improving the quality of available agriculture statistics. The expected results are: (i) increased agricultural productivity in I&D areas; (ii) improved water management within I&D areas; (iii) operating WB effectively contributing to O&M of I&D infrastructure; and (iv) improved statistics and information systems. To achieve them, the program will be organized in two components.

**Component 1. Irrigation and Drainage (I&D).** (i) rehabilitation/modernization of primary and secondary I&D infrastructure selected to benefit small- and medium-size farmers; (ii) support for developing and strengthening WB capacity to take over the O&M of I&D systems; (iii) capacity building of government bodies in charge of water resource administration for irrigation; and (iv) design and implementation of one-time incentives mechanisms, limited in time and scope, aimed at improving efficiency in farmers' water use and increasing their willingness to cover O&M costs

**Component 2. Agricultural Statistics and Information (ASI).** (i) design of improvements to the agricultural information system; (ii) design and implementation of the agricultural census; (iii) design and collection of one or two years of agricultural surveys with probabilistic sampling; (iv) institutional strengthening of DAS; (v) market information systems on potential export markets; and (vi) annual update of the estimates of the public support to the agriculture sector.

### Proposed Gender-based Results

Based on the analysis of the gender issues in Nickerie, the core gender equality results for the Program Action Plan are proposed in the matrix below. They include a series of activities that, as much as possible, are embedded in the IDB Program.

*In order to ensure and strengthen the gender focus of the Program the Project Execution Unit (PEU) will prepare annual gender plans and reports. These will contain detailed information on the outputs and outcomes, and the challenges encountered and lessons learned in the subsequent years as well as how the program planning was adjusted taking these in account, if applicable.*

In the matrix the results 1-3 and 6 seem best placed under component 1, but 2 and 3 could also be integrated where most suitable in the project. The results 4, 5 and 7 fit in component 2.

The estimated total budget for the implementation of the Gender Plan is as follows:

EXPECTED GENDER-BASED RESULTS	LINK WITH PROJECT	BUDGET
Result 1: capacity of government bodies and WBs in gender analysis & planning has improved enabling them to better identify and implement gender equality approaches in activities	Capacity building and increased competencies of LVV, OWMCP & WBs	\$ 7,860
Result 2: women have increased agricultural activities and business knowledge and skills	Incorporation & involvement of all irrigated areas in the O&M	\$7,000
Result 3: administration and accounting skills improved of women in rice farms	Incorporation & involvement of all irrigated areas in the O&M	\$ 2,910

Result 4: gender related improvements designed to the agricultural census / information system	Capacity building of DAS & improvement of AIS	\$ 8,050
Result 5: Gender sensitive baseline data collected and used for monitoring trends in men's and women's participation in productive labour in Water Boards.	Planned monitoring tools and surveys	\$ 1,750
Result 6. Relevant participation of women in WBs improved	Part of Component I	2,280
Result 7: Study on the role of women in agriculture using census data.	Part of Component II	10,150
<b>TOTAL</b>		<b>\$40,000</b>

*Pending the availability of remaining finance, due to reduced costs or changes in planning of the activities, it is recommended to consider the implementation of additional activities among which:*

- i. A one-day Conference with workshops on "The role and contribution of Women in Nickerie to the Agricultural Sector". The Conference's purpose is to collect first-hand information and recommendations from women through working group sessions in order to promote the increased participation of women at all levels in the Program and in the WBs. The resource information gathered can also be used to update and amend the gender planning of the Program.*
- ii. A "Value Chain Analysis of the participation and contribution of Women in Nickerie in the rice sector". Additionally a second analysis can be conducted for the non-rice sector. The outcomes would enhance the more detailed planning of promoting women's increased participation in WBs and their overall benefits from the program.*
- iii. Based on the above educational activities for women can be planned to increase their knowledge and skills in rice and non-rice farming and/or, for example, in women's leadership to promote women's self-confidence to have an active role in the Water Boards.*
- iv. Incorporate additional activities in the communication strategy to promote the participation of women based on the outcomes of the Conference and Value Chain Analysis. For example, a series of short videos portraying Nickerian women involved in the agricultural chain for sharing on social media.*

Under component 1 the following results are expected to promote equal benefits for women:

**Result 1: capacity of government bodies and WBs in gender analysis & planning has improved enabling them to better identify and implement gender equality approaches in activities**

Target: 40 government staff and 60 WB members  
Timeline: project start  
Indicators: # of M/F government staff / WB members trained in gender awareness  
Verification: registration forms, attendance lists, receipts  
Activity: 5 training workshops, each for 20 participants and 2 days (12 hours) duration. One will take place in Paramaribo and 4 in Nickerie.  
Method: Powerpoint and handouts

## Training & Mentoring

The government bodies and WBs have an important role and task in the project and in future to sustain its results. Training them in gender analysis and planning is important to increase gender awareness. This should happen at the early start of the project when it is clear who will be directly involved in the execution of the project. With respect to government staff it is necessary to train those involved in the implementation of both components of the project (I&D and ASI) in Paramaribo as well as Nickerie. For the WBs it may be necessary to wait until a new Board is elected, because it would be a waste to train them if they are soon to be replaced.

After the training it is essential that the participating bodies and WBs receive mentoring on how to apply a gender approach in their activities and maintain this throughout the project cycle.

The preparation time of the training will take 26 hours (16 hours for Powerpoint, handouts, etc. (once only) and 2 hours for each of the 5 trainings). Mentoring is estimated at 18 hours (6 sessions of 3 hours each). Plus delivery of training (5x12 = 60 hours). The estimated total hours for a gender trainer will be 104 (26+18+60). The fee per hour includes a per diem to travel from Paramaribo to Nickerie and accommodation, because Nickerie had no gender expert. The costs of the gender trainer can be reduced by asking the Bureau Gender Affairs to conduct (part of) the training workshops or if Nickerie has an expert meanwhile. Costs for training room are excluded, because the facilities of the MinLVV and OWMCP can be used.

Activities Res1	Unit	# of units	Unit price US\$	Total US\$
Gender Trainer	hours	104	40	4160
Training materials (handouts, stationeries)	person	100	7	700
Refreshments (2 days p/p @ 5.00)	person	100	10	1000
Breakfast & lunch (2 days p/p @ 10.00)	person	100	20	2000
<b>Total</b>				<b>7860</b>

### Result 2: women have increased agricultural activities and business knowledge and skills

Target: 75 women farmers  
 Timeline: 2<sup>nd</sup> and 3<sup>rd</sup> year of project  
 Indicators: # of women trained by type of activity and training  
 # of participants who already undertake an activity  
 # of booklets developed  
 Verification: registration forms, attendance lists, receipts  
 Activity: 3 agricultural training workshops focusing on gender awareness, poultry, vegetables & livestock, each for 25 participants and 2 days (12 hours) duration.  
 Method: Powerpoint, handouts and handbook

All interviewed women and organizations (MinLVV, OWMCP, NGOs, KGVP, Seva) agreed that agricultural and administrative training of women producers are necessary to increase agriculture productivity. Most women said that they never received training and failed when they started which cost them to lose money. Complaints were that LVV does not organize training unless paid by third parties (at request of NGOs mostly). Extension services also rarely include field visits and is then mostly focused on paddy cultivation. Based on the most undertaken productive activities by women it is recommended:

1. to organize 3 training workshops in total on poultry, vegetable gardening and livestock for the Water Boards to be rehabilitated. The Water Boards can be clustered in 3 regions: East (Uitbreiding Henar + Groot Henar), West (Nanni-Bruto, Clarapolder + Wasima) and Middle (Paradise-Longmay, Euro Zuid).

	Water Board	Ha		Water Board	Year Compl	Ha
1	Paradise-Longmay	1.244	7	Sawmillkreek	2009	481
2	Nanni-Bruto	1.988	8	Hamptoncourt	2009	894
3	Clara polder	1.451	9	van Drimmelen	2011	850
4	Wasima	582	10	Euro-Noord	2013	1.035
5	Euro-Zuid	1.440	11	Corantijn	2014	747
6	Uitbreiding-Groot Henar	2.243	12	Henar	not compl	2.242
<b>Total TO BE Rahabilitated</b>		<b>8.948</b>	<b>Total Rahabilitated</b>			<b>6.249</b>
<b>12</b>	<b>Total Rahabilitation</b>	<b>15.197</b>				

2. to incorporate gender awareness in the training in order to build women's self-esteem and promote their greater participation, for example, in the Water Boards.
3. to integrate topics on the impact of pesticides and herbicides on health, the food chain and biodiversity in the course as well even if they are also part of other courses. Women raised particular concerns and many relevant social, health and environmental issues indicating that they needed better education on safe practices regarding the use and storage of pesticides/herbicides and recycling of the containers.

The content of the training will focus 6 hours on gender awareness and 6 hours on agriculture. It is advised to use training experts in Nickerie. Preference will be given to women who are producers and do the administration of the holding.

For the gender trainer the time for preparation of training material (powerpoint and handouts) will be 16 hours and for training delivery 3x6 hours (18), a total of 34 hours. The Gender awareness module can be delivered by one of the NGOs or the Bureau Gender Affairs in Nickerie.

The trainer(s) for the 3 agricultural topics will prepare an A5-size Black and White illustrated handbook of at least 10 pages for the participants including in it also topics on personal and environmental protection. The cover will be in colour to make it attractive. The MinLVV and local organizations will receive digital copies to be able to utilize them in future and guarantee sustainability.

To make the illustrated handbook the trainer(s) will work 40 hours on the text and to deliver the training 18 hours (3x6 hrs), a total of 58 hours. An illustrator will be needed for 16 hours while lay-out is estimated at 16 hours as well.

Activities Res2	Unit	# of units	Unit price US\$	Total US\$
1 gender trainer	hours	34	30	1020.00
1 agriculture trainer	hours	58	30	1740.00
1 illustrator @ 16 hours	hours	16	30	480.00
1 lay-out person @ 16 hours	hours	16	30	480.00
Training materials (stationeries and copies of handouts)	person	75	7	525.00
Reproduction of 101 handbooks	piece	101	5	505.00
Refreshments (2 day p/p @ 5.00)	person	75	10	750.00
Breakfast & lunch (2 days p/p @ 10.00)	person	75	20	1500.00
<b>Total</b>				<b>7,000.00</b>

### **Result 3: administration and accounting skills improved of women in rice farms**

Target: 75 women from rice farms  
 Timeline: 2<sup>nd</sup> year of project  
 Indicators: # of women trained  
                   # of participants who already do the administration  
                   # of booklets developed  
 Verification: registration forms, attendance lists, receipts  
 Activity: 3 training workshops in total: in Region West, East and Middle 1 day (6 hours)  
 Method: Powerpoint, handouts and templates

#### **Training**

The assessment pointed out that many women do the financial and logistic administration in rice farms. It appeared they could benefit from a training in simple accounting to improve their administration and learn what is important to follow trends in price developments and their profits. They must be able to link the administration more properly to the processes happening in the field in order to manage the expenditures of the farm more efficiently.

It is expected that the participants have some experience in doing the administration. The trainer will act as a facilitator to have the participants share best practices and administration models. The trainer will make templates for simple accounting sheets and models / calendar for the logistic administration. It is important that the trainer is sufficiently familiar with the process of rice growing and all its activities involved. To make the templates and a powerpoint presentation will require 24 hours from the trainer and delivering the training 18 hours (3x6), because the women have some experience.

<b>Activities Res3</b>	<b>Unit</b>	<b># of units</b>	<b>Unit price US\$</b>	<b>Total US\$</b>
Trainer in financial accounting	hours	42	30	1260
Training materials (handouts, stationeries)	person	75	7	525
Refreshments (1 days p/p @ 5.00)	person	75	5	375
Breakfast & lunch (1 day p/p @ 10.00)	person	75	10	750
<b>Total</b>				<b>2910.00</b>

Under component 2 the expected results are to generate better statistics and information about women in agriculture:

### **Result 4: gender related improvements designed to the agricultural census / information system**

Target: xx# of staff from the Division of Agricultural Statistics (DAS)  
 Timeline: 1<sup>st</sup> year of project  
 Indicators: # of M/F government staff per session  
 Verification: attendance lists  
 Activity: advisory and assistance to DAV on designing gender-sensitive indicators for the Agricultural Census.  
 Method: group and one-one sessions.

The inclusion of an expert with gender expertise will be necessary in the design phase of the Agricultural Census which will be tested in the 2 planned surveys. The expert will contribute to the design of the questionnaires and of the methodologies for data and information collection and will propose indicators where there are gaps. It is advised that the expert works closely with the DAS staff to help build their understanding and capacity. After the try-out of the surveys the expert will assist to assess the results and recommend improvements where necessary. The expert's time allocation is estimated at a total of 30 days.

Activities Res4	Unit	# of units	Unit price U\$	Total US\$
Statistical / Gender Expert	days	23	350	8,050
<b>Total</b>				<b>8,050</b>

**Result 5: Gender sensitive baseline data collected and used for monitoring trends in men's and women's participation in productive labour in Water Boards.**

Target: XX number of men and women from the water board areas  
Time line: at project start and every 12 months till end of the project  
Indicators: # of registry forms completed and processed in data base  
Information sheet on # of M/F who started or scaled up their economic activity by type of activity, size of land used by men/women, amount of rice, livestock produced,  
# of M/F hours spent per week in farming business (land and/or administration)  
Verification: database, Men's/ Women's testimonies and field observations  
Method: registry form or questionnaire to collect information managed through Water Boards

The purpose is to design a monitoring tool or incorporate gender sensitive indicators in existing monitoring tools and/or baseline surveys to collect data and information about trends in men's and women's productive labour. An expert with gender expertise will assist the Water Boards and MinLVV / DAS to develop a short questionnaire for use by the Water Boards to collect key information about the actively participating farmers in their area. The questionnaire is also a registry form to be used to periodically update information about the farms. It can be used for both men and women. The information will be assessed after the 1<sup>st</sup> round by the expert to make improvements.

By having the Water Board office do this has several advantages like:

- Having an information tool for the WB to systematically collect sex disaggregated information and data about the farmers;
- Strengthening the role of the WB by building their relationship and trust with farmers.
- Cut costs otherwise needed for expensive baseline surveys which the government and Water Boards will not be able to afford.
- Contribute to a decentralized system and the sustainability of it.

If this result will overlap with Result 4 then it can be pulled together.

Activities Res 5	Unit	# of units	Unit price U\$	Total US\$
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Statistical / Gender Expert	days	5	350	1,750
<b>Total</b>				<b>1,750</b>

#### **Result 6: Relevant participation of women in Water Boards improved.**

Target:	minimal of 20% women in the Water Boards
Time line:	Year 1 and continuing till the end of the project
Indicators:	% of women on the Water Boards #, frequency and type of activities implemented with women in WBs Type of skills improved of women in WBs (management and administration) Any evidence of spin-off which empowered other women to participate more actively
Verification:	# of WB Members by sex, reports and visual materials produced, women's testimonies
Method:	communication strategy and regular sessions with women who are elected on WBs

Strengthening the role and capacity of the WBs is an essential part of the program and it is import therefore to promote the participation of women at this level. So far this was nil and a target of at least 20% participation of women by the end of the second year of the project is desired. Women will have to be empowered to participate actively in the elections. The target date will grant the PEU sufficient time to implement a promotion strategy taking into account that the WBs are elected every 3 years, however in different periods from each other depending on when they were rehabilitated. So far all Water Boards had 5 members which are elected by the stakeholders amidst them.

The WBs must be sensitized to have at least 20% women on each of the twelve WBs. However, a total of 20% for all together would also be a satisfactory result for the LVV-EU project if some Boards manage to elect higher than 20% women, because WBs maybe not succeed at first attempt.

It will be necessary to implement a two-tier approach to promote women's participation:

1. Implement a gender-sensitive communication strategy to reach the public in general. This is more about promoting things differently than to include additional activities. The following will be considered:
  - a. Built-in special components in already planned public communication strategies to promote a positive image of women in farming;
  - b. Always use images (pictures, videos, graphic designs, bill boards) which show women and men or the entire family working together to stress women's role and equality (avoid stereotype roles);
  - c. Making A3 sized laminated flyers with images of women role models in Nickerie with a text designed to promote women's participation in WBs can be beneficial. The flyers can be attached in public spaces which are visited by women and girls (shops, schools, oil stations, medical centres, etc.);
  - d. Ensure that communication tools (videos, flyers, etc.) can also be digitally shared through social media (You Tube, Facebook, Whatsapp, Action News Nickerie, etc.) It will create a multiplier effect;
  - e. Engaging youth in communication strategies promotes not only sustainability of targeted social and cultural changes but also the sharing on social media of communication products. Children often work in the family holding and are the potential rice farmers in the future. Youth can be involved, for example, to help promote environmental and gender friendly strategies of the

program. Ask youth to create visual products about clean water and canals, pesticide and pollution, and about women contribution to agriculture using a smartphone or computer. Goodies will be given to the 3 best submissions from each 12 WBs.

2. Implement a communication strategy specifically targeting the WBs.
  - a. Add pressure by announcing that training of WBs will start as soon as they have reached the target of at least 20% women;
  - b. Involve the NGOs (Seva) and local women's CBOs to promote and identify suitable women for the elections of the Water Boards;
  - c. Empower the women elected on WBs to improve lacking skills and have them share lessons and experiences through regular learning sessions (monthly or bi-monthly held). These sessions can be facilitated by the gender focal point in the PEU.

Most of the activities will have no extra costs as they will be merely embedded in the planned communication strategy.

<b>Activities Res 6</b>	<b>Unit</b>	<b># of units</b>	<b>Unit price US\$</b>	<b>Total US\$</b>
Design 3 flyers	Piece	3	80	240
160 laminated flyers printed for 12 WB areas	Piece	160	6	960
36 goodies	Piece	36	30	1080
<b>Total</b>				<b>2,280</b>

#### **Result 7: Study on the role of women in agriculture using census data.**

Target: Policy makers, Gender Bureau, NGOs & CBOs, LVV-EU, International organizations  
 Time line: Year 2  
 Indicators: analytical report of the census substantiated by a field study  
 Verification: the report  
 Method: analysis of the census results and a field study on the most striking outcome

It will be highly beneficial for planning purposes to produce a separate report of the census outcomes on the situation and role of women in agriculture in Nickerie because information is severely lacking (see Chapter 9.2 Gaps and Opportunities). The analysis of the census is a desk study but the most striking and interesting result on women's contribution in agriculture or in the rice value chain will be further examined through a field study. The results of the field study will be an integrated part of the census report about women. The scope and nature of the study will be decided based on the outcomes of the agricultural census.

<b>Activities Res 7</b>	<b>Unit</b>	<b># of units</b>	<b>Unit price US\$</b>	<b>Total US\$</b>
Statistical / Gender Expert	days	29	350	10,150
<b>Total</b>				<b>10,500</b>





## 13 REFERENCES

Christine Verheijden, A Gender Analysis of the European Union's focal sector – Agriculture for partner country Suriname, June 2017

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Green Facts, Counting Women's Labor – Summary of the IAASTD synthesis report on Agriculture and Development, 2008: <https://www.greenfacts.org/en/agriculture-iaastd/l-2/9-women-agriculture.htm#0>

Sheila Ketwaru-Nurmohamed, Richtlijnen voor Gender Mainstreaming in het Ministerie van LVV, 2007 – [Guidelines for Gender Mainstreaming of the Ministry of LVV]

## APPENDIX 1: SUMMARY OF TERMS OF REFERENCE

Gender analysis of the Irrigation and Drainage Component of the Sustainable Agricultural Productivity Program in Suriname - SU-L1052

This consultancy will build upon the results of the Identification Mission, of the Special Mission carried out during 2017, and of the Environmental and Social Analysis, complementing the analysis with better understanding of the gender issues, risks and opportunities during project execution.

### **Consultancy objective(s)**

The objective of the consultancy is to support the Government of Suriname and the IDB Project Team by performing a gender assessment related to agriculture and water management in irrigated areas of Nickerie, as part of the analysis of the Irrigation and Drainage Component of the Sustainable Agricultural Productivity Program (SU-L1052). The consultancy will inform on gender issues related to project design and propose activities that could be included in the Program.

### **Consultancy Activities**

The selected candidate will conduct but will not be limited to the following activities:

1. Review relevant background documents and existing data on the topic.
2. Review the proposed components of the loan;
3. Identify possible gender gaps that could be addressed as part of the activities of the loan;
4. Propose indicators related to gender approach for the Program's results matrix;
5. Perform an assessment of current situation and recent evolution of relevant gender-related issues of the production and water management in irrigated areas of the Nickerie district, including:
  - i. Women and land ownership, situation and restrictions, if any;
  - ii. Role of women in land use decisions;
  - iii. Role of women in water allocation decisions;
  - iv. Role of women in agriculture decisions and activities in rice cultivation and other crops in the study area;
  - v. Participation of women as agricultural labor in the study area, including unpaid labor. In case of participation as hired labor, identify if gap in wages exist;
  - vi. Role of women in community-based organizations related to agricultural production and water boards;
  - vii. Access of women to training, agricultural extension activities and other key services;
  - viii. Access to credit;
  - ix. Attitudes towards women as farmers;
  - x. Main roles and activities of women in households in the study area;
  - xi. Participation on labor markets by gender;
6. Interview selected official authorities of the Ministry of Agriculture and institutions working in agriculture, gender issues and any relevant field in the study area, to discuss the gender aspects related to the Program.
7. Conduct focus groups and interviews with farmers, men and women, in the study to gather first-hand information.
8. Interview key actors in local women's organizations, including those that may not be specifically based on agricultural activities.
9. Based on the assessment, evaluate the possibility and likelihood of success of specific actions aimed at improving women participation and gender equality in irrigated agriculture in Nickerie; and in promoting women participation in water boards decisions.
10. Considering the previous analysis, identify activities to be included in the Program to achieve these aims, providing the timeframe, budget and responsibilities required to carry them out.

11. Identify potential indicators that could be feasibly collected during project implementation, to measure the gender-related activities identified for the Program or the changes in key gender issues related to the expected effects of project implementation. Indicators should be specific, measurable, achievable, relevant and time-bound.
12. Participate in the Analysis Mission during the week of April 9-13, 2018, to present a draft of the findings and recommendations.
13. Prepare the technical reports as defined in the section on reports and deliverables, in English, in line with the activities defined in this ToR.

**Reports / Deliverables**

1. An Initial report. Two weeks after the signing of the consultancy contract with a review of the background information and details of program of work of this consultancy;
2. A Final Report including the complete assessment and the proposal for the Program and prepared after comments received from the IDB Team.

## APPENDIX 2: LIST OF PERSONS INTERVIEWED

	<b>ORGANIZATION / FARMER</b>	<b>CONTACT PERSON</b>	<b>POSITION</b>	<b>ADDRESS</b>	<b>PHONE NUMBER</b>	<b>EMAIL</b>
1	Bureau Gender Affairs, Ministry of Home Affairs	Ms Shiefania Jahangier	Sub Head	Wilhelminastraat 3, Paramaribo	420324	bgasuriname@gmail.com
2	Bureau Gender Affairs, Ministry of Home Affairs in Nickerie	Ms Dinai, Nandeni	Staff member	Djakartaweg 54, Nickerie	8605520	kapoerchanbn@hotmail.com
3	Food And Industries (FAI), The Fruit Farm Group	Mr Melendes, Eduardo	General Manager	Jarikaba / Nickerie	7622500	emelendez@fai.sr
4	Food And Industries (FAI), The Fruit Farm Group	Mr Bakboord, Leo	HRM Manager	Jarikaba / Nickerie	7154523	lbakboord@fai.sr
5	Kooperatie Groente Verbouwers Van Pettenpolder (KGVP)	Mr Khedoe, Nawin + 14 others	Secretary	Annastraat	8877527	khedoe_nawin@hotmail.com
6	Ministry of Labour, Labour Mediation Nickerie	Ms Ronosetiko, A	Staff member Nickerie	Landingstraat 1	210813	Not Available
7	Ministry of Labour, Labour Statistics Paramaribo	Ms Fripperson, Naomi	Staff member	Wagenwegstraat 22, Paramaribo	478921	Not Available
8	Ministry of Justice, Legal Family Affairs	Ms Phoelsingh, Tanuja	Coordinator	Achterstraat 96, Nickerie	231862	tphoelsingh@hotmail.com
9	Ministry of Agriculture, Husbandry and Fishery	Mr Nojomedjo, Raymond	Under Director Paramaribo	Cultuurtuinlaan, Paramaribo	479112 ext 1401 /1402	raymon.nojodimedjo@yahoo.com
10	Ministry of Agriculture, Husbandry and Fishery	Ms Ellen Mijland	Management Staff, past gender focal point	Cultuurtuinlaan, Paramaribo	479112	N/A
11	Ministry of Agriculture, Husbandry and Fishery	Mr Guido van der Kooye	Division Head Nickerie	Hendrikstraat, Nw Nickerie	231160 / 8684693	gkooye@msn.com

12	Overseeing Water Board Multi Purpose Corantijn Project (OWMCP)	Mr Lila,	Director	Soekhrasingweg 26, Nickerie	8845276	alila.owmcp@gmail.com
13	Stichting Moederhart	Ms Dinai, Nandeni	Chair person	Djakartaweg 54, Nickerie	8605520	stg.moederhart@yahoo.com kapoerchanbn@hotmail.com
14	Stichting Moederhart	Ms Bipat, Mila	Treasurer	Djakartaweg 54,	8605520	N/A
15	Stichting SARI	Ms Chotoe-Sanchit, Rita	Vice Chair	G.G. Maynardstraat 7, Nw Nickerie	212271	ritasanchit@yahoo.com / stichtingsari@hotmail.com
16	Stichting Seva Network Suriname	Mr Arwien Nibar	Coordinator	Balwant-Girweg 69	212354 212355	nibar.arwien@gmail.com
17	Water Board / Farmer	Mr Arwien Nibar	Chair person	Europolder South, Balwant-Girweg 70	212354 212356	nibar.arwien@gmail.com
18	Suriname Paddy Farmers Association (SPBA)	Mr Oemraw, Harinandan	Chairperson	Annastraat bij Ramadien	8874244	N /A
19	Farmer	Ms Kalloe, Astri	Paddy Rice	Hazard & Europolder	0222027 8876644	N /A
20	Farmer	Mr & Mrs Djokarso-Aboekarno	Paddy Rice			N /A
21	Farmer	Ms Soerdbaliesing, Rinia	Horticulture and live stock	Hazard	0232577 8746548	N /A
22	Farmer	Mr & Mrs Dewansing-Bhawanibhik	Paddy Rice	Longmay	8776524	N /A

## APPENDIX 3: QUESTIONNAIRE FOR FARMERS

### PERSONALIA

NAME

AGE

ADDRESS

TEL #

☐ HOME

☐ EMAIL  
☐ MOBILE

SEX

MARITAL STATE

MARRIED

UNMARRIED

☐ COMMUNITY OF GOODS  
☐ COMMON LAW

☐ WEDDING  
CONDITIONS  
☐ SINGLE ☐ OTHER

MAIN OCCUPATION

2ND OCCUPATION

HOW LONG HAVE YOU BEEN ACTIVE IN AGRICULTURE?

IN WHICH YEAR DID YOU START?

WHO IS THE OWNER OF THE FARM?

☐ RESPONDENT ☐ FAMILY

☐ OTHER:

WHAT IS THE ADDRESS OF THE FARM?

.....

☐ TELNRS. ....

WHERE IS YOUR FARM REGISTERED?

☐ LVV

☐ KKF

☐ OTHER:

### PROPERTY

WHO HAS THE TITLE TO THE LAND / IS THE OWNER?

☐ RESPONDENT ☐ PARTNER

☐ OTHER:

HOW DID YOU COME IN POSSESSION OF THE LAND?

☐ PURCHASED ☐ INHERITED

☐ LEASED FROM .....

WHICH PROPERTIES DO YOU POSSESS (LAND/HOUSE)?

☐ LAND

☐ HOUSE(S)

☐ SHOP

☐ OTHER:

WHICH MOVEABLE PROPERTY DO YOU OWN? (SPECIFICATION MACHINES)

☐ .....

☐ .....

☐ .....

☐ .....

### FINANCIAL & SOCIAL CAPITAL

WHICH PRODUCTION MEANS DO YOU RENT / LEASE?

☐ LAND ☐ MACHINES ☐ SHOP ☐ OTHER:

**WHAT ARE YOUR MAIN SOURCES OF FINANCE?**

☐ EARNINGS ☐ PRIVATE MONEY LENDER ☐ OTHER:

☐ SAVINGS ☐ FAMILY ☐ BANK ☐ MICROFINANCE

**HOW OFTEN DO YOU BORROW MONEY PER ANNUM?**

☐ 1X P/YR ☐ NEVER ☐ 2X P/YR ☐ OTHER:

**SOURCE(S) OF KNOWLEDGE ABOUT FARMING?**

☐ TRADITION ☐ EDUCATION ☐ LVV ☐ SELF RESEARCH

**WHO DOES THE BUSINESS ADMINISTRATION?**

☐ SELF ☐ FAM MEMBER ☐ WORKER ☐ UNPAID FAMILY MEMBER

**IF YOURSELF, HOW/WHERE DID YOU LEARN THIS?**

☐ TRADITION ☐ EDUCATION ☐ SELF RESEARCH

**WHO PROVIDES YOU WITH EXTERNAL SERVICES / COACHING, AND WHAT KINDS OF EXACTLY?**

☐ LVV: ☐ PRIVATE: ☐ FAMILY:  
.....

**FROM WHICH ORGANIZATIONS OF NETWORKS ARE YOU A MEMBER?**

☐ ☐ ☐

**WHAT IS YOUR FUNCTION IN THESE ORGANIZATION(S)**

☐

**WELKE VOORDELEN HEBBEN DEZE VOOR U?**

☐ ..... ☐ ..... ☐ ..... ☐ .....

**LABOR**

**NUMBER OF PAID & UNPAID WORKERS?**

NUMBER OF FULL TIME WORKERS?

NUMBER OF SEASONAL WORKERS?

NUMBER OF UNPAID WORKERS (I.E. FAMILY)?

TOTAL		#FEM	# MALE

**WHAT ARE THE DIFFERENCES IN LABOR BETWEEN F/M?**

WOMEN DO: ☐ ..... ☐ ..... ☐ .....  
MAN DO: ☐ ..... ☐ ..... ☐ .....



**WHAT ARE THE DIFFERENCES IN PAYMENT / REWARDS?**

WOMEN RECEIVE ON AVERAGE CASH .....	IN KIND .....
MAN RECEIVE ON AVERAGE CASH .....	IN KIND .....

**WHAT ARE THE DIFFERENCES IN PAYMENT BETWEEN M/F FOR THE SAME WORK?**

**DO YOU EXPERIENCE DISCRIMINATION AS A WOMAN / MAN BASED ON YOUR SEX? IF YES, HOW?**

.....

**WHAT ARE THE MAIN CONSTRAINTS FOR WOMEN TO ENGAGE IN (RICE) FARMING?**

**WHAT IS YOUR OPINION ABOUT THE WATER HOUSEHOLD IN YOUR POLDER?**

EXCELLENT	GOOD	AVERAGE	POOR	VERY POOR
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**WHO SOLVES WATER PROBLEMS FOR YOU?**

LVV	OWNER	WATER BOARD	SELF	DISTR COMM
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**WHAT ARE YOUR 5 HIGHEST PRIORITIES/ NEEDS?**

TRAINING	INVESTM.	INFRASTRUCTURE	LAND	OTHER:
& COACHING	CAPITAL	LAND / WATER		

**RECOMMENDATIONS TO INCREASE WOMEN'S PARTICIPATION**

RICE FARMING  
HORTICULTURE  
LIVESTOCK  
DECISION MAKING  
WATER BOARDS

## APPENDIX 4: QUESTIONNAIRE FOR ORGANIZATIONS

### **ORGANIZATION**

**NAME**

**ESTABLISHED**

**ADDRESS**

**PHONE NRS**

**LEGAL STATUS**

☐ OFFICE

☐ **EMAIL**  
☐ **MOBIEL**

**NUMBER OF MEMBERS / DIRECT BENEFICIARIES**

**DESCRIBE CORE ACTIVITIES**

**DESCRIBE AGRICULTURAL ACTIVITIES OF YOUR ORGANIZATION**

**DESCRIBE ECONOMIC ACTIVITIES OF YOUR TARGET GROUP**

**HOW IS WOMEN'S ACCESS TO KEY RESOURCES IN YOUR OPINION?**

- ☐ Land property
- ☐ House property
- ☐ Loans
- ☐ Organizations / Networks
- ☐ Economic means / inputs
- ☐ Knowledge/ skills (training)

**WHAT ARE THE MAJOR CONSTRAINTS / CHALLENGES FOR WOMEN?**

- ☐ Culturally / Religiously
- ☐ Financial (paid/unpaid labor, equal payment)
- ☐ Socially (status, discrimination, violence)

**WHAT ARE WOMEN'S AND MEN'S PAID AND UNPAID ECONOMIC ACTIVITIES?**

<input type="checkbox"/> <b>WOMEN</b>	<input type="checkbox"/> <b>MEN</b>				
<table><tr><td>PAID</td><td>UNPAID</td></tr></table>	PAID	UNPAID	<table><tr><td>PAID</td><td>UNPAID</td></tr></table>	PAID	UNPAID
PAID	UNPAID				
PAID	UNPAID				

**WHAT IS WOMEN'S RELATION WITH WATER?**

- ☐ Household
- ☐ Economic
- ☐ Community

## **WHAT ARE WOMEN'S BENEFITS / CONSTRAINTS REGARDING WATER BOARDS?**

### **HOW IS WOMEN'S PARTICIPATION IN DECISIONMAKING?**

Politically (DNA, political parties)

Governance (DC, DR, RR, Councils, Committees, etc)

Water Boards

NGOs/ CBOs/ Cooperatives

### **RECOMMENDATIONS TO INCREASE WOMEN'S PARTICIPATION**

Rice farming

Horticulture

Livestock

Decision making

Water Boards