

Index of Governance and Public Policy in Disaster Risk Management (iGOPP): National Report for Suriname

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EXECUTIVE SUMMARY

The Constitution of Suriname does not contain specific provisions on disasters. It does, however, give the President a mandate to declare a state of emergency to maintain external and internal security in the event of danger or threat anywhere in Suriname, subject to the approval of the National Assembly. On the other hand, the Act on Regional Bodies gives the District Commissioner a specific mandate to request the use of public buildings and vehicles and the assistance of able-bodied residents in the event of disasters and calamities in the district. At the same time, the District Commissioner supervises the police and fire services in his district and has wide-ranging local regulatory and administrative powers.

Natural hazards and disaster situations are not yet part of Surinamese culture and/or history. That is why generally, the population, the communities, the institutions, and the national and local authorities have no strong risk perception. It was not until the 2006 floods which affected the country that concern about disasters has been put on the political agenda.

The overall iGOPP score for Suriname is 5.59%, the lowest score in Latin America and the Caribbean. Haiti is next with 9% and Mexico is on the top with 62%.

The lack of Disaster Risk Management (DRM) regulations and low awareness of disaster risks among both the authorities and the population, due to the absence of major disasters in the country until recently, could explain this low score.

The National Coordination Centre for Disaster Relief (NCCR) became active in 2006 after a major flood affected the country. In 2012, the NCCR was appointed as the Coordinating Institute for the Caribbean Disaster Emergency Management Agency (CDEMA). Since 2014, the NCCR has been institutionally moved from the Ministry of Defense to the Cabinet of the President. The NCCR works most closely with five (5) selected Ministries who each have a designated Disaster Coordinator.

In terms of the General Governance Framework for DRM component (GF) of the iGOPP, Suriname has a score of 10%. No evidence was found of the existence of DRM regulations in Suriname, neither was found a legal framework assigning functions and responsibilities to the National Coordination Centre for Disaster Relief (NCCR), which is the publicly recognized leading national institution in the field of emergencies and disasters. According to the NCCR, a law on disaster management has been drafted; however, the team that applied the iGOPP did not get access to review this draft law due to its classified nature.

The lack of regulation is common in other key areas linked to DRM as well, such as Climate Change adaptation (CCA), integrated water resource management, and territorial planning and land use; therefore, no legal articulation between DRM and these other areas was found.

The NCCR is committed to support and elaborate plans and procedures such as tools for disaster management in order to structure and guide emergency action at national and district levels. Despite the DRM activities carried out by the NCCR in Districts and Resorts, as there are no DRM

regulations, the local governments legal framework does not include them.

In terms of the Risk Identification and Knowledge component (RI) of the iGOPP, Suriname does not comply with any of the iGOPP indicators. One of the main reasons for this is that the country lacks DRM regulations; so that the Risk Identification and Knowledge aspects are not covered. The NCCR has focused rather on disaster preparedness and on response initiatives, than on the promotion of Risk Identification and Knowledge responsibilities and actions within line ministries, public service companies and local government's regulations. The absence of budget allocations for local governments seemed conspicuous.

The Risk Reduction component (RR) of the iGOPP reveals a "low level" of progress with a score of 8%. From a legal perspective, the absence of DRM and ACC regulations implies that there is no articulation between disaster risk reduction and climate change adaptation for territorial and sectorial entities. On the other hand, the available regulations for the ten (10) sectors considered in the iGOPP, as well as those that apply to territorial management units, do not assign any DRM responsibilities to either sectors or territorial units.

The Disaster Preparedness component (DP) of the iGOPP shows "low" progress in Suriname, with a compliance rate of 12%, which corresponds to the highest achievement of the six (6) of the DRM public policy reform components evaluated by the iGOPP. This shows an emphasis on reactive risk management. The lack of regulations on disaster preparedness and response does not allow for the verification of basic disaster preparedness conditions such as the existence of an inter-institutional organization at the national level for disaster preparedness and response, the establishment of crisis management mechanism at the highest national political level, and the existence of a legal mandate to elaborate emergency or contingency plans at the national level. In absence of DRM regulations, it was not possible to verify the iGOPP conditions concerning sectorial responsibilities, including Ministries and public services providers to formulate emergency or contingency plans. Consequently, in terms of policy implementation, another important gap found by the team that applied the iGOPP, is the lack of emergency or continuity of operational plans for the ten (10) key sectors assessed in the country.

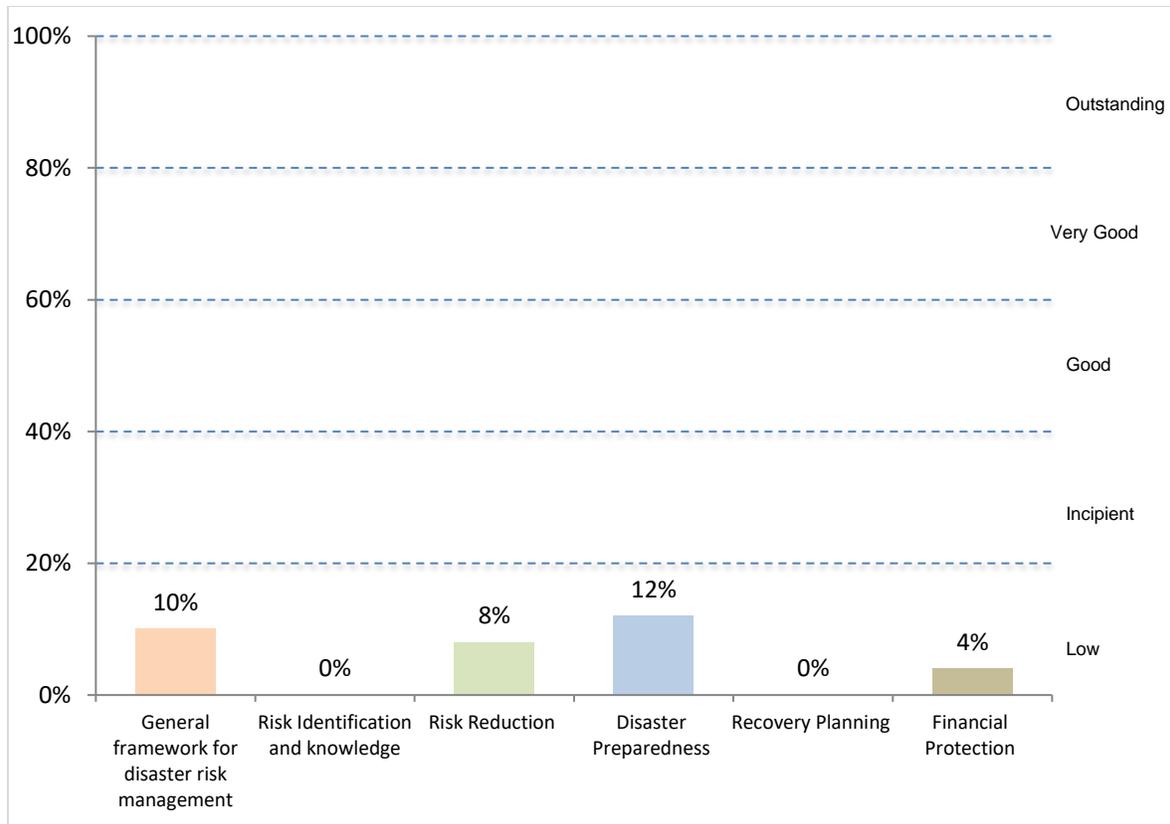
The iGOPP shows no compliance in any for the indicators assessed for the Suriname's Disaster Recovery Planning (RC) component. This situation is comprehensible considering the lack of DRM regulations and the fact that recovery planning is the most recent component to be integrated into the conceptual framework of Disaster Risk Management.

Regarding the Financial Protection (FP) component of the iGOPP, it reveals a "low level" of progress with a score of 4%. The iGOPP found that the progress in this policy phase is related to the existence of a regional fund that can allocate resources to attend to disaster occurrences. There are no national risk retention funds, contingent credit lines or insurance instruments, aimed at reducing the countries' fiscal vulnerability to disaster occurrences. It is important to highlight that this occurs in a context where the Ministry of Finance does not have yet any clear responsibilities regarding the disaster risk financial management. Currently, the main resources addressing disaster are those from budgets or financial resources coming from individuals, institutions, companies, or others that are collected through specialized local bank accounts, established after disaster occurrence.

The results of the iGOPP application in Suriname (2018) show a general progress level of 5.59%,

which places the country in a “low” range of progress. The analyses of the results of public policy components (Graph 1) reveal that all the Public Policy Reform components in DRM reach a “low” level of progress according to the iGOPP’s classification. However, “Disaster Preparedness” is the most advanced component, reaching a 12% of compliance, followed by “General Framework for Disaster Risk Management” (10%), “Risk Reduction” (8%), and “Financial Protection” (4%). No progress is reported by the iGOPP for indicators associated with the “Risk Identification and Knowledge” and “Post-Disaster Recovery Planning” components (0%).

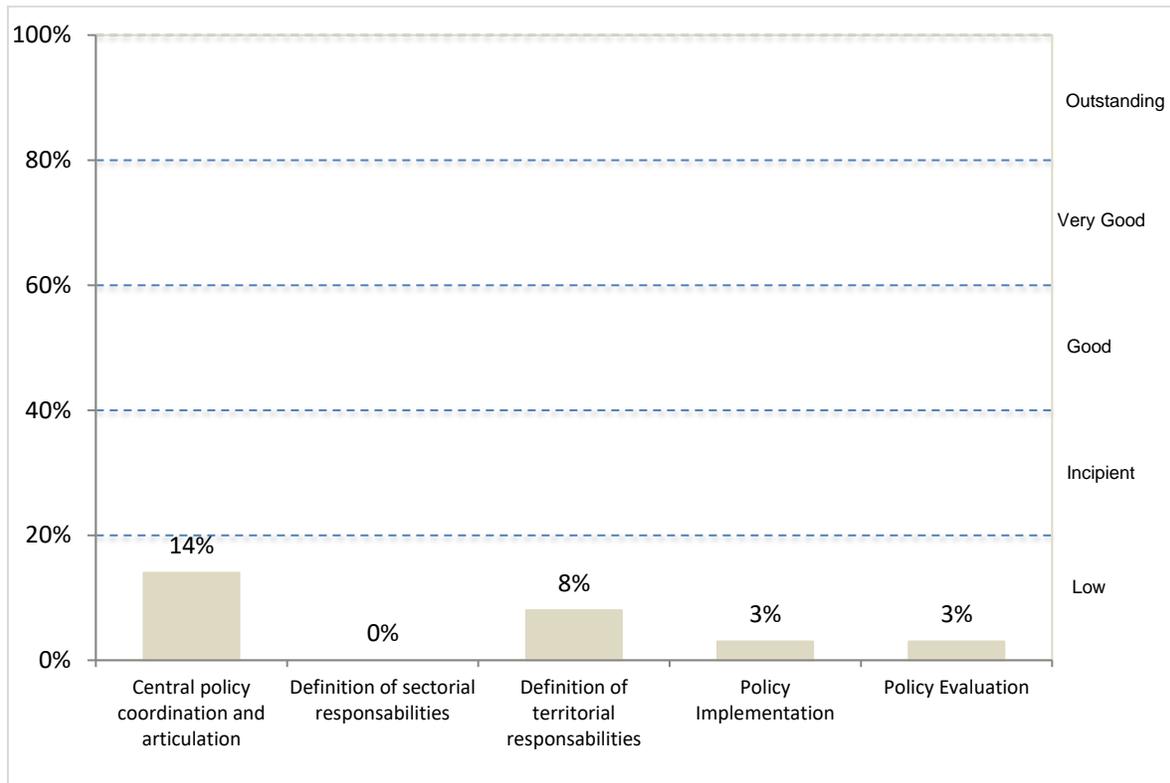
Graph 1. iGOPP Suriname Public Policy Reform Components of DRM (2018)



At the same time, the analyses of the iGOPP’s results from a public policy phase perspective (

Graph 2) reveal that all the phases show a “low level” of progress. “Central Policy Coordination and Articulation” shows the highest percentage of compliance (14%), followed by those indicators related to “Definition of Territorial Responsibilities” (8%), “Policy Implementation” and “Policy Evaluation” (both reach 3%). Meanwhile, the public policy phase regarding “Definition of sectorial responsibilities” does not report any progress.

Graph 2. Public Policy Phases According to the iGOPP as Applied to Suriname (2018)



Based on the iGOPP’s findings, it is recommended to:

Short Term

- Raise awareness on Disaster Risk Management with a focus on the social construction of risk at all levels, prioritizing: a) members of the National Assembly; and b) local authorities responsible for local legislation and enforcement.
- The current National Coordination Centre for Disaster Relief’s (NCCR) duties and activities need to be enacted.
- Review the drafted DRM law considering the iGOPP’s indicators that raise specific issues of this type of regulations regarding the different DRM components.
- Disseminate the draft DRM law among national and sectorial stakeholders, as well as among district authorities and community representatives to collect contributions and prepare a final version to be submitted to the National Assembly.
- Promote the approval of the DRM law in the Suriname National Assembly.
- Review the National Environmental Act concept to integrate disaster risk analyses.
- Consider financial protection as a main component of the DRM legal framework.
- Develop a financial strategy or policy document to guide the financial management of disaster risk in the country, based on the experiences of similar undertakings by other Financial Ministers in the region.
- Design and implement a budgetary instrument/tool to identify the budget allocations related to *ex ante* DRM programs and climate change adaptation activities.

- Establish civil society participation mechanisms in disaster risk management.
- Establish normative and institutional frameworks based on disaster risk and climate change analyses to provide guidance and technical assistance at territorial and sectorial levels.
- Promote the inclusion of risk analysis in key sectorial and public service regulations, duties and activities.
- Prioritize the sectors that must allocate resources to disaster Risk Identification and Knowledge activities that can be specifically tracked through budgetary instruments/tools.
- Officially define the essential buildings, and essential or critical infrastructure in Suriname.
- Complement Suriname's Building Codes with regulations to apply disaster risk reduction measures in public and private infrastructures.
- Promote the inclusion of disaster risk reduction in sectorial and public service regulations, duties, and activities.
- Promote regulations that mandate public entities to reduce the vulnerability of essential buildings, and essential or critical infrastructure.
- Prioritize sectors that must allocate resources to disaster risk reduction activities that can be specifically identified through budgetary instruments/tools.
- Elaborate regulations establishing an inter-institutional organization at the national level for emergency and disaster preparedness and responses, which summarize and expand the current NCCR's roles and functions.
- Include official mechanism(s) for crisis management at the highest national political level.
- Develop tools and mechanisms to undertake damage assessments and analyses to guide emergency responses and humanitarian assistance.
- Promote the integration of disaster preparedness roles and responsibilities into sectorial regulations.
- Prioritize the sectors that must allocate resources to disaster preparedness activities that can be tracked through budgetary instruments/tools. Furthermore, develop sectorial disaster contingency plans.
- Assign responsibilities to the Ministry of Finance for developing risk retention and risk transfer strategies.
- Consider the creation of a national disaster risk management fund that finances both emergency responses and risk reduction activities within the DRM framework.
- Evaluate the feasibility to contract contingent credit lines.

Medium Term

- Mainstream the DRM law through sectorial, territorial, climate change and public services regulations.
- Design and implement a Disaster Risk Management Information System, which includes a database on disasters effects.
- Design and implement a community-centered Early Warning System (EWS) for climate, meteorological hazards and/or wildfires.
- Integrate DRM and CC content into Suriname's educational curriculum at the primary and/or secondary levels.
- Promote in the new DRM regulation that the Districts and Resorts, Sectors/Ministries and

public utility companies have the explicit responsibility for integrating disaster risk reduction roles and responsibilities.

- Promote the identification of risk areas in development planning and land use regulations.
- Include disaster risk and climate change analyses in all phases of the public pre-investment process.
- Elaborate legislation that mandates the inclusion of climate change studies as requirements for the approval of public investments.
- Promote the explicit responsibility of the Districts, Resorts, Sectors/Ministries, and public utility companies to develop emergency plans, as well as other related emergency preparedness initiatives (drills, training, etc.).
- Evaluate establishing mandatory insurance for critical public infrastructure.

Long Term

- Develop an *ex ante* financial protection mechanism to support the economic reactivation of the agricultural sector after a disaster occurrence.

I. INTRODUCTION

The Index of Governance and Public Policy in Disaster Risk Management (iGOPP) has been designed to evaluate the formal, and therefore provable existence of a series of legal, institutional, and budgetary conditions that are considered fundamental for the processes of Disaster Risk Management to be implemented in a particular country.

The iGOPP does not replace or substitute other indicators related to the subject, but rather complements the different methodologies that exist for the comprehensive evaluation of risk and disaster risk management.

The practical use of the iGOPP consists in identifying the gaps in the legal, institutional, and budgetary framework that may exist in a particular country. It helps to focus a country's efforts (and the IDB's support, when applicable) on relevant aspects of governance aimed at strengthening the Disaster Risk Management public policy options in the countries of Latin America and the Caribbean.

The iGOPP is a composite or synthetic indicator that allows for verifying whether a particular country possesses the appropriate governance conditions for implementing a public policy for comprehensive Disaster Risk Management. The Index makes it possible to quantify to what extent the actions, policies and reforms of the government and its institutions are consistent with the objectives, results, and processes of the Disaster Risk Management.

The design of the iGOPP is based on two conceptual pillars:

- The Disaster Risk Management conceptual framework and its main processes
- The Governance conceptual framework and public policy phases

Disaster Risk Management (DRM) refers to all the processes to design, apply and evaluate strategies, policies and measures aimed at improving the understanding of disaster risk, to foment Disaster Risk Reduction, retention, and transfer, and to promote the continuous improvement of preparedness, response, and recovery practices for disaster scenarios, with the explicit objective of increasing human safety, well-being, quality of life, resilience, and sustainable development. It includes prospective, corrective, and reactive risk management. DRM constitutes an essential development policy for ensuring sustainability and territorial security and collective rights and interests, and therefore is intrinsically associated with the planning of safe development and sustainable territorial environmental management in all levels of government.

Within the conceptual framework of the iGOPP, DRM is approached as a set of processes aimed at adopting and implementing policies, strategies, and practices to reduce risk and its potential effects and is analyzed on the basis of six (6) components that are necessary in order for DRM to be effectively implemented. The selection of these components is based on the experience of the political reform processes developed by the Bank:

1. General Framework of Governance for DRM (GF): This refers to the regulatory foundation suitable for the organization and coordination of DRM in each country. This includes both the specific regulations in DRM and the enabling territorial and sectorial regulations that guarantee their viability. Besides, it includes the availability of resources to implement the DRM

processes, and the establishment of adequate data and citizen participation mechanisms, as well as mechanisms for the monitoring, evaluation, and follow-up of said processes.

2. Risk Identification and Knowledge (RI): This is the process of DRM focused on the knowledge of the origins, causes, scope, frequency, and possible evolution, among other aspects, of potentially dangerous phenomena, as well as of the location, causes, evolution and resistance and recovery capacity of the exposed socioeconomic elements. This process includes the preliminary analysis of the consequences and contains both objective and scientific interpretations as well as social and individual perception interpretations. The conceptual framework of the iGOPP refers to the existence of a regulatory, institutional, and budgetary framework that facilitates the continuous development of risk analysis; a tool that makes it possible to identify risk factors and causes and evaluate the probable damages and losses caused by natural events.
3. Risk Reduction (RR): This is the DRM process focused on minimizing vulnerabilities and risks in a society, to avoid (prevention) or limit (mitigation) the adverse impact of hazards, within the broad context of sustainable development. This process includes the prospective and corrective intervention of Disaster Risk Management, and for it to be appropriately implemented, it is necessary to have a good foundation of data on the risk conditions. The conceptual framework of the iGOPP refers to the existence of a regulatory, institutional, and budgetary framework that enables the timely and appropriate intervention in the causes that generate the conditions of vulnerability.
4. Disaster Preparedness (DP): This is the DRM process whose objective is to plan, organize and test the society's response procedures and protocols in the event of a disaster, guaranteeing appropriate and timely assistance to affected persons, facilitating the normalization of the essential activities in the zone affected by the disaster. Preparedness is carried out through the monitoring of events and the definition of risk scenarios, through the planning, organization, training, resources, and simulation for actions of alert, evacuation, search, rescue, aid, and humanitarian assistance that are necessary in case of an emergency. The conceptual framework of the iGOPP refers to the existence of a regulatory, institutional, and budgetary framework that enables the implementation of mechanisms for a quick and appropriate response to an event or imminent event of an emergency.
5. Recovery Planning (RC): Ex-ante process focuses on preparation for a quick and appropriate reestablishment of acceptable and sustainable life conditions through the rehabilitation, repair or reconstruction of infrastructure, goods and services that were destroyed, interrupted, or deteriorated in the affected area, and the reactivation or impulse of the economic and social development of the community under conditions of lower risk than those existing before the disaster. The conceptual framework of the iGOPP refers to the existence of a regulatory, institutional, and budgetary framework that enables the implementation of mechanisms to reestablish means to life, basic services, and infrastructure in such a way that reduces the improvisation, inefficiency and ineffectively in the post-disaster recovery process.
6. Financial Protection (FP): This is the DRM process that seeks the optimal combination of financial mechanisms or instruments for the retention and transfer of risk to have ex-post access

to timely economic resources, which improves the response capacity to disasters (smaller and recurrent events and large infrequent disasters) and protects the fiscal balance of the State¹. The conceptual framework of the iGOPP refers to the existence of a regulatory, institutional, and budgetary framework that enables the design and implementation of a suitable structure for the retention and transfer of disaster risk.

On the other hand, **Governance** refers to the capacity to govern a public problem. This capacity manifests itself in the ongoing and stable management on behalf of the governments and administrations but also of the sectorial and private stakeholders of a country. As the capacity to govern a public problem increases, there should be an observable increase in the effectiveness of the adopted decisions and implemented policies, thus helping to prevent a greater number of negative consequences that result in the event of a disaster.

Within the conceptual framework of the iGOPP, governance is approached from the perspective of the phases of the public policy process, namely:

A. Inclusion on the Government Agenda and in Policymaking

The inclusion on the policy agenda is largely a response to the severity of the public problem and to the political and level of political and social pressure put on the institutions. For political leadership and social and economic pressure to lead to meaningful action, the political realm may need to make significant progress in defining the responsibilities of the different actors involved in the analysis process. The iGOPP analyzes the agenda inclusion by verifying the existence of appropriate legal frameworks for DRM, or the inclusion of the subject in sectorial and territorial regulations. The iGOPP analyzes the inclusion on the agenda and formulation of public policy at three levels: (i) Central policy coordination and articulation; (ii) Definition of sectoral responsibilities; and (iii) Definition of territorial responsibilities.

B. Policy Implementation

The iGOPP analyzes evidence of implementation by verifying the actions taken or the availability of resources allocated to the parties responsible for implementing the DRM policy, in its different components and governmental levels.

C. Policy Evaluation

The iGOPP analyzes the public policy evaluation from the perspective of the existence of monitoring and accountability mechanisms, as well as citizen participation and data mechanisms.

Both dimensions (DRM and Governance/Public Policy) are shown on the iGOPP matrix structure, in five (5) columns that analyze the public policy phases, and in six (6) rows that analyze the components of the public policy reform process in DRM. This matrix structure is expressed in 30 cells that show a variable number of binary indicators.

¹ Ghesquiere and Mahul, (2010). Financial Protection of the State against Natural Disasters, A Primer, The World Bank, Latin American and the Caribbean Region, Finance and Private Sector Development, Sustainable Development Network, September 2010.

The index scoring goes from 0 to 100 and uses the following classification system:

%	Rating
91 - 100%	Outstanding
71 - 90%	Very good
41 - 70%	Good
21 - 40%	Incipient
0 - 20%	Low

Table 1. iGOPP, Classification and Codification

Public Policy Phases Components of Public Policy Reform in DRM	1. Inclusion on the Government Agenda and in Policymaking			2. Policy Implementation	3. Policy Evaluation
	Central policy coordination and articulation	Definition of sectorial responsibilities	Definition of territorial responsibilities	Evidence of progress in implementation	Monitoring, accountability and participation
General Framework of Governance for DRM (GF)	GF-1A	GF-1B	GF-1C	GF-2	GF-3
Risk Identification and Knowledge (RI)	RI-1A	RI-1B	RI-1C	RI-2	RI-3
Risk Reduction RR	RR-1A	RR-1B	RR-1C	RR-2	RR-3
Disaster Preparedness (DP)	DP-1A	DP-1B	DP-1C	DP-2	DP-3
Planning of Post- disaster Recovery (RC)	RC-1A	RC-1B	RC-1C	RC-2	RC-3
Financial Protection (FP)	FP-1A	FP-1B	FP-1C	FP-2	FP-3

II. INSTITUTIONAL FRAMEWORK

After a major flood in 2006 that affected several villages and the Surinamese capital (Paramaribo), the National Coordination Centre for Disaster Relief (Nationaal Coördinatie Centrum Rampenbeheersing, NCCR) was created as a special committee of the President, but it rapidly became a special division of the Ministry of Defense until 2015, when the NCCR was placed under the supervision the Cabinet of the President.

The NCCR has a national coordinating role to prevent and/or manage crises and disasters; however, there is no specific legislation in place that defines the institutional structure and functions of the NCCR.

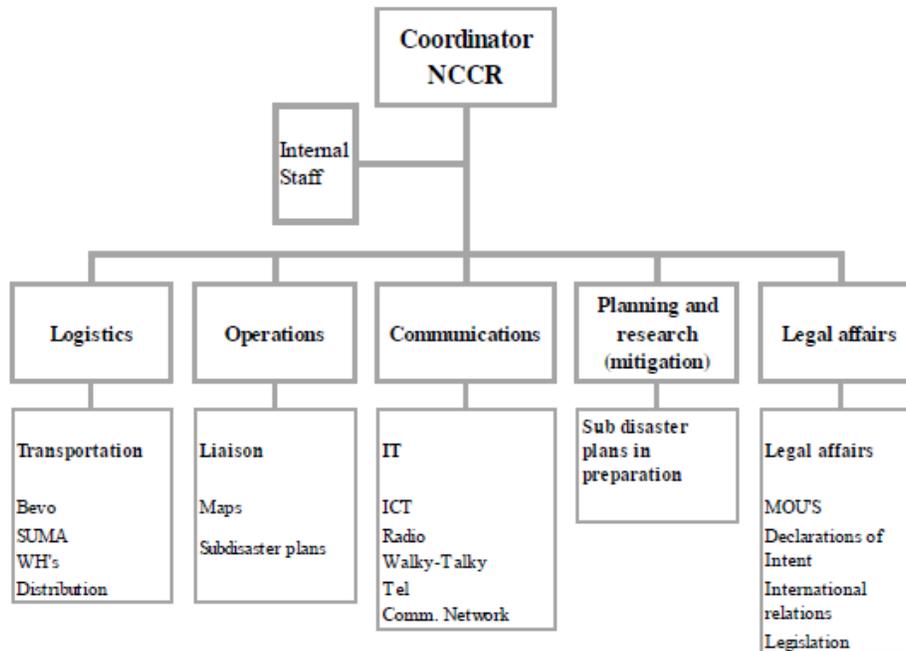
The organizational structure of the NCCR is composed by five (5) specialized units² described below and shown in

² Caitlin Abigail Karijokromo (2011) "Disaster Management in Suriname: The level of Preparedness and Mitigation"

Graph 3:

1. **Logistics:** handles all logistics within the unit such as food and working material.
2. **Operation:** implements/executes all plans that are being made by the Planning and Research Unit. They also participate in disaster response.
3. **Communication:** arranges for all possible communication systems for the division.
4. **Planning and research:** this unit undertakes research on possible threats of upcoming disasters; they also implement information sessions with vulnerable communities so they can be better prepared to deal with emergencies and disasters before, during and after the disaster occurs.
5. **Legal affairs:** this unit coordinates all legal affairs for the division.

Graph 3. NCCR's Organizational Structure



The core tasks of the National Coordination Centre for Disaster Relief are³:

- Monitor and analyze developments in society to identify possible disaster threats.
- Develop and establish comprehensive policy frameworks to prevent crises and disasters; to make them manageable and, if they occur, to adequately coordinate and direct efforts to deal with the consequences of crises and disasters, and to reduce material and non-material damage as far as possible.
- Promote and monitor the development, implementation, management, and maintenance of coherent policies in the field of crisis and disaster management by partners responsible for security both within and outside of the government.
- Ensure an integrated approach to the protection of critical infrastructure.
- Develop quality criteria and set standards to properly response to crisis and disaster management, as well as support and promote responsible security partners.
- Act as a coordinator and facilitator during crisis and disaster management, as well as to prevent crises and disasters.

The NCCR collaborates and coordinates proceedings of the several national institutions, services, and organizations (Fire Brigade, Police, Army, Coast Guard, medical centers, etc.) who daily

³ NCCR website, 2018

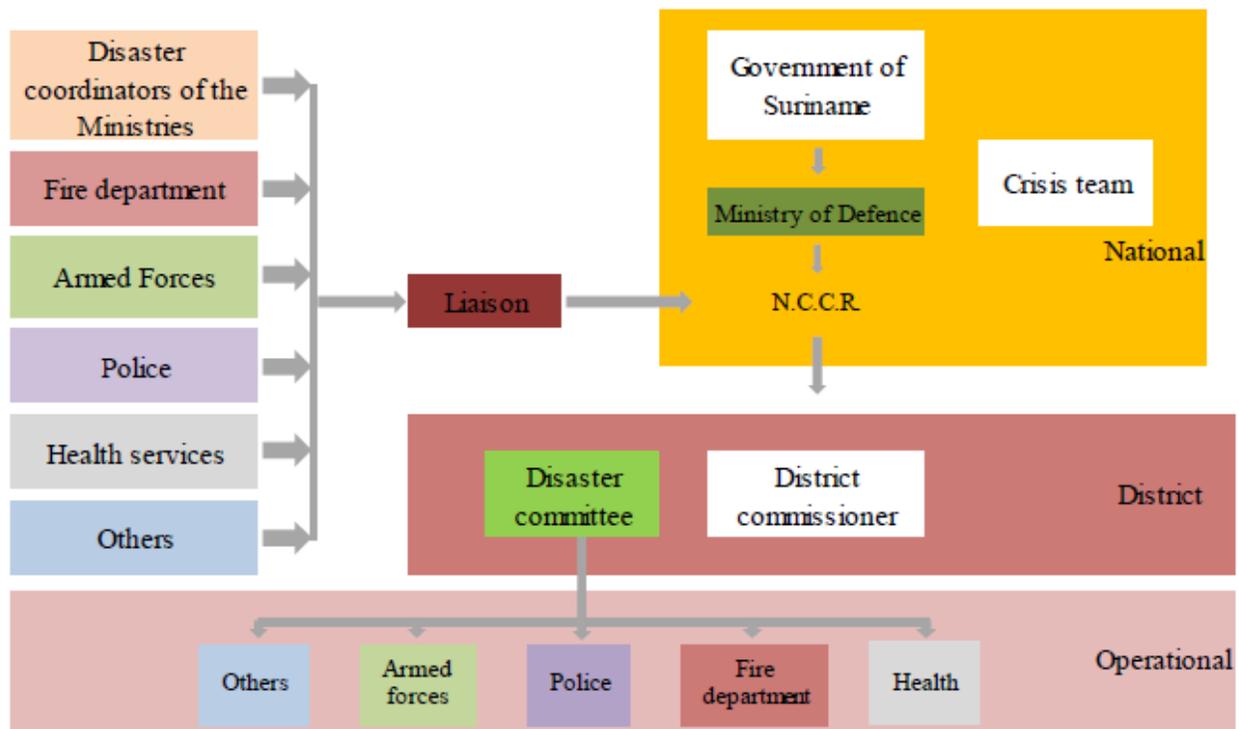
participate in emergency and disaster planning and response, as well as with district commissioners who participate actively.

The NCCR is committed to support and design emergency plans and procedures as tools for disaster management in order to structure and guide emergency actions. The main plans and procedures are to collect and analyze the demographic data, to monitor and analyze the social developments to identify vulnerability; to develop policies and decision-making to prevent or mitigate risk; to monitor the development and implementation of protection mechanisms for vital infrastructure; to manage and maintain policies related to disaster management; to develop standard safety measures, and to perform as DRM coordinator.

As shown in

Graph 4, the NCCR works with selected Ministries who have a designated Disaster Coordinator/focal point, which are the Ministry of Defense, the Ministry of Justice and Police, The Ministry of Agriculture, Husbandry & Fishery, and the Ministry of Health. Several divisions of the national government such as the Fire Brigade, Police, Army, Coast Guard, and medical centers, amongst others, are responsible to support the first response in case of emergency and disasters. The first response is coordinated and executed by the District Commissioner in cooperation with the local governmental departments. The coordination is leveled up to the NCCR, when the first response team is not able to manage or control it.

Graph 4. National Disaster Management Structure



Source: NCCR, Meeting 22nd October 2018

The NCCR has also established a platform for cooperation with actors who are involved in Disaster Risk Management in either vulnerable communities or in local companies and organizations. The platform is composed, apart from governmental agencies, of non-governmental organizations (NGOs) and private sector representatives.

Suriname has adopted the Incident Command System (ICS) as the strategy that enables responses to disasters and large accidents, that is, ICS features a flexible organization that can respond to any type and/or size of incident. It is standardized to enable rapid incorporation of personnel and resources from different institutions and geographic locations into an effective and efficient common management structure.

The aim of ICS is to have firefighters, police, the Red Cross, health organizations, emergency committees, Armed Forces and other groups working under the same system, using common terminology, with a defined organization ruled by standardized procedures. Institutions are required to use these procedures in response to everyday incidents, and to improve their preparedness to work ICS in larger magnitude incidents.

ICS is based on principles that ensure the rapid, coordinated, and effective deployment of resources and minimize alterations of operational policies and procedures of each of the response institutions. It enables the coordination to effectively use all available resources. Therefore, it is necessary to have prior agreements and formalized management and operation structures to provide guidance for an effective and efficient response.

Notwithstanding the framework wherein NCCR is operating in case of an emergency, and which is nationally accepted, there is still a lack of a legal basis for the establishment of the NCCR and for Disaster Risk management. Thus, there is still no overall National Strategic Safety Plan and a National Disaster Management Plan.

III. BREAKDOWN BY COMPONENT

The results of the application of the iGOPP in Suriname (2018) show an overall level of a progress of 5.59%, which places the country within the “low” range according to the classification system used for this index.

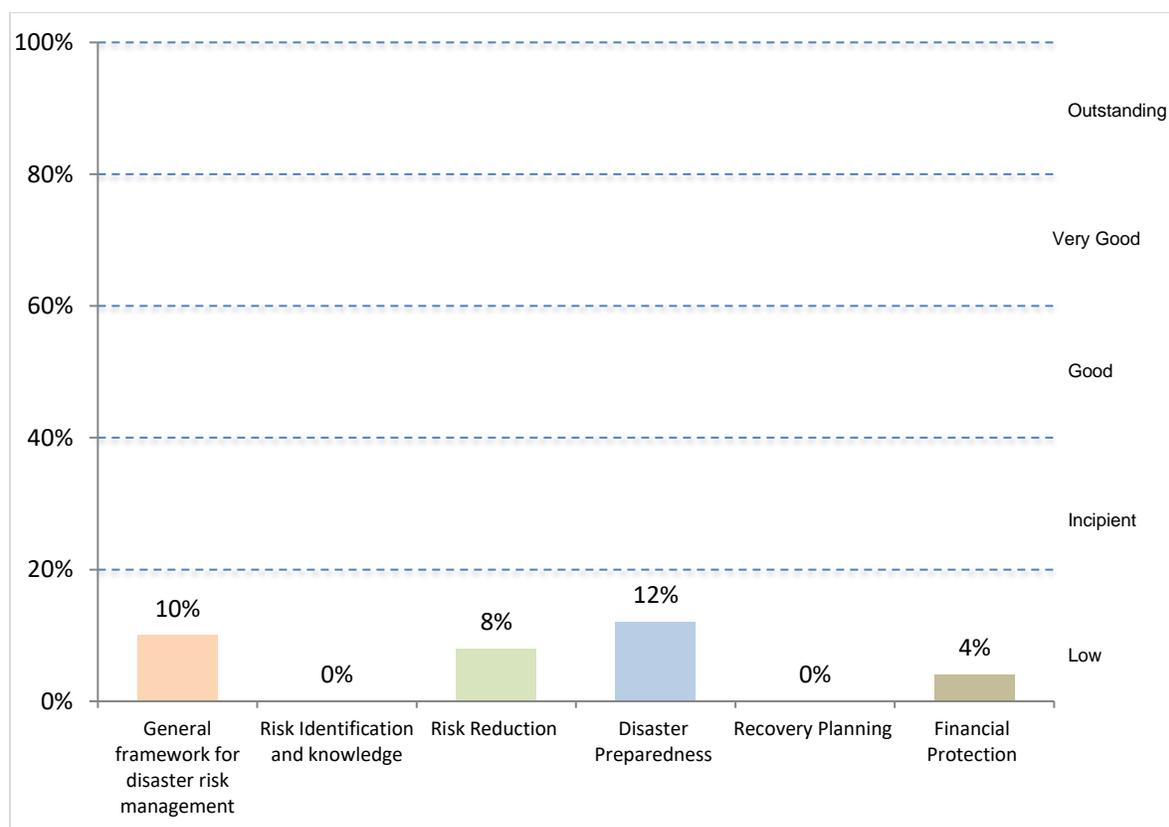
As shown in

Table 2 and Graph 5, all the components of public policy reform in DRM show a “low” level of progress; however the highest level of compliance corresponds to the "Disaster Preparedness" component with 12% followed by “General Governance Framework for DRM” (10%), “Risk Reduction” (8%) and “Financial Protection” (4%). Aspects related to “Risk Identification and Knowledge” (0%) and “Post-disaster Recovery Planning” (0%) components were not verified by any of the indicators considered by the iGOPP.

Table 2. Components of Public Policy Reform of DRM according to the iGOPP. Suriname (2018)

COMPONENTS OF PUBLIC POLICY REFORM OF DRM		
1	General Governance Framework for DRM	10%
2	Risk Identification and Knowledge	0%
3	Risk Reduction	8%
4	Disaster Preparedness	12%
5	Post-Disaster Recovery Planning	0%
6	Financial Protection	4%

Graph 5. Components of Public Policy Reform of DRM according to the iGOPP. Suriname (2018)



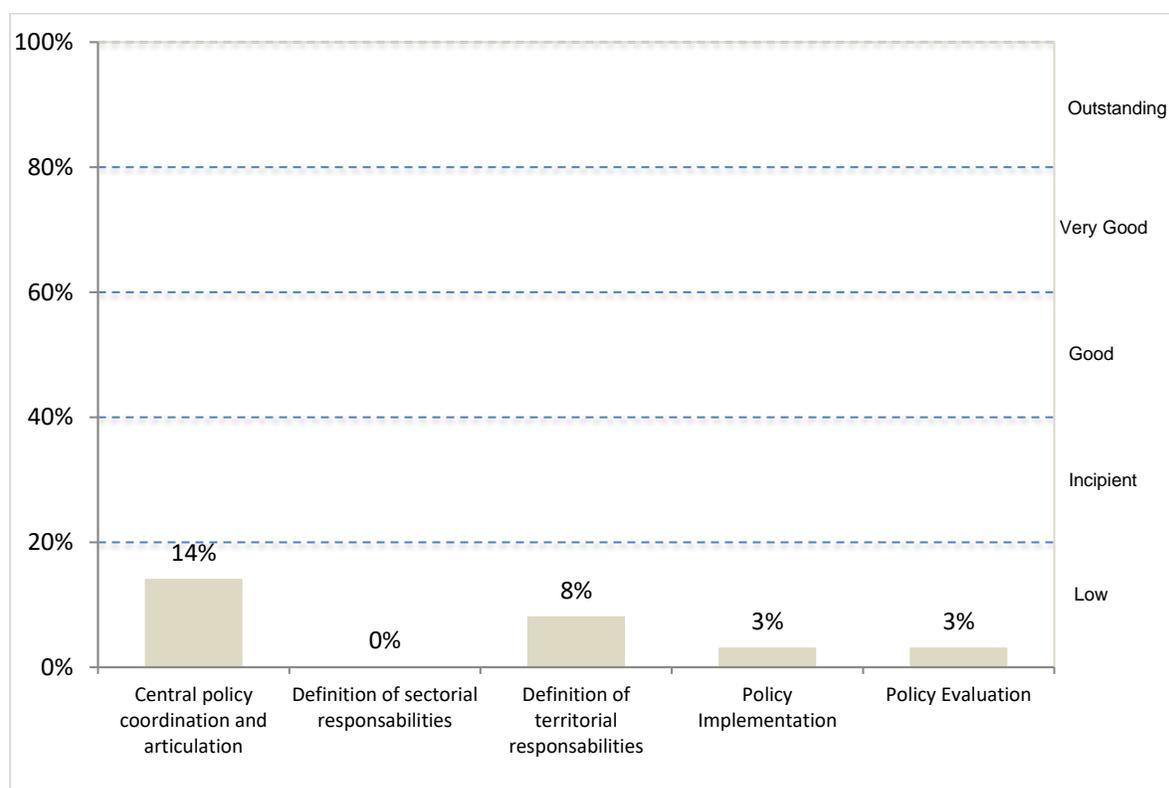
In relation to the different processes of DRM in public policy phases, as Table 3 and Graph 6 show, “low” progress has been made for each phase listed in relation to the different processes of DRM involved in public policy phases. The “Central Policy Coordination and Articulation” (14%) has the highest fulfillment, reflecting NCCR’s leading role and progress at the national level, followed by “Definition of Territorial Responsibilities” (8%), “Evidence of Progress in Implementation” (3%), and “Monitoring, Accountability and Participation” (3%). The phase “Definition of Sectorial

Responsibilities” (0%), not verified by any of the indicators considered by the iGOPP, reveals the lack of sectorial regulation available to verify the different iGOPP indicators. This concerns the inclusion of DRM in the sectorial legal framework.

Table 3. Public Policy Phases according to the iGOPP. Suriname (2018)

PUBLIC POLICY PHASES		
1	Central policy coordination and articulation	14%
2	Definition of sectoral responsibilities	0%
3	Definition of territorial responsibilities	8%
4	Evidence of progress in implementation	3%
5	Monitoring, accountability, and participation	3%

Graph 6. Public Policy Phases according to the iGOPP. Suriname (2018)



A qualitative analysis for every DMR component is presented below, according to the different public policies phases: 1. Inclusion on the Government Agenda and in Policymaking: 1.1. Central Policy Coordination and Articulation, 1.2. Definition of sectoral responsibilities, 1.3 Definition of territorial responsibilities; 2. Policy Implementation: 2.1 Evidence of progress in implementation;

and 3. Policy Evaluation: 3.1. Monitoring, accountability, and participation.

a. General Framework of Governance for Disaster Risk Management (GF)

Suriname complies with only three indicators of the “General Framework of Governance for DRM” (

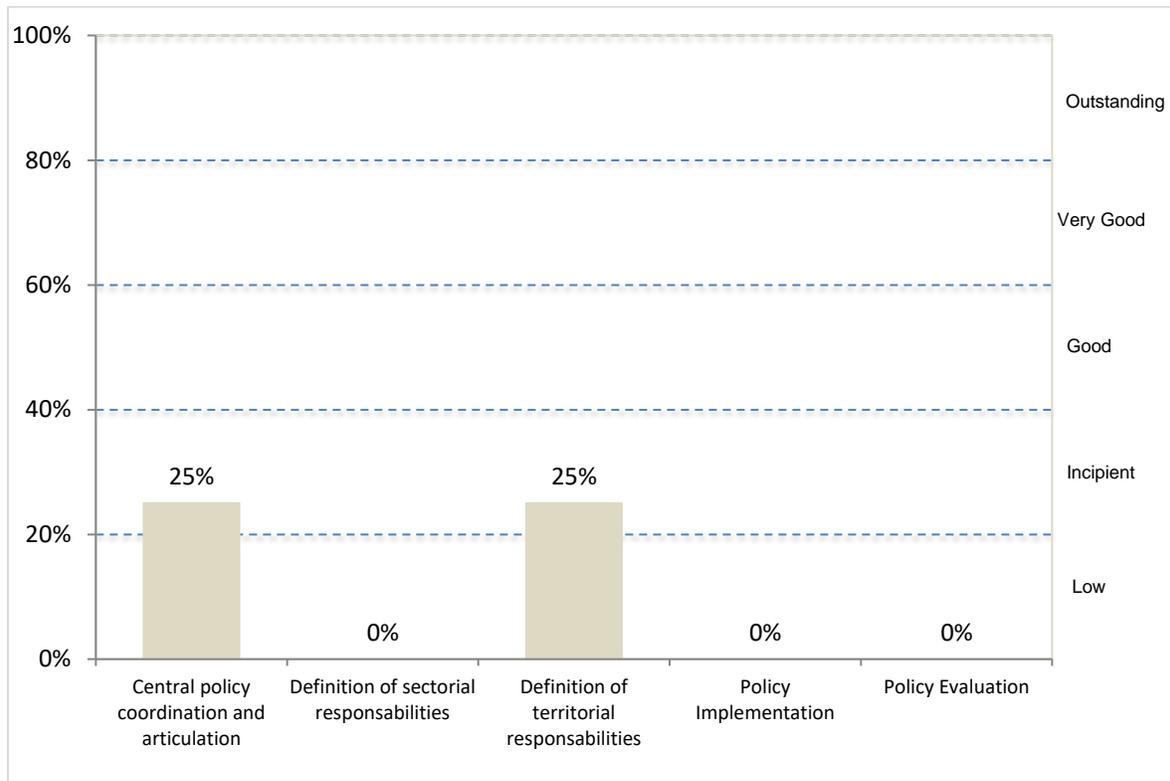
Table 4 and Graph 7 below) which are related with the inclusion of DRM and CCA into the National Development Plan 2017–2021⁴, as well as the decentralization to territorial management units (Districts and Resorts) and the responsibilities related to development planning and land use. It is important to highlight that the main reason that explains this situation is that Disaster Risk Management has risen as a concern for the country only in 2006 and there are still no specific regulations that establish a responsibility framework on all DRM processes for all government levels, even though the National Coordination Centre for Disaster Relief (NCCR) is functioning. In the same way, Suriname lacks other key complementary DRM regulations such as climate change adaptation (CCA), integrated water resource management and territorial planning and land use.

Table 4. General Framework for Governance of DRM by Public Policy Phases. Suriname (2018)

GENERAL FRAMEWORK OF GOVERNANCE FOR DRM		
1	Central policy coordination and articulation	25%
2	Definition of sectoral responsibilities	0%
3	Definition of territorial responsibilities	25%
4	Evidence of progress in implementation	0%
5	Monitoring, accountability, and participation	0%

⁴ See GF-1A-5 and GF-1A-6

Graph 7. General Framework for Governance of DRM by Public Policy Phases. Suriname (2018)



The main findings from the iGOPP analyses for this component, according to the three (3) main public policy phases 1. Inclusion on the Government Agenda and Policy Formulation; 2. Policy Implementation; and 3. Policy Evaluation, are the following:

1. Inclusion on the Government Agenda and in Policymaking: The three (3) specific dimensions of this policy phase are analyzed below.

1.1. Central Policy Coordination and Articulation (GF-1A): Although the NCCR is recognized as the national institution responsible for coordinating and articulating all DRM activities at the national level, no evidence was found regarding specific regulations that establish a responsibility framework on all DRM processes for all government levels. Besides, no regulations were found that establish the NCCR and define its roles and responsibilities. According to the NCCR, a law on disaster management has been drafted. However, the team that applied the iGOPP did not get access to this draft law due to its classified nature.

The lack of regulations is recurrent in other key areas linked to DRM such as Climate Change Adaptation (CCA), integrated water resource management and territorial planning and land use, therefore it was not possible to identify their coordination with DRM.

1.2. Definition of Sectorial Responsibilities (GF-1B): Suriname does not have regulations for integrated water resource management, but the protection and management of water resources are

included in several Acts⁵ that do not consider DRM and CCA at all. The National Environmental Act that has been drafted and regulates the environmental impact assessment has not been sent to the National Assembly for its approval. Nevertheless, its analysis reveals that disaster risk analysis is not integrated.

1.3 Definition of Territorial Responsibilities (GF-1C): The iGOPP team did find evidence in the Regional Bodies Act⁶ that assigns roles and responsibilities to Districts and Resorts regarding the developmental planning, territorial planning and land use; however, no evidence was obtained regarding its promotion to create networks, agreements or alliances between Districts and Resorts in order to deal with DRM matters; neither/nor to establish structures of territorial management for integrated water resources management or ecosystem management.

2. Policy Implementation- Evidence of progress in the implementation (GF-2): The team that applied the iGOPP did not find evidence of Suriname's compliance with any of the indicators related to this policy phase. The country has no disaster risk financial strategy document that establishes a policy for reducing its fiscal vulnerability to disasters⁷. Similarly, the iGOPP did not find budget categories or instruments/tools for allocating resources to *ex ante* DRM activities⁸ or to climate change adaptation activities⁹. The team that applied the iGOPP was not able to verify the existence of a formal legal framework for DRM. Consequently, it is not possible to formally identify the National Coordination Center for Disaster Relief as the leading national entity for disaster risk management. For this reason, it is not possible to evidence the allocation of resources for purposes of coordination or articulation of disaster risk management in the country¹⁰.

The iGOPP application also shows that there are no funds for financing or co-financing *ex ante* Disaster Risk Management activities¹¹, neither for financing climate change adaptation activities¹². In addition, the iGOPP analysis shows that the country lacks a mechanism for contracting disaster risk transfer instruments for the asset portfolio of its fiscal responsibility¹³. Finally, the country has not yet developed any budgetary instruments to encourage the sectors or territorial units to implement activities in Disaster Risk Management¹⁴.

3. Policy Evaluation: the team that applied the iGOPP found no evidence of Suriname's compliance with any of the five indicators related to this policy phase. The lack of national DRM regulations makes it impossible to exert control or assessment, and there is no evidence of any assessment report on DRM having been prepared by relevant audit authorities or by the NCCR.

No legislative instruments were found establishing a transparency framework applicable to DRM or other governmental actions, nor mechanisms for civil society participation in DRM activities or processes.

⁵ Forest Management Act, Penal Code and Police criminal code

⁶ See indicator GF-1C-1

⁷ See indicator GF-2-1

⁸ See indicator GF-2-3

⁹ See indicator GF-2-4

¹⁰ See indicator GF-2-2

¹¹ See indicator GF-2-5

¹² See indicator GF-2-6

¹³ See indicator GF-2-7

¹⁴ See indicator GF-2-9 and GF-2-10

b. Risk Identification and Knowledge (RI)

Suriname does not comply with any of the indicators of the Risk Identification and Knowledge component and, thus, it does not comply with any of its policy phases (Table 5).

Table 5. Risk Identification and Knowledge by Public Policy Phases. Suriname (2018)

RISK IDENTIFICATION and Knowledge		
1	Central policy coordination and articulation	0%
2	Definition of sectorial responsibilities	0%
3	Definition of territorial responsibilities	0%
4	Evidence of progress in implementation	0%
5	Monitoring, accountability, and participation	0%

The following section presents the findings resulting from the iGOPP analysis according to the three main public policy phases for this component: 1) Inclusion on the Government Agenda and in Policymaking; 2) Policy Implementation at the different levels addressed by the iGOPP; and 3) Policy Evaluation; according to the three different levels included in the iGOPP.

1. Inclusion on the Government Agenda and in Policymaking: Regarding the inclusion of the Risk Identification and Knowledge on the Government Agenda and Policymaking, the iGOPP shows no progress in this area, mainly due to the lack of DRM regulations, even though the NCCR is recognized as the main national institution linked to disaster. In relation to Central policy coordination and articulation, as well as the definition of territorial and sectorial responsibilities in terms of risk identification, the country does not show any progress according to the indicators established by the iGOPP. The analysis of the three components of this phase is presented below.

1.1. Central policy coordination and articulation (RI-1A): Suriname lacks regulations regarding DRM and climate change, although NCCR and the National Environment Bureau of the Cabinet of the President are respectively responsible for these issues. Other relevant regulations analyzed by the team did not provide evidence of the designation of any responsible institution that provides technical assistance and guidelines at territorial and sectorial levels for disaster risk analysis and/or prepares studies on climate change effects¹⁵. On the other hand, the team that applied the iGOPP has not identified any regulations that establish the creation and maintenance of DRM information systems or databases that collect information about the effects of disasters¹⁶.

1.2. Definition of sectorial responsibilities (RI-1B): The Meteorological Service is responsible for the climate and meteorological studies, surveillance and forecast, however, no regulations were found to establish that climate or hydrological studies must consider the frequency of occurrence associated with the intensity levels of the events¹⁷. Furthermore, the Department of Geological Mining of the Ministry of Natural Resources informed the iGOPP that geological studies are focused

¹⁵ See indicator RI-1A-1 and RI-1A-2

¹⁶ See indicator RI-1A-3 and RI-1A-4

¹⁷ See indicator RI-1B-2

on geological resources and not on potential threats by geological events¹⁸. No normative evidence was found that defined essential buildings, and indispensable or critical infrastructure in the country¹⁹.

Finally, the lack of DRM regulations in Suriname does not allow to fulfill the iGOPP's conditions regarding the responsibility of the sectors and public service companies to carry out disaster risk analysis within the scope of their competencies²⁰. The iGOPP found no evidence of regulations that define the responsibilities out of conducting disaster risk analysis or about the adverse effects of climate for any of the ten sectors assessed²¹.

1.3 Definition of territorial responsibilities (RI-1C): Due to the absence of DRM regulations in Suriname, it is not possible to verify that Districts are responsible for disaster risk assessment in their respective territories²². The team that applied the iGOPP was not able to identify regulatory frameworks that establish the obligation to identify risk areas in cities²³.

2. Policy Implementation- Evidence of progress in the implementation (RI-2): In terms of the sectorial policy implementation, the iGOPP did not find budgetary evidence of resources assigned in the 2018 State Budget Act to perform disaster risk analysis in any of the 10 key sectors assessed²⁴. Additionally, the iGOPP did not find budgetary evidence of funds assigned to perform disaster risk analysis in the public utility companies (State-owned companies) analyzed²⁵. It is important to mention that Suriname has no sanitation/sewerage companies, and that sanitation/sewerage is a responsibility of the Ministry of Public Works, Transport and Communication.

As mentioned in the general framework component (GF) section, it is important to note as well that the iGOPP did not find budget categories or instruments/tools that allow the identification of funds allocation to ex ante DRM activities. This means that in the case that Suriname has allocated resources for risk analysis purposes to different sectors, the lack of a specific budget category for this specific activity would prevent it from being tracked. As a result, the iGOPP score obtained for this specific policy phase, although highly unlikely, would under-represent the actual efforts of the country in terms of policy implementation as defined in the iGOPP methodology.

3. Policy Evaluation: No regulations requiring the development of climate change information and risk identification, or mechanisms to do so, were identified²⁶. On the other hand, the Geological Mining Service as well as the Meteorological Service have never conducted research on geological and meteorological phenomena in the country. Additionally, the reports of the Supreme Audit Institution of Suriname showed no evidence of assessment reports regarding the availability of disaster risk information generation.

¹⁸ See indicator RI-1B-1

¹⁹ See indicator RI-1B-18

²⁰ See indicator RI-1B-3 and RI-1B-4

²¹ See indicator RI-1B-8 to RI-1B-17

²² See indicator RI-1C-1

²³ See indicator RI-1C-3

²⁴ See indicator IR-2-3 to IR-2-12

²⁵ See indicators RI-2-13 to RI-2-15

²⁶ See indicator RI-3-6

c. Risk Reduction (RR)

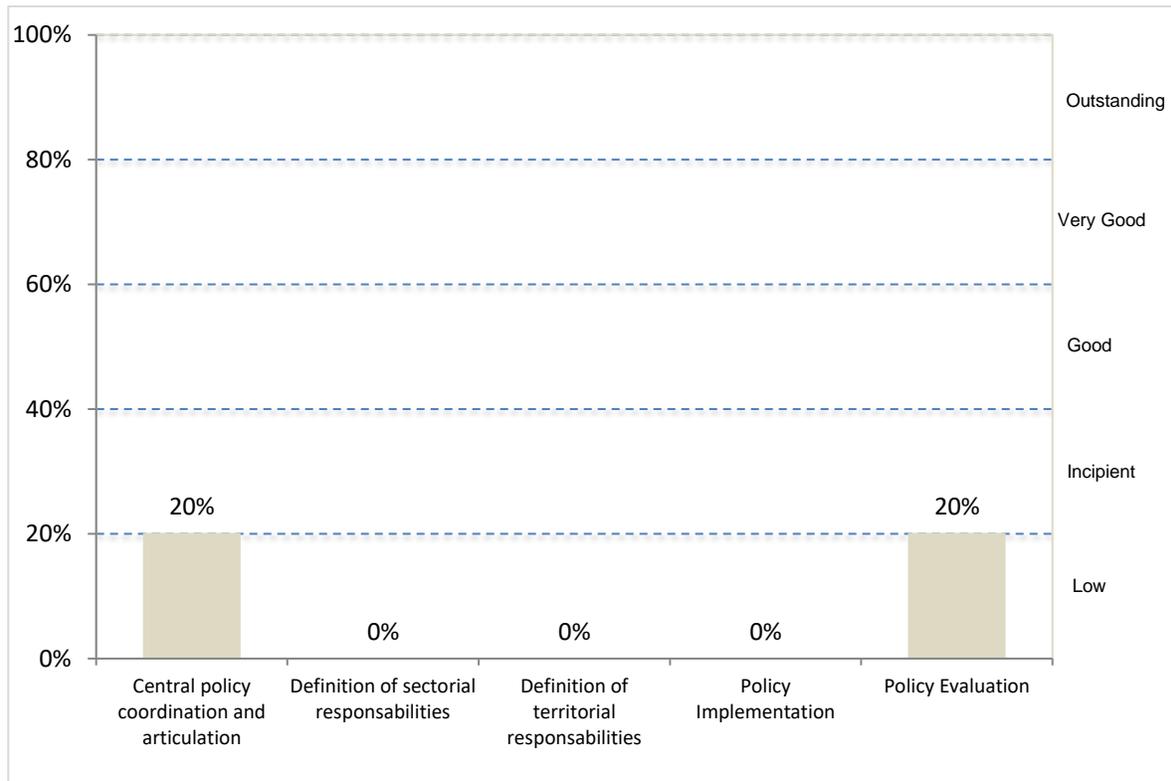
The Risk Reduction component shows "low" progress in Suriname, reaching a compliance rate of 8%. In relation to the progress made in the different phases of public policy shown in Table 6 and

Graph 8, “Central policy coordination and articulation” and “Monitoring, accountability and participation” show the highest level of achievement, reaching 20% of the evaluated conditions in both cases. The iGOOP shows no progress with regards to aspects related to the “Definition of sectorial responsibilities”, the “Definition of territorial responsibilities” and the “Evidence of progress in implementation”.

Table 6. Risk Reduction by Public Policy Phases. Suriname (2018)

RISK REDUCTION		
1	Central policy coordination and articulation	20%
2	Definition of sectorial responsibilities	0%
3	Definition of territorial responsibilities	0%
4	Evidence of progress in implementation	0%
5	Monitoring, accountability, and participation	20%

Graph 8. Risk Reduction by Public Policy Phases. Suriname (2018)



The following is a description of the most significant achievements of the iGOPP analysis for this component in terms of the three main public policy phases: 1) Inclusion on the Government Agenda and in Policymaking; 2) Policy Implementation; and 3) Policy Evaluation; according to the three different levels included in the iGOPP.

1. Inclusion on the Government Agenda and in Policymaking: The iGOPP shows “low” progress in the central policy coordination and articulation in disaster risk reduction. Moreover, no progress has been made in the other components of this policy, highlighting the lack of up-to-date regulatory instruments for the effective inclusion of disaster risk reduction on the Government Agenda.

1.1. Central policy coordination and articulation (RR-1A): The iGOPP did not identify regulations regarding DRM and climate change adaptation; therefore, it is not possible to establish competencies for articulation between disaster risk reduction and climate change adaptation for territorial and sectorial entities. While Suriname’s Building Code considers penalties for regulation violations related to design, construction, and location²⁷, the iGOPP did not identify regulations that define acceptable risk against natural hazards²⁸, mandates of public entities to reduce the vulnerability of essential buildings or critical infrastructure²⁹ or to incorporate disaster risk reduction measures during

²⁷ See indicator RR-1A-4
²⁸ See indicator RR-1A-2
²⁹ See indicator RR-1A-3

the construction of public and private infrastructure projects³⁰.

1.2. Definition of sectorial responsibilities (RR-1B): The lack of DRM regulation in Suriname does not promote or encourage sectors or public services providers to consider disaster risk reduction responsibilities³¹ in the scope of their duties. As a result, no evidence was found in the normative framework of any of the ten sectors considered by the iGOPP that define their disaster risk reduction responsibilities³².

Due to its geographical location, Suriname is not considered to be an earthquake-prone country, so there is no seismic-resistant code designed. In addition, the team that applied the iGOPP did not identify regulations providing special design parameters for essential buildings or critical infrastructure in the country³³. On the other hand, the country has no environmental management regulations, and the drafted Environmental Act does not consider reduce disaster risk within its objectives³⁴. Finally, Suriname lacks a public investment system, so there are no regulations that mandate the performance of disaster risk analysis or integration of climate change studies during any investment phase.

1.3 Definition of territorial responsibilities (RR-1C): The iGOPP team did not find evidence of Suriname's compliance with the five indicators assessing the existence of regulations that define disaster risk reduction responsibilities at district level.

As mentioned above, another important gap identified by the iGOPP is the lack of regulations that establish that territorial management units are responsible for disaster risk reduction in their respective territories³⁵. Additionally, the Regional Bodies Act does not include any provisions that define disaster risk reduction functions and responsibilities.³⁶ Suriname's regulations on developmental planning and land use do not consider explicit provisions for the zoning of areas at risk³⁷. On the other hand, the iGOPP did not find national regulations on integral improvement of human settlements and relocation of human settlements located in disaster-prone areas³⁸.

2. Policy Implementation: *Evidence of progress in implementation (RR-2):* The team that applied the iGOPP did not find budgetary evidence for resources assigned in the 2018 State Budget Act to perform disaster risk reduction activities in none of the 10 sectors assessed. In addition, no evidence of resource allocation for performing disaster risk reduction activities was found at public utility companies (state-owned companies). It is also important to mention that, as described in the General Framework Component (GF) section, the iGOPP did not find budget categories or instruments that allow identifying resource allocation to ex ante DRM activities. This could mean that in the case that Suriname has allocated resources for risk reduction purposes to different sectors, the lack of a specific budget category for this specific activity would prevent it from being monitored. Therefore, the iGOPP score obtained for this specific policy phase, although highly unlikely, would under-represent the actual efforts of the country in terms of policy implementation as defined in the

³⁰ See indicator RR-1A-5

³¹ See indicator RR-1B-1 y RR-1B-2

³² See indicator RR-1B-7 to RR-1B-16

³³ See indicator RR-1B-3 and RR-1B-5

³⁴ See indicator RR-1B-6

³⁵ See indicator RR-1C-1

³⁶ See indicator RR-1C-2

³⁷ See indicator RR-1C-3

³⁸ See indicator RR-1C-4 and RR-1C-5

iGOPP methodology.

3. Policy Evaluation: The Plan Act regulating development planning provides for monitoring, evaluation and updating responsibilities through the Suriname Planning Bureau³⁹. The iGOPP found no evidence of regulations that establish a system of penalties to whom cause damage to the environment; however, the National Environmental Act concept has provisions in this regard⁴⁰. Furthermore, the reports available from Suriname's Supreme Audit Institution show no evidence of assessments on action taken for disaster risk reduction⁴¹ or on the implementation of risk reduction measures during the construction phase of infrastructure⁴².

d. Disaster Preparedness (DP):

The Disaster Preparedness component shows “low” progress in Suriname, with a compliance rate of 12% for the related indicators, which corresponds to the highest achievement of the six components of public policy reform in DRM evaluated by the iGOPP, showing an emphasis on reactive risk management. As the analysis of the public policy by phases of this component shows (see

Table 7 and

³⁹ See indicator RR-3-3

⁴⁰ See indicator RR-3-1

⁴¹ See indicator RR-3-2

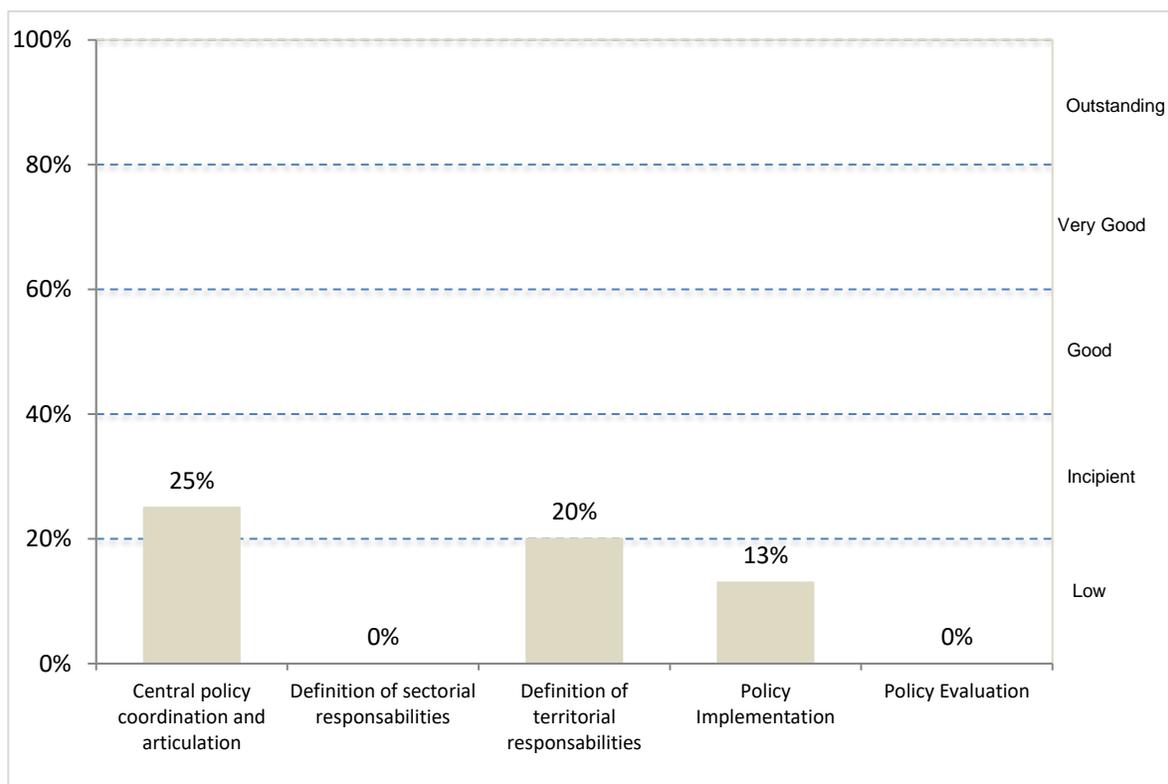
⁴² See indicator RR-3-5

Graph 9), “Central policy coordination and articulation” achieves 25% of the evaluated conditions, reaching an “incipient” level. On the other hand, the public police phase regarding “Definition of sectorial responsibilities” (20%) and “Evidence of progress in implementation” (13%), showed a “low” level of progress, while other phases such as “Definition of sectorial responsibilities” (0%) and “Monitoring, accountability and participation” (0%), were not verified by any of the indicators considered by the iGOPP.

Table 7. Disaster Preparedness by Public Policy Phases. Suriname (2018)

DISASTER PREPAREDNESS		
1	Central policy coordination and articulation	25%
2	Definition of sectorial responsibilities	0%
3	Definition of territorial responsibilities	20%
4	Evidence of progress in implementation	13%
5	Monitoring, accountability, and participation	0%

Graph 9. Disaster Preparedness by Public Policy Phases. Suriname (2018)



The following analysis presents the most significant findings of the iGOPP analysis according to the three main public policy phases for this component: 1) Inclusion on the Government Agenda and in Policymaking, 2) Policy Implementation, and 3) Policy Evaluation, at the three levels addressed by the iGOPP.

1. Inclusion on the Government Agenda and in Policymaking: This policy phase shows “incipient” progress in Suriname, where the main policy developments are in central policy coordination and articulation for this DRM process. Below, the IGOOP results for the three dimensions of this policy phase are shown:

1.1. Central policy coordination and articulation (DP-1A): The Constitution of Suriname includes provisions to apply temporary regime measures in the case of war, danger of war, state of siege or state of emergency, or for reasons of state security; therefore, the rights mentioned in the Constitution may be subject to limitations by law for a certain period⁴³. The regulation formalizing Suriname's membership of the Caribbean Disaster Emergency Management Agency (CDEMA) is the only tangible evidence regarding the existence of regulations for the coordination of international assistance and mutual help in the event of a disaster⁴⁴.

The lack of regulations on DRM and disaster preparedness and response in the country, does not

⁴³ See indicator DP-1A-4

⁴⁴ See indicator DP-1A-8

allow for the verification of basic conditions for disaster preparedness, such as: the existence of an inter-institutional organization at the national level for disaster preparedness and response⁴⁵; tools to establish a platform or mechanisms for crisis management at the highest national political level⁴⁶; formulation of emergency or contingency plans at the national level⁴⁷; and processes that state that the emergency response has to be based on damage assessment⁴⁸.

1.2. Definition of sectorial responsibilities (DP-1B): In the absence of DRM regulations, it was not possible to verify iGOPP conditions regarding the existence of an explicit mandate on the responsibility of sectors, ministries and entities providing public services to formulate emergency or contingency plans, or on the operation of early warning systems⁴⁹. On the other hand, none of the 10 sectors prioritized by the iGOPP have defined their responsibility to carry out disaster preparedness activities in their sectorial regulatory frameworks⁵⁰. Furthermore, the team that applied the iGOPP could not verify that the country has regulations that establish emergency response plans in the event of oil spills, combustion, or pollution, or emergency plans related to transportation, handling, or processing of hazardous substances⁵¹.

1.3 Definition of territorial responsibilities (DP-1C): The Regional Bodies Act established that the Commissioner is responsible for the first emergency or disaster response in his/her district or resort⁵². The lack of regulation on DRM and disaster preparedness and response does not allow compliance with the conditions of the iGOPP in terms of instances related to the coordination of emergencies in the territory⁵³; neither the establishment of criteria for subsidiary assistance between different government levels⁵⁴; nor does it guide the formulation of emergency or contingency plans at the territorial level⁵⁵.

2. Policy Implementation - Evidence of progress in implementation (DP-2): The iGOPP did find evidence of budgetary resource allocation for fire prevention and control activities, as well as for forest prevention and control in the 2018 State Budget Act to the Fire Department⁵⁶. It also worth mentioning that Suriname does not have a specific entity for forest prevention and control, with the Fire Department being responsible for general fire prevention and control.

The team that applied the iGOPP was not able to verify the existence of a formal legal framework for DRM. Consequently, it is not possible to formally identify the National Coordination Center for Disaster Relief as the leading national entity responsible for disaster preparedness and response. For this reason, it is not possible to evidence resource allocation to the leading national entity for disaster preparedness and response⁵⁷.

⁴⁵ See indicator DP-1A-1

⁴⁶ See indicator DP-1A-2

⁴⁷ See indicator DP-1A-5

⁴⁸ See indicator DP-1A-5

⁴⁹ See indicators DP-1B-1 and DP-1B-2

⁵⁰ See indicators DP-1B-3 to DP-1B-12

⁵¹ See indicators DP-1B-16 and DP-1B-17

⁵² See indicator DP-1C-4

⁵³ See indicator DP-1C-1

⁵⁴ See indicator DP-1C-2

⁵⁵ See indicator DP-1C-3

⁵⁶ See indicator DP-2-2 and DP-2-3

⁵⁷ See indicator DP-2-1

The team that applied the iGOPP found no evidence of the existence of emergency, contingency or business continuity plans for the 10 key sectors assessed⁵⁸. Regarding the allocation of resources to disaster preparedness, the iGOPP team found no evidence of such allocations for any of the 6 key sectors selected⁵⁹. As for the utility companies, the iGOPP also found no evidence of the existence of emergency, contingency or business continuity plans developed by these companies (State-owned companies)⁶⁰. It is worth mentioning that Suriname does not have sanitation companies, with the Ministry of Public Works, Transport and Communication being responsible for sanitation.

3. Policy Evaluation: The iGOPP did not find any regulations establishing mechanisms for the participation of civil society, social and non-governmental organizations in activities related to disaster preparedness⁶¹, nor evidence of community participation mechanisms activated during a nationally declared disaster situation in which international assistance was requested⁶². However, the Regional Bodies Act considers community participation only within the disaster relief activities. Further, considering the available reports from Suriname’s Supreme Audit Institution, no evidence of assessment reports in relation to disaster preparedness has been found⁶³. Also, the available NCCR reports do not focus on the quality of emergency preparedness and response processes⁶⁴.

e. Recovery Planning (RC)

The iGOPP did not find evidence of compliance for any of the indicators of the Recovery planning component (Table 8 below). It is important to highlight that progress in this DRM component is incipient in all the Latin America and the Caribbean countries, so the low results obtained by the iGOPP application in Suriname follow the trend already revealed by iGOPP applications in other countries assessed.

Table 8. Recovery Planning by Public Policy Phases. Suriname (2018)

RECOVERY PLANNING		
1	Central policy coordination and articulation	0%
2	Definition of sectorial responsibilities	0%
3	Definition of territorial responsibilities	0%
4	Evidence of progress in implementation	0%
5	Monitoring, accountability, and participation	0%

The following section presents the main findings of the iGOPP analysis for this component according to the three main public policy phases: 1) Inclusion on the Government Agenda and in Policymaking,

⁵⁸ See indicators DP-2-4 to DP-2-12

⁵⁹ See indicators DP-2-5, DP-2-6, DP-2-8, DP-2-10, DP-2-11 and DP-2-12

⁶⁰ See indicators DP-2-13 to DP-2-15

⁶¹ See indicator DP-3-1

⁶² See indicator DP-3-6

⁶³ See indicators DP-3-2 and DP-3-3

⁶⁴ See indicator DP-3-4

2) Policy Implementation, and 3) Policy Evaluation, at the different levels addressed by the iGOPP.

1. Inclusion on the Government Agenda and in Policymaking: The three specific dimensions of this policy phase are analyzed below.

1.1. Central policy coordination and articulation (DP-1A): No evidence of the existence of DRM regulations or disaster recovery regulations has been found. The lack of DRM regulations has not allowed to incorporate DRM components in other national regulations, particularly regarding disaster recovery, as it is one of the most recent components to be integrated into the conceptual framework of disaster risk management.

In line with the above, the iGOPP team did not find any regulations that establish livelihood recovery as a primary objective of post-disaster recovery, nor that mandate the development of studies to identify the causes of disaster in order to guide recovery processes to “build back better”, nor that mandate the development of post-disaster recovery plans that explicitly seek to reduce pre-existing vulnerability⁶⁵.

1.2. Definition of sectorial responsibilities (DP-1B): For the 10 sectors considered by the iGOPP, no sectorial regulations that define sectorial responsibility to carry out recovery preparedness activities within the scope of their competencies were found⁶⁶.

1.3 Definition of territorial responsibilities (DP-1C): The team that applied the iGOPP did not identify regulations to guide the assessment, review or updating of post-disaster development or land use plans in the affected Districts and Resorts⁶⁷.

2. Policy Implementation: In line with the fact that it was not possible to identify regulations requiring sectors and public services the formulation of recovery preparedness plans, it was not possible to obtain evidence that any of the 10 key sectors considered by the iGOPP have developed any ex ante recovery preparedness plans⁶⁸.

3. Policy Evaluation: The iGOPP team did not find regulations establishing the participation of civil society in post-disaster recovery processes⁶⁹, nor information on mechanisms of participation of the affected population or community in recovery processes in any of the last disaster situations officially declared at the national level⁷⁰. Lastly, the Supreme Audit Institution of Suriname has not carried out any assessment on how the government has managed the recovery process⁷¹ in recent major disasters.

⁶⁵ See indicators RC-1A-2 and RC-1A-6

⁶⁶ See indicators RC-1B-1 to RC-1B-10

⁶⁷ See indicators RC-1C-1 to RC-1C-2

⁶⁸ See indicators RC-2-1 to RC-2-10

⁶⁹ See indicator RC-3-1

⁷⁰ See indicators RC-3-3 and RC-3-4

⁷¹ See indicator RC-3-2

f. Financial Protection (FP):

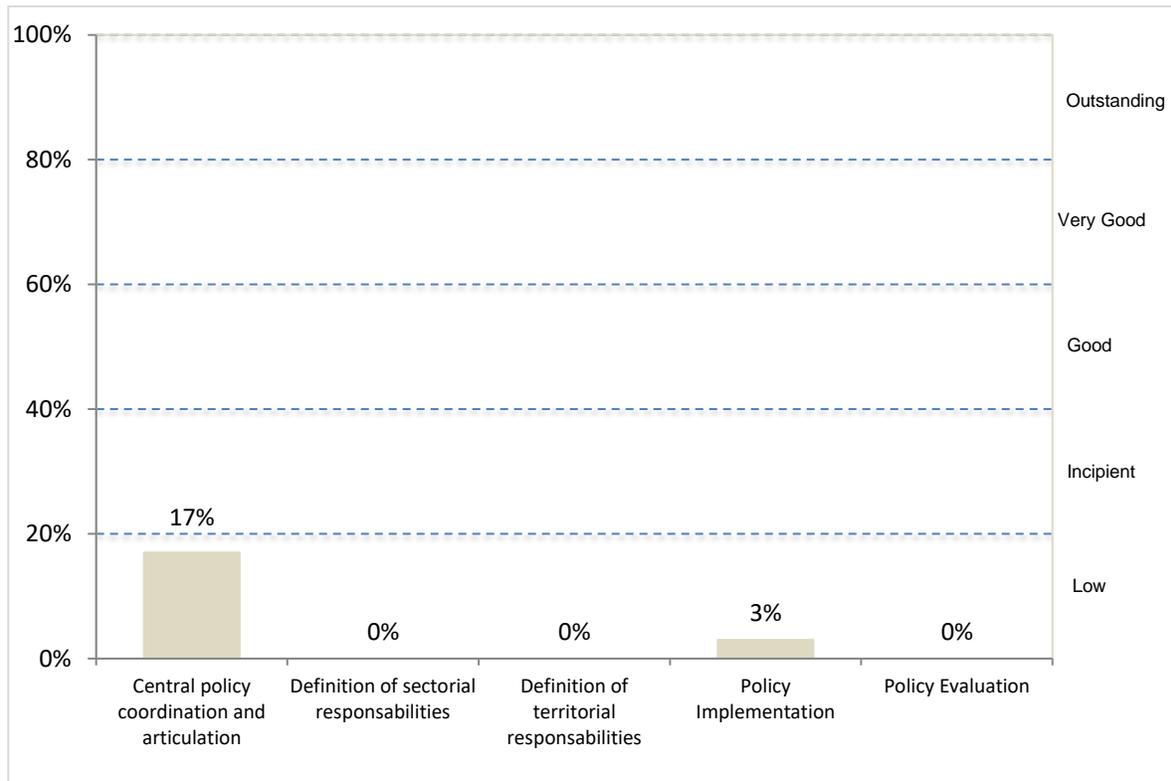
With 4% compliance for the related indicators, Suriname only complies with two of the indicators of the Financial Protection component (see Table 9), evidencing a “low” progress. However, this component ranks third in terms of achievements out of the six components of DRM policy reform evaluated by iGOPP. As Table 9 and

Graph 10 show, the analyses evidenced that all phases of public policy are in the “low” range. The component “Central policy coordination and articulation” reaches 17% of the assessed conditions, while “Evidence of progress in implementation” reaches 3%. The “Definition of sectorial responsibilities”, “Definition of territorial responsibilities” and “Monitoring, accountability and participation” show no progress, with 0% compliance.

Table 9. Financial Protection by Public Policy Phases. Suriname (2018)

FINANCIAL PROTECTION		
1	Central policy coordination and articulation	17%
2	Definition of sectorial responsibilities	0%
3	Definition of territorial responsibilities	0%
4	Evidence of progress in implementation	3%
5	Monitoring, accountability, and participation	0%

Graph 10. Financial Protection by Public Policy Phases. Suriname (2018)



The main findings of the iGOPP analysis for this component according to the three major public policy phases, 1) Inclusion on the Government Agenda and in Policymaking; 2) Policy Implementation; and 3) Policy Evaluation, are the following:

1. Inclusion on the Government Agenda and in Policymaking: Relevant aspects of the analysis are set out below.

1.1. Central policy coordination and articulation (FP-1A): In terms of national DRM regulations, there is no specific regulation establishing a responsibility framework for all DRM processes for all government levels. In this context, there is no national fund to finance emergent expenses in disaster situations. In terms of regional DRM regulations, based on the experience from iGOPP applications in other CDEMA member countries, Suriname could have access to resources from the Emergency Assistance Fund of the Caribbean Disaster Emergency Management Agency (CDEMA), which shall be used solely to defray expenses incurred in relation to the provision of assistance in the event of a disaster in a Participating State. It is important to mention that the agreement with CDEMA had been endorsed by the National Assembly⁷². However, the iGOPP found no legal provision to establish the annual percentage of resources to be allocated to the CDEMA Emergency Assistance Fund⁷³.

⁷² See indicator PF-1A-1

⁷³ See indicator F-1A-2

On the other hand, the country does not have development funds⁷⁴; therefore, this type of resource is not part of the funding mechanisms available to respond to disasters. Additionally, the iGOPP team did not find any regulations that require the formulation of a disaster risk retention and transfer structure⁷⁵. Lastly, another gap revealed by the iGOPP is the lack of a mandate related to the estimation of catastrophic risk reserves for non-homogenous/special assets and for homogenous/uniform assets, based on probabilistic risk assessment models defined or certified by the sector's regulating entity⁷⁶.

1.2. Definition of sectorial responsibilities (FP-1B): No progress has been made in this policy phase. The iGOPP found no evidence of the establishment of any legal text determining the fiscal responsibility of the Republic of Suriname for the consequences of disasters⁷⁷. Also, no evidence was found of the existence of regulations assigning competencies to the Ministry of Finance for financial protection against disaster risk⁷⁸. In addition, there are no regulations establishing that sectorial entities must cover their public assets with insurance policies⁷⁹, nor are there regulations on incentives for private housing insurance against disaster risk⁸⁰.

1.3 Definition of territorial responsibilities (FP-1C): There is no progress in this policy phase. The iGOPP shows that there are no regulations that require territorial entities to cover their public assets with insurance policies⁸¹, nor are there regulations that oblige, at the sub-national level, to implement financial protection schemes or mechanisms against disasters⁸². In addition, Districts and Resorts, including the Paramaribo District (Capital City), do not have a fund or equivalent mechanism to finance or co-finance disaster management activities⁸³. In this regard, the national level supports Districts and Resorts in the event of a disaster.

2. Policy Implementation: *Evidence of progress in the implementation (FP-2).* Regarding risk retention instruments, as a CDEMA participating country, Suriname could access CDEMA's Emergency Assistance Fund (a regional Fund)⁸⁴. However, the document regulating this Fund does not include provisions related to the annual percentage of resources to be allocated to this Fund⁸⁵, nor does it comply with the "golden rule" of accumulation and expenditure based on the expected annual losses or loss records from past disasters⁸⁶. CDEMA verbally informed the iGOPP team of the fund's ability to accumulate resources over time, but it was not possible to have access to the document that supports this claim⁸⁷.

In terms of the financial resources available to respond to disaster occurrence, the country has the following resources:

⁷⁴ See indicator F-1A-6

⁷⁵ See indicator F-1A-3

⁷⁶ See indicators F-1A-4 and F-1A-5

⁷⁷ See indicator F-1B-1

⁷⁸ See indicator F-1B-2

⁷⁹ See indicator F-1B-3

⁸⁰ See indicator F-1B-4

⁸¹ See indicator F-1C-1

⁸² See indicator F-1C-2

⁸³ See indicator F-1C-3

⁸⁴ See indicator F-2-8

⁸⁵ See indicator F-1A-2

⁸⁶ See indicator F-2-10

⁸⁷ See indicator F-2-9

- (i) The Ministry of Finance's budget has a line for contingencies in the budget that is allocated to deal with the disaster occurrence. (Program 17 Emergency Reserve includes special provisions for disaster management and General Unforeseen).
- (ii) Some temporary local bank accounts that have been set up after disaster occurrence to receive or collect financial resources from individuals, institutions, companies, and others through special local bank accounts. These resources are allocated to the districts affected by the disaster occurrence, once the Ministry of Finance receives the assessment report elaborated by NCCR.

As already mentioned, the iGOPP found that Suriname does not have a development fund for financing or co-financing risk management activities⁸⁸. nor does it have contingent credit lines for disasters⁸⁹. Regarding risk transfer instruments, the country has not made much progress in terms of disaster insurance; in addition, as previously mentioned, the insurance of public assets is not mandatory. In the same vein, the team that applied the iGOPP found no evidence of the existence of standards for the insurance of the public assets⁹⁰, concessions⁹¹, or related guidelines for the subnational entities⁹² (Districts and Resorts), in a context where it is the Nation that supports Districts and Resorts in the event of a disaster.

The capital city of Paramaribo does not have a financial protection structure in the event of a disaster,⁹³ or a disaster risk transfer instrument for a portfolio of assets for which it is fiscally responsible⁹⁴. The Ministry of Finance does not have an estimate of the Probable Maximum Loss (PML) from catastrophic events for different return periods⁹⁵, or an estimate of the Annual Average Loss⁹⁶. Lastly, the team that applied the iGOPP found no *ex ante* approved financial instruments to encourage economic recovery in disaster affected areas⁹⁷ and no defined financial protection structure for the agricultural sector⁹⁸.

3. Policy Evaluation: Monitoring, Accountability and Participation (FP-3) the iGOPP application reveals the absence of control, accountability, and participation conditions in place for this component, as none of the indicators assessed have been complied with. In other words, the iGOPP reveals a lack of: i) official assessments conducted on the compliance with regulations on financial protection mechanisms, as there are no such regulations in place; ii) the use of probabilistic risk assessment models for estimating catastrophic reserves (this is not surprising, considering that the current regulatory framework for the insurance sector does not mandate the use of the probabilistic evaluation model for the estimation of catastrophic risk reserves of the insurance companies); and iii) official assessments conducted on the implementation of a financial protection strategy (again, not surprising, given that the country does not have such an official strategy approved)⁹⁹.

⁸⁸ See indicator F-2-8

⁸⁹ See indicator F-2-11

⁹⁰ See indicator F-2-4

⁹¹ See indicator F-2-5

⁹² See indicator F-2-7

⁹³ See indicator F-2-1

⁹⁴ See indicator PF-2-12

⁹⁵ See indicator F-2-2

⁹⁶ See indicator F-2-3

⁹⁷ See indicator F-2-14

⁹⁸ See indicator F-2-15

⁹⁹ See indicators F-3-1 to F-3-3

IV. CONCLUSIONS

The main conclusions revealed by the iGOPP application in Suriname are summarized below:

1. Natural hazards are not part of Surinamese culture and history. Therefore, there is generally no strong risk perception on behalf of the population, communities, institutions, as well as national and local authorities. Following the 2006 floods that affected the country, concerns about disasters have been raised on the national political agenda.
2. The team that applied the iGOPP did find no evidence of any existing regulations for Disaster Risk Management (DRM), nor a legal framework assigning roles and responsibilities to the National Coordination Centre for Disaster Relief (NCCR), which is the recognized national leader institution in the field on emergencies and disasters. According to the NCCR, a law on disaster management has been drafted; however, the team that applied the iGOPP did not get access to this draft law due to its classified nature.
3. The lack of regulation is recurrent in other key areas linked to DRM, such as Climate Change Adaptation (CCA), integrated water resource management, and territorial planning and land use, so it was not possible to identify their coordination with DRM.
4. Beyond the DRM activities carried out by the NCCR in Districts and Resorts, the absence of DRM regulation has not allowed DRM to be integrated into the local government policy framework.
5. In terms of the Risk Identification component, Suriname does not comply with any of the indicators and one of the important gaps is the lack of DRM regulations. On the other hand, the NCCR has focused on disaster preparedness and response initiatives, which have not promoted the incorporation of risk identification responsibilities and actions in sector institutions, public service companies and local government regulations and budget allocations.
6. The Risk Reduction component reveals a low level of progress with 8% progress, but it is the third component with the highest level of compliance in the iGOPP application in Suriname. The absence of DRM and ACC regulation does not allow for the establishment of competencies for the articulation between disaster risk reduction and climate change adaptation for territorial and sectorial entities. On the other hand, the available regulations of the ten sectors, as well as those linked to territorial management units, do not provide evidence that disaster risk reduction issues have been considered in their responsibilities.
7. The Disaster Preparedness component shows low progress in Suriname, corresponding to the highest achievement of the six DRM public policy reform components evaluated by the iGOPP, with a compliance rate of 12%. This shows an emphasis on reactive risk management. The lack of regulations on disaster preparedness and response do not allow for the verification of basic disaster preparedness conditions such as: existence of an inter-institutional organization at the national level for disaster preparedness and response, the

establishment of crisis management mechanisms at the highest national political level, nor the elaboration of emergency or contingency plans at the national level. In absence of DRM regulations, it was not possible to verify the iGOPP conditions regarding the responsibility of sectors, ministries, and public services providers to formulate emergency or contingency plans. Consequently, in terms of policy implementation, other important gap found by the team that applied the iGOPP is the lack of emergency and continuity of operational plans for the 10 key sectors assessed in the country.

8. The iGOPP shows no compliance for any of the indicators assessed for the Disaster Recovery Planning component in Suriname. This situation is comprehensible considering both the lack of DRM regulations and the fact that this component is the most recent one to be integrated into the conceptual framework of disaster risk management.
9. Regarding the Financial Protection component, the iGOPP found that progress in this policy phase is related to the existence of a regional fund that can allocate resources to attend the disaster occurrence. As of 2018 there are no national risk retention funds, contingent credit lines or insurance instruments aimed at reducing the country's fiscal vulnerability to disasters. It is important to highlight that this occurs in a context where the Ministry of Finance has no responsibility for disaster risk financial management. Currently, resources from national and individual budgets, institutions, companies, and others, collected through special local bank accounts, which are established after the disaster occurrence, are the main resources addressing the disaster occurrence.

V. RECOMMENDATIONS FOR POLITICAL REFORM

DRM Component	Short-term (1-4 years)	Medium-term (4-8 years)	Long-term (8+ years)
<i>a. General Governance Framework for DRM (GF)</i>			
Raise awareness on disaster risk management with a focus on the social construction of risk at all levels; prioritizing a) members of the National Assembly; and b) local authorities responsible for local legislation and enforcement.	X		
Enact regulation related to the current National Coordination Centre for Disaster Relief (NCCR) duties and activities.	X		
Review the drafted DRM law considering the iGOPP's indicators that raise specific issues for this type of regulations related to the different DRM components.	X		
Disseminate the draft DRM law to national and sectorial stakeholders, as well as district authorities and community representatives, to collect contributions and prepare a final version to be submitted to the National Assembly.	X		
Promote the approval of the DRM law in the National Assembly of the Republic of Suriname.	X		
Mainstream the DRM law into sectorial, territorial, climate change and public services regulations.		X	
Review the National Environmental Act concept to integrate disaster risk analysis.	X		
Consider financial protection as a main component of the DRM legal framework.	X		

DRM Component	Short-term (1-4 years)	Medium-term (4-8 years)	Long-term (8+ years)
<i>a. General Governance Framework for DRM (GF)</i>			
Develop a financial strategy or policy document to guide the financial management of disaster risk in the country, informed by the experiences of similar actions of other Ministers of Finance in the region.	X		
Design and implement a budgetary instrument/tool to identify the budgetary allocations related to ex ante DRM programs and climate change adaptation activities.	X		
Establish civil society participation mechanisms in disaster risk management.	x		

DRM Component	Short-term (1-4 years)	Medium-term (4-8 years)	Long-term (8+ years)
<i>b. Risk Identification and Knowledge (RI)</i>			
Establish regulations and an institutional framework to provide guidance and technical assistance at territorial and sectorial levels on disaster risk and climate change analysis.	X		
Design and implement a Disaster Risk Management Information System- that includes a database on the effects of disasters.		X	
Design and implement a community-centered Early Warning System (EWS) for climate, meteorological hazards and/or wildfires.		X	
Promote the inclusion of risk analysis in the key sectorial and public services regulations, duties, and activities.	X		
Integrate DRM and CC content into Suriname's education curricular to primary and/or secondary levels.		X	

DRM Component	Short-term (1-4 years)	Medium-term (4-8 years)	Long-term (8+ years)
<i>b. Risk Identification and Knowledge (RI)</i>			
Prioritize sectors to allocate resources to disaster risk identification activities that can be specifically monitored through budgetary instruments/tools.	X		

DRM Component	Short-term (1-4 years)	Medium-term (4-8 years)	Long-term (8+ years)
<i>c. Risk Reduction (RR)</i>			
Officially define the essential buildings, indispensable or critical infrastructure in Suriname.	X		
Complement the Suriname's Building Code with regulations to incorporate disaster risk reduction measures in public and private infrastructure.	X		
Promote the inclusion of disaster risk reduction in sectorial and public services regulations, duties, and activities.	X		
Encourage regulations that mandate public entities to reduce the vulnerability of essential buildings, indispensable or critical infrastructure.	X		
Promote the inclusion of disaster risk reduction roles and responsibilities in the new DRM regulations detailing the responsibility of Districts and Resorts, Sectors and Utilities.		X	
Promote the identification of risk areas in development planning and land use regulations.		X	
Include disaster risk analysis and climate change studies in all phases of public pre-investment processes.		X	
Develop legislation to make climate change studies a requirement for the approval of public investments.		X	

DRM Component	Short-term (1-4 years)	Medium-term (4-8 years)	Long-term (8+ years)
<i>c. Risk Reduction (RR)</i>			
Prioritize sectors to allocate resources to disaster risk reduction activities that can be specifically identified through budgetary instruments/tools.	X		

DRM Component	Short-term (1-4 years)	Medium-term (4-8 ears)	Long-term (8+ years)
<i>d. Disaster Preparedness (DP)</i>			
Elaborate regulations to establish an inter-institutional organization at the national level for emergency and disaster preparedness and response, which summarize and expand the current NCCR's roles and functions.	X		
Officially establish a mechanism for crisis management at the highest national political level.	X		
Promote the explicit responsibility of the Districts, Resorts, Sectors/Ministries and Public Utility Companies to develop emergency plans, as well as other emergency preparedness initiatives (drills, training, etc.).		X	
Develop tools and mechanisms to carry out damage assessments and analysis guides in relation to emergency response and humanitarian assistance.	X		
Promote the integration of disaster preparedness functions and responsibilities into sectorial regulations.	X		
Prioritize sectors to allocate resources to disaster preparedness activities that can be monitored through budgetary instruments/tools and develop sectorial disaster contingency plans.	X		

DRM Component	Short-term (1-4 years)	Medium-term (4-8 ears)	Long-term (8+ years)
<i>e. Recovery Planning (RC)</i>			
Promote the inclusion of post-disaster recovery consideration in the DRM legal framework.	X		
Promote sectorial and public service legislation on recovery responsibilities and the obligation to develop recovery plans within the scope of their competencies.		X	
Promote the updating of regulations requiring the assessment, revision or updating of development plans and land-use plans in the aftermath of a disaster.		X	

DRM Component	Short-term (1-4 years)	Medium-term (4-8 ears)	Long-term (8+ years)
<i>f. Financial Protection (FP):</i>			
Assign the Ministry of Finance responsibility for developing risk retention and risk transfer strategies.	X		
Consider within DRM regulations the creation of a national disaster risk management fund to finance both emergency response and risk reduction activities.	X		
Assess the feasibility to contract contingent credit lines.	X		
Evaluate the establishment of mandatory insurance for critical public infrastructure.		X	
Develop an ex-ante financial protection mechanism for supporting the economic reactivation of the agricultural sector in the aftermath of a disaster.			X