

## TC Document

### I. Basic Information for TC

▪ Country/Region:	SURINAME
▪ TC Name:	Support to the Policing of Environmental Crimes in Suriname
▪ TC Number:	SU-T1186
▪ Team Leader/Members:	Wilks, Jason Malcolm (IFD/ICS) Team Leader; Jimenez Mosquera, Javier I. (LEG/SGO); Bueno Londono Daniela (IFD/ICS); Rojas Gonzalez, Sonia Amalia (IFD/ICS); Gonzalez Chacon Marianna Jose (IFD/ICS); Jackson, Moreno Randal (CCB/CSU); Angel Canarete Hugo Alberto (ITE/IPS)
▪ Taxonomy:	Client Support
▪ Operation Supported by the TC:	
▪ Date of TC Abstract authorization:	10 Jul 2024.
▪ Beneficiary:	Government of the Republic of Suriname
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding:	OC SDP Window 2 - Institutions(W2C)
▪ IDB Funding Requested:	US\$125,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	36 months
▪ Required start date:	November 2024
▪ Types of consultants:	Individual consultants
▪ Prepared by Unit:	IFD/ICS-Innovation in Citizen Services Division
▪ Unit of Disbursement Responsibility:	CCB/CSU-Country Office Suriname
▪ TC included in Country Strategy (y/n):	Yes
▪ TC included in CPD (y/n):	Yes
▪ Alignment to the IDB Group Institutional Strategy: Transforming for Scale and Impact (CA-631):	Institutional capacity and rule of law; Indigenous People; Afro-descendants; Persons with Disabilities; Environmental sustainability; Diversity

### II. Objectives and Justification of the TC

2.1 The objective of this Technical Cooperation (TC) is to support the Ministry of Justice and Police (JUSPOL) in developing effective policy and operational responses to environmental crimes perpetrated by transnational criminal organizations against the environment and vulnerable communities. This TC will support the Government of Suriname to design and use of innovative tools for improving intelligence-driven environmental policing and reduce incentives for civil servants to engage in corrupt activities related to the environment. The specific objectives of this TC are to: (i) strengthen state capacity to detect and interdict environmental crimes; and (ii) develop methodologies to sensitize key stakeholders on environmental crimes.

2.2 **Justification.** The gold mining sector is integral to the economy of Suriname, with an export value of approximately US\$2 billion per year that accounts for 74% of Suriname's total exports and between 10%-22% of annual government revenues/GDP in the form of corporate income taxes, royalties and dividends.<sup>1</sup> Although two large-scale gold

<sup>1</sup> [On the trail of illicit gold proceeds: strengthening the fight against illegal mining finances: Suriname's case.](#) OAS (2023); and [Gold in Suriname.](#) OECD (2024).

mines (LSMs) generate the majority of gold produced in Suriname, approximately 24,000 kilograms of gold per year, an active illegal gold mining sector exists. This illegal gold mining sector is estimated to be responsible for the annual extraction of gold to the value of US\$1.12 billion per year, using labor-intensive, low-technology techniques called Artisanal and Small-scale Goldmining (ASM).<sup>2 3 4</sup>

- 2.3 One of the main problems related to ASM is the illegal importation and use of mercury, which is a key chemical used by miners in the processing of their gold. This practice of using mercury for ASM, when left unrecovered, leads to the salinization of rivers and creeks, impacting not only the environment but also the health of nearby communities.<sup>5</sup> The illegal trade of mercury and gold has also created favorable conditions for organized crime groups to engage in smuggling and the bribing of public sector officials to facilitate the movement of mercury into the country and the exporting of gold through formal and informal trade routes. These groups are also known to bring gold to Suriname that is sourced from other Amazonian countries to be laundered and included in Suriname's official tallies for export.<sup>6</sup>
- 2.4 The negative effects of ASM disproportionately affect the communities that reside within hinterland areas where the practice takes place. Maroon communities, which are predominantly Afro-descendant, along with the Indigenous people's residing in these areas encounter issues of environmental degradation, often stemming from illegal mining in their ancestral lands, leading to loss of livelihoods and cultural heritage. These residents who often work in ASM and their families are also exposed to Hg vapor, and residents of nearby and downstream communities are consuming fish heavily contaminated with methylmercury.<sup>7</sup> The inability of residents in these communities to effectively advocate and seek remedial action for these environmental harms is further exacerbated by intersections with other socio-economic vulnerabilities which may often exclude them from decision-making processes at the community level such as gender and living with a disability.
- 2.5 Over the past six years, the Government of the Republic of Suriname initiated a series of reforms to regularize ASM and minimize its harmful socio-environmental impacts. Reform activities under the Ministry of Natural Resources (MNR), such as the Gold+ Project of the United Nations Development Program, seek to detect where illicit activities occur, map the supply chain for illegal gold to international markets and identify concomitant financial flows towards reducing the appeal and profitability of illicit trafficking of state resources. Additionally, the government has attempted to work directly with artisanal miners, under the condition that no weapons or mercury be used, and no poaching take place. However, these measures have been ineffective due to two related factors: (i) the limited supply of law enforcement capacity to address

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<sup>2</sup> Please see: [REDD+ Suriname](#).

<sup>3</sup> Please see [Ottenbros et al \(2019\)](#).

<sup>4</sup> Please see [2022 Extractive Industry Transparency Initiative Suriname Report](#).

<sup>5</sup> As noted in [Esdaile and Chalker \(2018\)](#), the health effects on the miners are dire, with inhaled mercury leading to neurological damage and other health issues. The communities near these mines are also affected due to mercury contamination of water and soil and subsequent accumulation in food staples, such as fish—a major source of dietary protein in many ASM regions. The risks to children are also substantial, with mercury emissions from ASM resulting in both physical and mental disabilities and compromised development.

<sup>6</sup> [Wagner and Hunter \(2020\)](#) and the 2022 Igarape Institute Report [Stolen Amazon: The Roots of Environmental Crimes in Five Countries](#).

<sup>7</sup> Please see [Mercury Exposure and Health Impacts among Individuals in the Artisanal and Small-Scale Gold Mining Community: A comprehensive Review \(2014\)](#).

environmental crimes; and (ii) the weak demand among key stakeholders for the rule of law to be applied in the environmental sector.

- 2.6 **Limited law enforcement capacity.** According to the 1971 Police Charter legislation (G.B. 1971 no. 70), the Korps Politie Suriname (KPS), the national police force, is responsible for the detection and investigation of criminal offenses, which includes illegal gold mining and pre-cursor offences such as illegal mercury importation. However, recent evaluations of law enforcement capacity building initiatives in Suriname commonly cite the inadequacy of geospatial surveillance data collection and analysis, a critical tool for detection in environmental policing efforts.<sup>8</sup> Geospatial surveillance data, which can be provided using satellite technology, can provide real-time insights and predictive models to inform decisions on how and where environmental policing assets can be deployed.<sup>9</sup> The country's policing agency, Korps Politie of Suriname (KPS), established an Environmental Crime Unit in April 2024 that would work directly with the Office of the Attorney General to investigate and support the prosecution of criminal activities related to the extractive sector. The Environmental Crime Unit is responsible for addressing violations related to forest management, environmental regulations, and wildlife protection including illegal logging, the smuggling of timber, and the illegal import and export of animals. The unit's mandate encompasses a broad range of activities aimed at preserving natural resources and biodiversity. Neither the KPS or the Office of the Attorney General, which both fall under the auspice of JUSPOL, currently have the digital infrastructure or skills required for effective surveillance capacity. However, the Department of Federal Police in Brazil (DPF) has presented a viable solution. The DPF wishes to create a shared satellite resource for all the countries in the Amazon to combat money laundering, terrorist financing, environmental crimes, slave labor, theft, risks and vulnerabilities associated with illegal gold extraction.<sup>10</sup> The resource could be a cost-effective alternative for the Surinamese government but taking advantage of this opportunity requires some prerequisite actions for developing their internal coordination systems and building the technical competencies of JUSPOL personnel to use the system.
- 2.7 **Weak demand among key stakeholders.** Whereas addressing the geospatial surveillance capabilities of JUSPOL personnel will aid in the state's capacity to identify instances and then deliver predefined sanctions for environmental crimes, such efforts will also require the engagement of the civil society, public servants and other key stakeholders to join monitoring efforts towards increasing the credibility of the threat that corrupt and illegal practices will be detected and punished. However, the current perceptions of pervasive corruption within the public service stymies anti-corruption initiatives. The 2022 World Justice Project on the Rule of Law Index found that almost two-thirds (63%) of Suriname citizens believe that "most or all people working in the National Assembly are corrupt," and approximately one in five respondents (18%) reported paying a bribe to a judge or magistrate during the previous 12 months, the highest rate among Caribbean countries surveyed.<sup>11</sup>
- 2.8 The Government of the Republic of Suriname has therefore sought the support of the IDB to address these deficits in capacity and information sharing by fostering a capacity building partnership with the DPF as complements to recent action taken to

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<sup>8</sup> [Purdy \(2010\)](#).

<sup>9</sup> Policy briefing Unlocking Data for A Better, Greener, Safer Future.

<sup>10</sup> [Plataforma BRASIL MAIS. Integrated and Safe Environment](#).

<sup>11</sup> [World Justice Project \(2022\). The Rule of Law in Suriname](#).

strengthen the institutional framework to directly address corruption, with the creation of Suriname Anti-Corruption Commission (SACC) in May 2023 for a 5-year term. This new anti-corruption authority is tasked with designing and implementing the country's anti-corruption strategy, ranging from assessing existing regulations to basic capacity building- efforts.<sup>12</sup> The Commission must also analyze the AntiCorruption Act with a view to adopting amendments to the anticorruption legal framework and devise a system for financial disclosures by senior government officials. SACC's efforts will be aided by a strong communication- strategy that enlists the support of key stakeholders and uses the most effective sensitization approaches for government officials who must be compliant with disclosure rules, given the local context.

- 2.9 **Strategic Alignment.** The TC is consistent with the IDB Group Institutional Strategy: Transforming for Scale and Impact (CA-631) and is aligned with the Strategic Objective "Addressing Climate Change" by improving the capacity of Amazonian states to collaborate in reducing illicit activities that harm the environment towards achieving zero deforestation in the Amazon. This TC also aligns with three areas of operational focus under the aforementioned strategy. First, on "Institutional Capacity, Rule of Law and Citizen Security", with its emphasis on improved policy and operation coordination among the JUSPOL implementing agencies providing law enforcement services to hinterland communities and their natural resources. Second, the TC contributes with the operational focus on "Sustainable, Resilient, and Inclusive Infrastructure with an Emphasis on Regional Integration", based on its support to the usage of a common digital platform for environmental monitoring that will be used by multiple countries in the Amazon region. Finally, the TC contributes with the operational focus on "Gender Equality and Inclusion of Diverse Population Groups", by promoting equal treatment and protection of Indigenous and Maroon communities who are vulnerable to victimization by transnational organized crime.
- 2.10 The program aligns with the Strategic Program for Development Financed with Ordinary Capital (GN-2819-14); and specifically, the priority area of "Effective, Efficient and Transparent Institutions" by: (i) strengthening the quality of law enforcement institutions and policies related to the environment towards improved public management; and (ii) leveraging digital tools and resources to promote more effective, efficient and transparent governments. The TC also adheres to the guiding principles for work in the transparency sector that are highlighted in the IDB Transparency and Integrity Sector Framework (GN-2981-2), as well as the fifth line of work to improve transparency in the extractive sector that is included in the IDB Extractive Industries Sector Framework Document (GN-3028-2); as the TC will prioritize effective communication by institutional actors by developing appropriate mechanisms to make adherence to integrity standards among stakeholders become clearer and better publicized on matters related to environmental law enforcement. Additionally, the capacity building envisioned for KPS personnel under this TC aligns with the IDB Citizen Security and Justice Sector Framework (GN-2771-12) and its second specific

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<sup>12</sup> Specifically, the Commission oversees prevention and early detection of abuses within state institutions, as well as reporting abuses and forwarding reports to the Attorney General. It is composed of seven members who are appointed, suspended and dismissed by the President. The members shall be independent experts, three of them are nominated to the President by the Central National Accountants Service, the Public Prosecution Office and the Tax Department. The other members must have expertise in one of the following areas: Information and Communication Technology (ICT), organizational science, financial control and auditing in the public sector and insight into the functioning of the public sector administration, the government organization and the related decision-making processes.

line of work to strengthen the effectiveness of police forces to prevent, address and solve crime.

- 2.11 The TC aligns with one area of the IDB 2021-2025 Group's Country Strategy for Suriname (GN-3065), namely: (i) Restoring Macroeconomic Stability and with Strategic objective 1.2 Improve digital government, through its use of digital public infrastructure to enhance the quality and delivery of law enforcement and environmental protection services. The TC is also consistent with the IDB ONE Caribbean Initiative (Partnering for Caribbean Development Framework) (GN-3201-5). Specifically, this TC will aim to promote safer communities, particularly in hinterland areas, which is a strategic objective under the Citizen Security pillar (ONE Safe Caribbean) of the ONE Caribbean initiative.
- 2.12 **Complementarity.** The Bank has established itself as a trusted partner for Suriname on digital transformation initiatives regarding citizen security and environmental protection, with this TC continuing a line of support in advancing the reforms for the effective surveillance of the country's territorial domain. The project complements support under the TC Support to State Asset Surveillance Management System ([ATN/OC-19767-SU](#)), with its efforts towards reducing illicit financial flows by improved environmental monitoring capabilities through the use of earth observation technology. The TC also has a similar aim as project Digital Catalysts for National Development ([ATN/JF-19603-SU](#)) with both seeking to develop digital solutions for natural resource management and the latter with a specific focus on tracking the movement of registered mining personnel. Furthermore, the TC will ensure law enforcement institutions keep pace with wider reform efforts under the investment operation Strengthening Spatial Planning and Environmental Management in Suriname ([5928/OC-SU](#)), with its objective to strengthen Suriname's spatial planning and environmental frameworks, regulations, and instruments; and increase the availability and use of data for environmental management.

### III. Description of activities/components and budget

- 3.1 **Component 1. Strengthen state capacity to detect and interdict environmental crimes (US\$55,000).** The Component seeks to foster a partnership between JUSPOL and DPF to share satellite resources for combating various crimes. Under this Component, the TC will finance advisory and capacity building services related to: (i) developing the appropriate operational management and coordination mechanisms within JUSPOL to facilitate partnership with the DPF; and (ii) delivering a series of customized training sessions to JUSPOL personnel to properly adapt and utilize the satellite data for law enforcement intelligence and investigations.
- 3.2 **Component 2. Develop methodologies to sensitize key stakeholders on environmental crimes (US\$70,000).** Component 2 aims to finance the following activities: (i) design of communication strategies for at least three transparency and integrity agencies for improved sharing of information and enlisting cooperation among key stakeholders. These stakeholders include state agencies such as the Ministry of Natural Resources, National Environmental Authority, Ministry of Spatial Planning and Environment and the Suriname Forest Service as well as civil society organizations such as the Foundation of Holders of Mining Rights. These strategies will evolve from workshops held with relevant personnel within these agencies to collaboratively design appropriate messages, stakeholder maps, communication mechanisms and action plans to improve public perceptions on transparency, with a focus on the environmental sector. By raising awareness and fostering a deeper understanding of

the impact and illegality of these crimes, these activities will provide information that will empower these stakeholders to act as both monitors and active partners regarding efforts to reduce environmental crimes. The design of the communication strategies must also ensure the sharing information with women, indigenous peoples, and persons with disabilities, among others, with due consideration of the type of information they need, how they access information, and the barriers they might face in doing so; and (ii) to conduct of an evaluation study to understand the impact of training and sensitization on compliance with income and asset declaration requirements among senior government officials. This involves a consultancy to design and execute an experimental or quasi-experimental study that randomly administers different sensitization approaches to selected groups of officials serving in the environmental sector, with baseline and post-treatment compliance data collected to assess the effectiveness of the various treatments.

- 3.3 **Expected Results.** The expected results of these initiatives encompass several critical areas. Firstly, the integration of satellite technology and collaborative efforts with the Brazilian Federal Police will lead to an improved capability within the Ministry personnel to conduct surveillance, monitor environmental offenses, gather actionable intelligence, and contribute to successful prosecutions of offenders, thereby enhancing overall environmental policing outcomes. Additionally, the implementation of data-driven insights to improve communication and sensitization to reduce involvement in environmental crimes will provide a comprehensive understanding of the effectiveness of sensitization and engagement initiatives, identify areas for improvement, and facilitate evidence-based decision-making to optimize environmental policing efforts and maximize outcomes, all while addressing corruption within this crucial field. The direct beneficiaries include approximately 20 law enforcement personnel tasked with implementing or supervising institutional reforms towards securing the country’s environmental heritage.
- 3.4 The total amount for this TC is US\$125,000 (non-reimbursable), which is to be financed with resources from the Ordinary Capital Strategic Development Programme (OC SDP Window 2 – Institutions (W2C)).

**Indicative Budget**

Activity/Component	Description	IDB/Fund Funding	Total Funding
<b>Component 1. Strengthen state capacity to detect and interdict environmental crimes</b>	<b>Create a fostering environment for the development of a partnership between JUSPOL and DPF</b>	<b>US\$55,000</b>	<b>US\$55,000</b>
Technical advisory services on operational mechanisms for environmental crime detection and interdiction	Technical report detailing the appropriate operational management and coordination mechanisms within JUSPOL to facilitate partnership with the Brazilian Federal Police including recommendations for sustainable models on environmental policing	US\$20,000	US\$20,000

Activity/Component	Description	IDB/Fund Funding	Total Funding
Capacity building sessions on use of satellite platform for ministry personnel	Delivery of a training program to strengthen capacity of JUSPOL personnel to collaborate with the Brazilian Federal Police towards improved information exchange, joint operational activities, and increased effectiveness in combating environmental crimes	US\$35,000	US\$35,000
<b>Component 2. Developing methodologies to sensitize key stakeholders on environmental crimes</b>	<b>Improve understanding and impact of training and sensitization on transparency efforts within the environmental sector</b>	<b>US\$70,000</b>	<b>US\$70,000</b>
Design of communication strategies for transparency and integrity agencies	Design of communication strategies for at least three (3) transparency and integrity agencies for improved sharing of information and enlisting cooperation among key stakeholders	\$35,000	\$35,000
Impact evaluation of sensitization efforts by the Suriname Anti-Corruption Commission	Conduct of an evaluative study on effectiveness of evidence-Informed methodologies to improve reporting and compliance behaviors within the environmental sector	US\$35,000	US\$35,000
<b>TOTAL</b>		<b>US\$125,000</b>	<b>US\$125,000</b>

#### IV. Executing agency and execution structure

- 4.1 As requested by the Government of the Republic of Suriname, the Executing Agency will be the Inter-American Development Bank (IDB) through the Innovation in Citizen Services Division (IFD/ICS), in accordance with the guidelines and requirements established in the Technical Cooperation Policy (GN-2470-2). The TC will be implemented over 36 months, with full disbursement expected over that same period. The project team is led by Jason Wilks (IFD/ICS), Senior Public Management Sector Specialist with responsibility for IFD/ICS projects in Suriname, who will supervise the overall TC components. The monitoring and supervision activities of this project will be the responsibility of the project team leader, who will implement, due to the nature of the proposed activities and objectives, a monitoring scheme for the execution of the TC, in accordance with the methodology for monitoring TCs under execution established in the document The Technical Cooperation Monitoring and Reporting System (OP-1385-4). Operational support will be provided by colleagues from the CCB/CSU Country Office.
- 4.2 In accordance with guidelines established in OP-619-4-Annex 2.2, the IDB will be responsible for the contracting of consultants due to the necessity for impartiality. The conduct of studies to identify sustainable models for environmental policing will

inherently require deliberations involving state and non-state actors with regards to the planning, implementation and oversight of these models. The importance of the IDB serving as an objective facilitator and source of information for these deliberations therefore warrants the institution taking sole responsibility for the selection of technical experts under this project. In so doing, the IDB will be supporting Suriname in contributing to an improved knowledge base on environmental monitoring in the Amazon region, situated at the nexus of key regional issues such as climate change, digital transformation and the fight against transnational crime.

- 4.3 **Procurement.** The activities to be executed under this operation will be included in the Procurement Plan and carried out in accordance with the Bank's established procurement methods, namely: (a) hiring of individual consultants, as established in the regulations AM-650; and (b) hiring of consulting firms for services of an intellectual nature; and hiring of logistics services and other services other than consulting, according to the policy GN-2303-33 and its associated guidelines.

## **V. Major issues**

- 5.1 The Bank will implement strategic measures to address two moderate risks. The first risk relates to technological dependence under Component 1, whereby the differences in maturity levels between the digital architecture in Brazil and Suriname may result in a reliance in the established systems and methodologies, resulting in asymmetries in information sharing. To address this risk, IDB will ensure that capacity building activities for JUSPOL personnel are structured to promote active engagement and synthesis of knowledge products, which result from the bi-directional flow of capacity and intelligence between the two countries. The second risk relates to both Components 1 and 2, the possibility of limited stakeholder engagement arising from public concerns with the credibility of state actions to improve transparency. This risk will be mitigated through the development of comprehensive stakeholder engagement plans for key anti-corruption agencies involving government agencies, local communities, NGOs, and international partners, fostering open communication and proactive addressing of concerns with the public.
- 5.2 **Intellectual Property Rights Arrangements.** All knowledge products derived from this Technical Cooperation will be the Bank's intellectual property.

## **VI. Exceptions to Bank policy**

- 6.1 This operation does not foresee any exceptions to Bank policy.

## **VII. Environmental and Social Aspects**

- 7.1 This Technical Cooperation is not intended to finance pre-feasibility or feasibility studies of specific investment projects or environmental and social studies associated with them; therefore, this TC does not have applicable requirements of the Bank's Environmental and Social Policy Framework (ESPF).

### **Required Annexes:**

[Request from the Client 30170.pdf](#)

[Results Matrix 55434.pdf](#)

[Terms of Reference 73395.pdf](#)

[Procurement Plan 11857.pdf](#)



