STATE OF CONSERVATION
OF THE HISTORIC INNER CITY OF PARAMARIBO WORLD HERITAGE SITE

MINISTRY OF EDUCATION AND COMMUNITY DEVELOPMENT
January 2014
ICOMOS ADVISORY MISSION

This report on the state of conservation of the Historic Inner City of Paramaribo World Heritage Site is the first to be submitted to the World Heritage Centre. The decision to bring the state of Conservation of Paramaribo to the World Heritage Committee has been suggested in the Report on the ICOMOS Advisory Mission to Paramaribo carried out from July 28th to August 1st, 2013, which was endorsed by the World Heritage Centre. The purpose of the Mission was to evaluate the state of conservation and review potential treats to the Outstanding Universal Value of the Historic Inner City of Paramaribo.

The main conclusion in the executive summary of the ICOMOS-report is, that “to date the property maintains the attributes for which it was inscribed on the World Heritage List. However, if urgent measurements are not taken the Inner City will fall into an irreversible decay or suffer significant transformations, which will lead to the progressive erosion of the attributes that warranted inscription of the property on the World Heritage List”.

For this reason, ICOMOS suggested 19 recommendations to be implemented by the State Party. In conformity of the mission’s recommendations the State Party was requested to develop an ‘Emergency Plan’ that will allow the implementation of urgent measures to address factors currently affecting the Historic Inner City of Paramaribo.

The report on the state of conservation of the Historic Inner City of Paramaribo will be examined by the World Heritage Committee at its 38th session in June 2014 in Qatar.
A. FACTORS AFFECTING THE PROPERTY IDENTIFIED IN THE ICOMOS ADVISORY MISSION REPORT
1. Vulnerability due to climate change and insufficient maintenance of especially valuable wooden constructions and elements;
2. Insufficient awareness on governmental levels and civil society on meaning of World Heritage and commitments to be made to preserve it;
3. General lack of understanding on the advantages of a wise conservation and use of the World Heritage Property in terms of sustainability;
4. Incomplete and unclear legal framework;
5. Too many entities deciding on the property without a clearly defined central authority, making it quite difficult to coordinate actions and to agree on a course of action;
6. Heritage entities and mainly SGES, as Management authority, have limited power and their staff and funds are insufficient to properly deal with their high responsibility;
7. Lack of a sound territorial and urban planning comprising the Historic Inner City;
8. There is an urban functional disproportion. Governmental offices and public services occupy a large stock of historic buildings, about a 70% while the amount of shops and residences is small;
9. The approved buffer zones do not cover all the areas that could better protect the property and also contain important heritage assets, for example, areas across the river;
10. Lack of conservation plans by stages including budgets;
11. Little or null contribution from powerful sectors for example Tourism or Industries;
12. Insufficient community involvement and education;
13. Lack of specialized conservation and heritage management courses and other modalities of learning at the universities and other levels;
14. Lack of an integral risk preparedness program.

B. OTHER CONSERVATION CONCERNS REPORTED REGARDING THE MANAGEMENT OF THE SITE
1. The Government has not granted the Monuments Committee or SGES (Site Management Authority) with enough Authority;
2. Apart from the lacking political and administrative powers, the management authority is insufficiently equipped with staff and other conditions to fully implement its role;
3. Legal provisions and guidelines are insufficient with regard to a sound management showing both omissions and dualities;
4. The institutional framework above the Site Management Authority is too complicated. The responsibilities are scattered among too many entities without a real central body to coordinate their activities;
5. There is not yet an official Master Plan for the Inner City and its Buffer Zones, complemented by detailed comprehensive technical regulations, legally enforced at the highest governmental level possible, considering in particular its World Heritage status;
6. Supervision of the Inner City is weak. Civil Supervisors are mostly focused on other matters and are not prepared for monitoring impacts on the historic built stock;
7. There are no systematic conservation plans in terms of time and their approved budgets at governmental levels. Funding is still quite insufficient;
8. There is a need for a broader and systematic research on the conservation of the town and its buildings, preservation of wooden architecture, effects of climate change, risk preparedness, economics of conservation, impacts of tourism, housing and social components and others;
9. Inventories and the large amount of information collected on the Inner City, its areas and buildings are not yet digitalized, as they should.
10. The Paramaribo Historic Inner City Management Plan 2011-2015 must be circulated and approved at Governmental levels in order to progressively implement it.

C. CONSERVATION ISSUES REPORTED IN THE MISSION’S ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

1. The unnecessary construction of a new Flags Square on the East side of the historic Independence Square, with relatively aggressive concrete elements;
2. The elimination of large portions of the grass on Independence Square modifying its green appearance and serene atmosphere. Important massive events are harmful for the maintenance of the area;
3. Growing tendencies to request permits to demolish historic buildings in order to build New;
4. There are some modern buildings which are a poor example of architecture where a very strong palette of colours was employed;
5. Expansion of an existent hotel close to Kerkplein (Church Square), radically increasing its height and width and producing a negative visual effect;
6. In some cases there is an employment of signs and advertisements with too strong colours;
7. The project regarding the rehabilitation of the ruins of Building 1790 on the Fort Zeelandia complex (part of the World Heritage property) and presented to the Mission, is not adequate. It is a transparent box enclosing the historic façade, which would then cause the façade to lose the protagonist role it deserves;
8. Heavy traffic circulating everywhere producing pollution and insecurity for pedestrian;
9. Lack of enough parking areas has promoted internal clearing of some blocks to provide space for this aim, most times altering original morphology of the blocks and the buildings;
10. An important sector of research and safeguarding insufficiently focused is that of the archaeological elements which can be found scattered in the Historic Inner City;
11. The only remaining historic canal of Paramaribo, the Sommelsdijckse Creek, has been neglected and there are no plans for its full maintenance and public use;
12. The redevelopment of the Waterfront, as the most attractive area of the property the project, was never consulted with heritage authorities and neither submitted on time to the World Heritage Centre according to Paragraph 172 of the Operational Guidelines. With regard to some of the concerns posed on the ICOMOS Technical Review: the Mission observed that:
   - Traffic on the area is still a difficult problem due to pollution and threats to pedestrians;
   - The Harbour Village project has not been started. It had just been an idea promoted by some private investors that never had a governmental approval according to officers of the Ministry of Public Works. Other problems seen on the waterfront were:
     - Lack of high quality cultural, commercial, residential or recreational functions;
     - The stalls and kiosks on this waterfront, though evidently light, do not have the necessary level of design for such an attractive context;
     - In general vegetation does not seem to have the best maintenance;
   - The urban furniture (walkways, benches, signs, lights, garbage cans, etc.) is not of the good quality such a place deserves.
CORRECTIVE MEASURES/ RESPONSE FROM THE STATE PARTY TO THE CONSERVATION CONCERNS MENTIONED IN THE REPORT ON THE ICOMOS ADVISORY MISSION

Factors affecting the property

**A1.** The Ministry of Public Works is planning to implement in 2015 a Maintenance Plan for all State owned buildings including the government stock of historical buildings. Also for new rehabilitation projects, architects will be requested to formulate maintenance plans for buildings.

Lack of incentives is in great part the cause for insufficient maintenance of monuments. There are no special tax incentives for monument owners and there are no special financial instruments such as a restoration fund or soft loans. The Monuments Commission together with SGES is presently preparing a proposal to establish a ‘Monuments Fund Suriname’. There already have been a few meetings with banks regarding their willingness to participate in this fund.

Another reason for the lack of maintenance is the phenomenon of undivided property ownership within the historic inner city and buffer zones causing monuments to deteriorate more and more.

**A2.** Monuments organization acknowledges the lack of awareness. Therefore several activities have been formulated in the Emergency Plan to increase the public awareness around the concept of world heritage of which the implementation of the UNESCO project ‘World Heritage in Young Hands’ the most important one is.

January 12th, 2014, SGES and the Monuments Commission organized a historic city tour for the Minister of Education and Commission to be informed about the management and conservation issues of the historic inner city.

**A4.** Proposals for the revision of the existing Monuments Act 2002 are being prepared by the Monuments Commission and SGES.

In the Emergency Plan proposals for tax reform (incorporate tax facilities for monuments owners) is marked as a priority action.

**A5/A6/B4.** In the Emergency Plan strengthening SGES with adequate staffing and budget is also an priority as well as providing SGES with legal tools for management of the Paramaribo World Heritage Site.

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1 This information was provided by the Director of Public Works in a meeting on January 13th, 2014 discussing the Emergency Plan.

2 A project proposal was already formulated in 2011 by a student/teacher of the Institute for Graduate Studies and Research of the Anton de Kom University of Suriname on behalf of SGES. In December 2014 a project proposal for the pre-phase (public awareness campaign) was sent to the Director of Culture with a request for funding.
Historic Inner City of Paramaribo (Suriname) (940 rev)

A8. Historically seen, the Central Government has always been strongly represented within the old city centre. It is one of the historical functions of the old town. Due to the increasing traffic and parking problems within the inner city causing congestion, more and more Governmental offices want to relocate out of the historic inner city. However, it is not that easy, since there are physical limitations (availability of land) and budget constraints to build new offices outside the historic city centre. So, there is willingness to relocate, but there are constraints.

To increase the residential function within the historic inner city and buffer zones

A9. As mentioned in the Management Plan, the existing buffer zones are not sufficient and should be extended. Buffer Zone I (Combé Area) should be extended to the North-West covering streets as Julianastraat, Prins Hendrikstraat, Koninginnestraat and Costerstraat. Buffer Zone II (19th Century urban expansion) should be extended to the South-West covering the Jodenbreestraat, Steenbakkerijstraat, Domineestraat, Maagdenstraat, part of the Waterfront and part of Dr. Sophie Redmonstraat.

Both proposed area extensions contain a number of protected monuments as well as not listed historical buildings.

A new, third buffer zone is proposed namely (part of) the Suriname River\(^3\) bordering the World Heritage Site and Buffer Zones.

A proposal for extension of the existing Buffer Zones One (I) and Two (II) and designating a Third (III) one has been studied on January 23, 2014 by both the Monuments Commission and SGES.

The extension of the buffer zones and designating a third one will have legal implementations. The State Resolution for the establishment of the Building Commission will have to be amended according to the proposed changes. The proposed modifications also have to be submitted to and approved by the World Heritage Committee.

A10. See B7.


A12. Several activities have been under taken to increase community involvement and education such as the Open Monuments Day (2011/2012), the publication of the Monuments Calendar 2014, the publication of a Monuments Guide of Paramaribo (2013, Philip Dikland). For 2014 several heritage articles will be written in the Government Section of the newspaper De Ware Tijd (DWT), an Open Monuments Day is planned for October 2014 and the publication of the Monuments Calendar 2015.

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\(^3\) The third buffer zone will be 50m from the riverbanks into the Suriname River.
In the Basic Education Improvement Program, short BEIP, ‘Art and Culture Heritage Education’ (Kunst en Cultuur Educatie, KCE) is incorporated into the curriculum. Through this program public awareness among children is stimulated at a very early age.

A13. In 2010 the Anton de Kom University of Suriname established the Faculty of Humaniora (Humanities). From October 1, 2013 a Bachelor’s Program in the field of History is one of the main disciplines, while a new Master’s Program is in preparation. As part of the 2013-2014 Prospectus a minor on ‘Heritage and Tourism’ will be offered as optional choice for second year’s students.

The Suriname Institute of Management Studies (SIMS) in cooperation with the Sojourner Douglass College from Maryland-USA, offer a Bachelor’s Program on ‘Hospitality and Tourism Management’. Students can graduate on cultural heritage tourism subjects4.

At the Poly Technic College (Institute for Higher Vocational Education) students in the field of Architecture are trained in architectural measure drawings of historical buildings as a key step for the documentation, restoration and preservation of monuments, historic buildings and contexts.

Other conservation concerns regarding management of the site

B1. As part of the Emergency Plan, the Council of Ministers is requested to provide SGES with legal tools for the management of the Paramaribo World Heritage Site.

B2. In the Emergency Plan strengthening the site management authority SGES with adequate staffing and budget is a priority as well as providing SGES with legal tool for management of the Paramaribo World Heritage Site.

B5. In the Emergency Plan the development of a Master Plan for the Paramaribo World Heritage Site and Buffer Zones is a short term priority.

B7. The private conservation company ‘Stadsherstel Suriname N.V.’ acquired in January two new dilapidated historical buildings which will be restored and re-used. The company now owns three historical buildings. The company is presently preparing a Master plan for the period 2014-2024, with the aim to acquire 10 new dilapidated historical buildings within 3 years (2014-2016) and 50 within 10 years time. The conservation approach of Stadsherstel has been mentioned as best practice in an UNESCO publication5. Conservation is financed by private investment capital and donor funding.

Besides the rehabilitation program of Stadsherstel the Ministry of Public Works (PW) yearly makes budget reservations for a selected number of state monuments. The State budget however is not sufficient to allow restorations of all state monuments. However, as stated in A1,

4 In 2013 Cieta Filemon graduated on the subject ‘Cultural Heritage Tourism in the Coronie District-Built Heritage in Coronie as a Sustainable Tourism Attraction’.

PW is planning to implement in 2015 a Maintenance Plan for all state buildings including the government stock of historical buildings.

To facilitate private monument-owners the Monuments Commission in cooperation with SGES is preparing the establishment of a restoration fund (see also A1). With the activities mentioned previously, the number of restored buildings will increase substantially.

B8. The Caribbean Network for Urban and Land Management (CNULM) in partnership with the American Planning Association (APA), and the International Council on Monuments and Sites (ICOMOS) is conducting a study on historic preservation in Paramaribo as part of an Organization of American State (OAS) funded project on historic preservation and world heritage sites in the Caribbean. The study is being conducted by Jeff Soule and Gregory Scruggs of APA. The report is presently being finished and will propose a model for walkability and sustainability for the Historic Inner City of Paramaribo.

Since 2004 there exist an academic cooperation between ‘Artesis Hogeschool’ of Antwerp at the one hand and the Anton de Kom University of Suriname, SGES and the Monuments Commission at the other hand. A number of studies have been conducted within the world heritage site:

- 2007: Building History of the St. Peter and Paul Cathedral, Leny Thiers;

Besides these studies several theses have been written on the cultural heritage of Paramaribo such as:

- Cultural Heritage of Paramaribo: Good for every one? A study on the appreciation for the conservation of the historic inner city, 2006, Maartje Rijkers;
- A Garden of Different Flowers - A Study on cultural heritage and national identity in Suriname, 2007, M. Veen & E. Veen;
- Paramaribo, City for a Sunday Dress? Study on the appreciation of inhabitants of Paramaribo and visitors from the Netherlands for Suriname’s heritage, 2009, R.M. Nagtegaal;

B9. Inventories on built heritage (including the Historic Inner City) are available at https://docs.google.com/folder/d/0B88mZFitv8emcjVfcG5hWFJOdWs/edit. This is a database
with historic information on some 400 estates and 300 sites in Paramaribo. The database is extended each year.

A database on heritage modeling with technical drawings of historical buildings is available at http://sketchup.google.com/3dwarehouse/search?q=suriname&styp=m&btnG=Search. The database contains some 20 detailed 3D-models of Surinamese heritage buildings in skp-format. KDV Architects maintains the database and coordinates the efforts of all participants.

SGES is presently implementing a GIS heritage project in cooperation with GISSAT, a private GIS-company. Inventories on brick water wells, ovens, statues and monuments will be available on line. The link http://www.gissat.com/gissat/sges/, gives an first impression of the GIS database which is under construction.

B10. The Paramaribo World Heritage Site Management Plan 2011-2015 as well as the Emergency Plan has been approved on January 28th, 2014 by the Council of Ministers.

Conservations issues in Mission’s assessment of SOC

C2. To allow the grass of the Independence Square to recover, the Office of the President has announced last year a temporarily stop (for about 1 year) for mass activities on the Independent Square. Other short term action measures mentioned in the Emergency Plan and yet to be taken are a complete ban on driving and parking on the Square and the establishment of event management guidelines for use of the Square.

C3. All requests for permits to demolish monuments are rejected.

C4./C5. A draft decision for the re-establishment of the Building Committee of Public Works is being prepared for the Council of Ministers. The Building Committee evaluates the designs of building plans for new structures within the World Heritage Site and adjacent buffer zones.

C6. By order of the Ministry of Public Works a consultant is preparing a policy document on regulating advertisement within the Inner City and the Paramaribo World Heritage Site (PWHS). The document is expected to come out any moment now.

C8/C9. Short term emergency measures mentioned in the Emergency Plan are the control of traffic within the PWHS, regulate parking and enforce strict traffic and parking codes, stimulate car parking, discourage parking within PWHS and study proposals and develop parking facilities outside PWHS.

C11. In 2007 the Ministry of Public Works and World Water Net (WWN) decided to cooperate on the drainage of Paramaribo. The Sommelsdijckse Kreek was chosen as a pilot project for integral rehabilitation. The works consisted of short term measures to eliminate the most severe problems and a more long term maintenance program. In February 2010 Public Works

6 This information was provided by the Director of Public Works during a meeting January 13th, 2014.
organized a workshop for relevant stakeholders to develop a vision and strategy for the rehabilitation of the Sommelsdijckse Kreek. The purpose of the workshop was not only to improve the drainage function of the Creek, but also to increase the appeal of the Creek and use it for other functions such as recreation and tourism. The Sommelsdijckse Kreek then could function as an example for the rehabilitation of other creeks in the city.

In 2010 Caroline Moore developed an Integrated Vision on the Sommelsdijckse Kreek\textsuperscript{7}, as part of her thesis Integrated Water Management at Wageningen University.

C12. The redevelopment of the Waterfront was consulted with heritage authorities, but in the final design stage. According to the Ministry of Public Works\textsuperscript{8} the original Dutch designed project of the redevelopment of the Waterfront can be sent to the dustbin. There will be a new design in which the heritage authorities will be consulted up front.

\footnotesize
\textsuperscript{7} De Kreek in Context, Krachtenveldanalyse op basis van discoursen in het stroomgebied van de Sommelsdijckse Kreek te Paramaribo, Caroline More, August 2010.

\textsuperscript{8} This information was provided during the ICOMOS mission during a meeting with the Director of Public Works and its staff.
2. OTHER CURRENT CONSERVATION ISSUES IDENTIFIED BY THE STATE PARTY
The construction along the Waterfront of a Monument for Victims (soldiers, police, rebels and civilians) of the Interior Struggle of Suriname (1986-1992). The location and design of this monument had not been discussed up front with heritage authorities and no building permit was granted. After the supporting base had been constructed, the work was stopped by the Ministry of Public Works. In a meeting in December 2013 at the Office of the Director of Culture, the Commission responsible for this national monument was informed that the location along the Waterfront was not suitable for erecting the monument and that is should be re-designed. Proper alternative locations will be sought. The original design of the monument is obelisk-like with a height of about 6-7m.

3. IN CONFORMITY WITH PARAGRAPH 172 OF THE OPERATIONAL GUIDELINES, PLEASE DESCRIBE ANY POTENTIAL MAJOR RESTORATIONS, ALTERATIONS AND/OR NEW CONSTRUCTION(S) WITHIN THE PROTECTED AREA AND ITS BUFFER ZONE AND/OR CORRIDORS THAT MIGHT BE ENVISAGED.

Reconstruction of the Parliaments building
- December 2013: Invitation to tender for a limited number of architects selected on the basis of a call for expressions of interest for:
  1. A design for a new Parliaments building on the present location bordering the Independence Square;
  2. The reconstruction of the old Parliaments building at Gravenstraat 2-4. In 1996 a fire destroyed this important historical building as well as the neighboring Ministries of General Affairs and Foreign Affairs.

Redevelopment of Waterfront
  1. Tender for the redevelopment of the Waterfront (Fort Zeelandia to Weigh House). Presently the selection of a civil engineering company is in the process of being finished.
  2. Tender for the redevelopment of the Waterfront (from the Weigh House to the Knuffelsgracht). This tender comprises design and build and will be held on February 10th, 2014.
EMERGENCY PLAN 2013 - 2014
FOR THE SAFEGUARD OF THE HISTORIC INNER CITY OF PARAMARIBO
UNESCO WORLD HERITAGE SITE (2002)

Presented by the Government of the Republic of Suriname
January 2014
Foreword

From July 28th to August 1st, 2013 an ICOMOS Advisory Mission was undertaken to the Historic Inner City of Paramaribo World Heritage Site. Its aim was among other things to evaluate the state of conservation of the Paramaribo World Heritage property and review potential threats to the Outstanding Universal Value of the property, which was inscribed on the World Heritage List in 2002.

The Mission Report was officially send to the Suriname Authorities on October 16th, 2013 requesting the development of an Emergency Plan that would allow the State Party to urgently address issues of concern affecting the World Heritage Property. The Plan is closely related to the ‘Paramaribo World Heritage Site Management Plan 2011-2015’.

On January 28th, 2014 the Emergency Plan was officially approved by the Council of Ministers.
EMERGENCY PLAN FOR THE SAFEGUARD OF THE HISTORIC INNER CITY OF PARAMARIBO, 2013-2014

Short term emergency measures

A  Management of the Paramaribo World Heritage Site, PWHS
   A2 Strengthen SGES with adequate staffing and budget  MINOV/CoM
   A3 Provide SGES with legal tools for management of the PWHS and communicate the legal position of SGES as Site Manager for the PWHS to all governemental levels, stakeholders and community  MINOV/CoM
   A4 Prepare an integral urban development plan as part of or supplement to the PWHS Heritage Site Management Plan 2011-2015  PW/MINOV

B  Conservation of PWHS
   B1 Re-establish Building Committee  PW
   B2 Regulate advertisement within Inner City and PWHS  PW/ILACO
   B3 Temporarily stop for 1 year for mass activities on Independent Square to allow grass to recover  PO/OG
   B4 Establish event management guidelines for use of Independence Square
   B5 Complete ban on driving and parking on the Square
   B6 Rehabilitation program by Stadsherstel Suriname N.V. (private funding)  SHS N.V.
   B7 Rehabilitation program of State-owned monuments (state funding)  PW/CoM

C  Public Awareness
   C1 Implement UNESCO project 'World Heritage in Young Hands'  SGES/SCOM
   C2 Organize yearly an Open Monuments Day  SGES/SHP
   C3 Publication Monuments Calendar 2014  SGES
   C4 Publication Monuments Calendar 2015  SGES
   C5 Organize educational programs and press campaigns in a systematical manner  MINOV
### Legal Framework

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<td><em>Revision of existing Monuments Act</em></td>
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<td><strong>D2</strong></td>
<td><em>Update legal instruments on heritage conservation and urban development focusing on addressing overlaps and omissions</em></td>
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### Traffic/Parking

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<td><strong>Traffic/Parking</strong></td>
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<td><em>Stimulate paid parking</em></td>
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<td><strong>E4</strong></td>
<td><em>Discourage parking within PWHS</em></td>
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<td><strong>E5</strong></td>
<td><em>Study proposals and develop parking facilities outside PWHS</em></td>
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### Urban Planning

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<td><strong>F1</strong></td>
<td><em>Develop a Master Plan for the PWHS and Buffer Zones (complemented by detailed comprehensive technical regulations legally enforced at highest level)</em></td>
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### Current Issues

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### Abbreviations:

- CoM = Council of Ministers
- SGES = Stichting Gebouwd Erfgoed Suriname
- SCOM = Stichting Criius Crisis Onderwijs Management
- PW = Ministry of Public Works
- ILACO = Consultant Engineering firm
- MINOV = Ministry of Education and Community Development
- MC = Monuments Committee
- TCT = Ministry of Transport, Communication and Tourism
- PD = Police Department
- PO = President’s Office
- SHS N.V. = Stadsherstel Suriname N.V
- SHP = Stichting Stadsherstel Paramaribo
- OG = Department of Public Green