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UITVOERINGSORGANISATIE STICHTING ONTWIKKELING NEDERLANDSE ANTILLEN

Aan Binnenlandse Zaken en Koninkrijkrelaties  
T.a.v. de heer J. Bandsma  
d.t.v. Vertegenwoordiging van Nederland in de  
Nederlandse Antillen  
Scharlooweg 55  
Alhier

Willemstad, 30 mei 2008

Ons kenmerk: Eindrapport van de evaluatie van het samenwerkings-  
programma Natuur en Milieu

Geachte heer Bandsma,

Bijgaand doe ik u het eindrapport van de evaluatie van het samenwerkingsprogramma Natuur en Milieu door het onderzoeksbureau DHV toekomen.

Deze evaluatie heeft plaatsgevonden in de maand januari 2008.

Met vriendelijke groet,



Frans Versteeg  
Directeur

18062008

# Nature and Environment as assets

## Evaluation of the NEPP 2004-2007

Evaluation report

USONA

February 2008

Final

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### Evaluation report

dossier : B4632.01.001

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## 1 SUMMARY

### **Nature and environment are crucial assets for sustained socio-economic development**

"The state of nature and environment in the Netherlands Antilles urges serious policy actions" indicates the Ministry of Public Health and Social Development of the Netherlands Antilles in its Nature and Environment Program 2004-2007 (NEPP). After the evaluation of that program in January 2008, we still underline this message. Before evaluating the contribution of the NEPP and the implementing agencies, we first focus on its aim: nature and environment themselves.

#### **Research questions and answers**

In Appendix A of this report a brief overview of the results of the Program is included. The research questions of the evaluation are answered (A1); The results based on the output indicators established in the policy plan are mentioned (A2); A financial overview gives insight in the way the money is spent.

Nature and environment are crucial to a sustained and shared economic growth of the island communities. There is little doubt that this growth depends almost exclusively on tourism. In the price competition with other Caribbean islands the importance of making costs for the protection of nature and environment is easily overlooked. Yet costly measures on the short term may be the only way into a positive spiral toward attracting a tourism that pays more and does less harm to nature and environment (which closes the circle). And also cheaper forms of tourism still depend on the opportunity of diving, hiking and visiting cultural heritage in a tidy and clean environment. Finally, such policies contribute to fairer distribution of wealth in the population. Spatial policies, linking economic development to social development, may contribute to affordable housing and well being of all parts of the population, which makes the islands more attractive to its own population and visitors alike. Sustainable energy and leakage prevention may reduce an expected significant increase of prices of energy and water.

#### **Action is in the good direction .....**

Island governments are aware of these assets and the need of action. Draft policies and legislation have been prepared and spatial plans are made ready for adoption and implementation. Basic waste collection is in place. Sewage, threatening the reefs, is increasingly collected, treated and reused. A particular promising initiative is the Dutch Caribbean Nature Alliance (DCNA). It is a foundation where organizations managing terrestrial and marine protected areas of all 6 islands of the Dutch Caribbean work together. On some of the islands, the continuity of these organizations is ensured by legislation which enables fee collection, on others not yet. DCNA has been capable of attracting significant international funding for management of these areas. Such cooperation provides benefits of scale in terms of knowledge (capacity is extremely scarce) and operational activities, like joint fund raising. Another area where such initiatives have been taken is waste management. The government of Sint Maarten is preparing to develop a waste incineration plant together with the French side (at present it has a landfill site which is almost full and which is in full sight of the main city). Also, the envisaged waste water plan for Curaçao and the waste action plan on Sint Eustatius are good examples of well prepared plans.

#### **..... but more is needed**

However, by and large this is insufficient. Draft policies and legislation are not yet actually adopted. There are no updated lists of protected species. Conservation areas are not all robustly safe from development. Without further action, waste collection and treatment will not be managed in such a way that the spiral is turned. In particular on Sint Maarten "tourism sprawl" is seriously affecting what's left of terrestrial and coastal nature. A voluntary initiative for sustainable tourism has faded. Examples where the island government prevents harmful development or requires foreign investors to take wider responsibility are

rare. A notable exception is the refusal of a development application in the only remaining terrestrial heritage site on Sint Maarten. Yet, this misses a sound base in policy and legislation. Those citizens willing to address harmful developments (like urban development in sensitive places) usually have no legal basis to object. Exceptionally, a development in a protected site under the Ramsar convention has been turned through intervention of the governor of the Netherlands Antilles. The waste incineration plant Sint Maarten is planning might serve a function for other islands as well to a mutual benefit, but there is little inter-island communication about such opportunities.

More information about the state of nature and environment is necessary for well-underpinned policy making, and in this respect there are some positive points, like the application of EIA in Sint Maarten and the envisaged strategic EIA for the development of Bonaire. However, doing further studies should not be a reason for postponing the adoption of draft policies and legislation. It is our impression that in many cases sufficient basis for such decisions is available, in particular in relation to the urgency. However, the sense of urgency is not always widely shared, which to a large degree may be caused by ignorance of opportunities in the population, and therefore in the government. To get the wheel turning therefore in some sense is a chicken-and-egg dilemma, which can be broken through education and publicity.

#### **They key role of NGOs**

NGOs dispose of unique expertise which helps public and private actors on the islands to take their responsibility. As in each modern country, NGOs also have a crucial function as a counterweight to short-term decision-making aimed at partial interests. They are able to keep the government sharp in linking ad hoc decision-making to the larger picture and the long term. Such NGOs active in the Dutch Antilles (usually on several islands) are among others the park managers, a recent initiative to group of individuals working in industrial enterprises aiming at sound environmental management, an NGO concerned with sustainable energy, as well as more activist NGOs. Semi-private enterprises, like Selikor (Curaçao's waste management service) sometimes have a similar function. Yet, available resources to these key players are usually limited and highly dependent on international funding. The interests they represent are not economically strong enough to provide domestic funding.

#### **The NEPP and the role of the government**

The Netherlands Antilles have implemented the NEPP in the past years to address the issues above. They have successfully assisted the island authorities to prepare draft policy and legislation, but the island authorities (who are autonomous in most areas, including nature and environment) have failed to adopt the proposals. Therefore nature and environment don't cash in on most priorities of the NEPP and the efforts done under it. Available Dutch funding has been used to build capacity on the islands, but the available funding has not been exhausted by far (only 2.7 million NAF of the total funding of 3.5 million NAF). This missing of an opportunity was primarily due to a lack of available capacity in the government of the Netherlands Antilles to define and implement projects and stimulate the (mostly autonomous) island governments to adopt policy and legislation. This concerns in particular the number of professionals actively assigned to this task.

The following conclusions can be drawn about the implementation of the NEPP:

- **The environmental department has made significant contributions.** Notwithstanding the above, it has been important that a body overarching different islands was there to coordinate the NEPP. Within the constraints mentioned, and given the small size of the islands, the role of the Central Government, in particular the environmental department (MINA) of the Ministry of Public Health and Social Development MINA, has been valuable. MINA has contributed to the awareness on the islands by assisting the governments and NGOs who are willing to take responsibility. It also has its own regulating functions, in particular in relation to the international

conventions and treaties to which the Dutch Kingdom has subscribed (these are related to protection of species and areas, as well as prevention of pollution and waste management). Their role is appreciated by those concerned for nature and environment on the islands, people in the government as well as in NGOs.

- **The NEPP funds were not exhausted.** The past three years, MINA has been able to use funds available from the Dutch government under the NEPP; i.e. almost 2.7 million NAF. These funds could be spent on a range of activities, like development of draft policies and regulations, assisting islands with the development of their own policies and regulations (e.g. cost benefit analysis for the oil refinery on Curaçao), supporting stakeholder networks, in particular those operating on different islands, mapping of nature and environment, education, and fostering civil society organizations by means of dedicated funds for small grants. The three active professionals in MINA have been able to prepare a significant number of largely effective projects, as respondents indicate, taking the limited capacities on the islands into consideration. For example, they have played a key role in establishing the DCNA and its funding, have contributed to base studies, exchange of knowledge in the area of waste management, and education. The small grants funds have been valuable to the emergence and continuation of small NGOs.
- **Cooperation between the Dutch government and the Central Government a driver.** MINA worked together with USONA, which managed the Dutch financial side. USONA is a technical organization, which is not supposed to make policies: before USONA had been erected, project formulation had been difficult because political approval often was delayed. The past few years, thanks to USONA, the cooperation has become a success in providing a basis for capacity and institutional building and information gathering. The Dutch aid has brought MINA in a position where they otherwise not would have been. On the other hand, several respondents indicate that the Dutch role could be enhanced if there were a clearer Dutch vision about minimal requirements in terms of government implementation on the islands. The Central Government had little legislative powers on island level. Island governments had little external incentive to make clear choices and stick to these.
- **The Dutch role.** Since the NEPP is mainly financed by Dutch assistance, it might have been legitimate for the Dutch to require effective use of this funding, including adoption of regulations. USONA was not the appropriate body for such a role, but to this end it possibly may have worked closer together with the departments in The Hague. The fact that NEPP was part of the larger Sustainable Economic Development (SED) fund did not seem to have contributed to more integration of nature and environment policies on the islands. The NEPP funds went straight to MINA and its recipients, who did their best to integrate with other policy fields.

#### **Governmental reform is an opportunity**

At the time of this evaluation, governmental reform is prepared by the Dutch Ministry of Interior and Kingdom Relations. There is less attention for updating current policies and organizations.

The discontinuation of the Central Government is an opportunity to develop a direct relationship between the Dutch government and the island governments. Yet, many functions of the Central Government are unlikely to be fully taken over by the islands. Such functions may also be fulfilled by cooperation between the respective services on the islands, which may be assisted by a joint technical body. DCNA is an NGO-counterpart, focusing on nature conservation. A comparable organization for environment is a possibility, where privatized waste companies might cooperate. Certain functions where inter-island cooperation seems essential to pool scarce resources are however not possible to delegate to NGOs. This includes the representation in international conventions. Dutch assistance to joint bodies for sustainable economic cooperation, which the islands would be advised to include economic assets like nature, may help islands



to cooperate and agree on fair distribution of available funds and reasonable compliance levels, taking local circumstances into consideration.

In general, at this moment all islands are missing significant environment-related opportunities for economic development and poverty reduction on the long term. A lot of work is done, but synergy lacks. In the international competition for foreign investment this may turn out to be a crucial factor. A spiral toward an economy that remains vital on the long term depends on affordable measures where the private sector may take initiatives and implement change, but the public sector has the key which includes clear and consistent strategic decision-making and providing instrumental conditions.

#### **The short term future of Dutch assistance**

For each entity of the Netherlands Antilles a policy agenda for social and economic measures will be established for assistance in the period 2008 - 2010<sup>1</sup>. This social economic initiative (SEI) should guarantee proper financial and economic foundations for a sustainable future. Nature and environment measures deliver a major contribution to this future and should not lose out for short term priorities of actions. However, we think the island authorities developing the SEI's may not in all cases be ready to consider nature and environment issues on par with partial economic short term interests. For example, the small grants for nature and environment will not be continued and nature and environmental education may not automatically be included. Also, the island governments are not likely to have the capacity to implement certain important international conventions and develop effective legislation without dedicated assistance. If the Dutch government desires to stimulate sustainable development, other forms of assistance may be necessary. The tension between short term economic decisions and long term economic decisions which depend on nature and environment, needs to be organized.

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<sup>1</sup> As agreed in the "Hoofdlijnenakkoord" of November 2005.

## 2 INTRODUCTION

### 2.1 Background

To face current problems of the Dutch Antilles, the Dutch Government and the Central and Island Government departments decided to cooperate, respecting their autonomous position within the Kingdom. One of the three regular cooperation programs is "Sustainable Economic Development" (SED). This program contains the initiatives of the Central Government and the Island territories to reach the objectives and results mentioned in the program.

The program contains two National and five Island Programs. To streamline the implementation of the SED, including projects under these NEPP-themes by the MINA -department of the Ministry of Public Health and Social Development (VSO), also called Directorate of Public Health, of the Central government of the Netherlands Antilles, USONA has been established. At the end of 2007, all nature and environment policy activities, as financed by USONA over the past 3 years, were at the end of their planning period. A systematic and objective evaluation of the Nature & Environment Policy Plan Netherlands Antilles 2004 – 2007 (NEPP) was needed. This independent evaluation has been done by DHV consultants from The Netherlands under contract with USONA. It is complementary to an earlier evaluation of the SED by BGSi (BGSi, 2007). It focuses on the policies for nature and environment in the Dutch Antilles general, and assesses in broad lines the contribution of Dutch assistance, looking ahead to the future of both, under an uncertain situation of government reform.

We would like to thank all the organizations that are involved in this evaluation and helped us collecting all relevant information. Respondents are identified in the appendix.

### 2.2 Focus of the evaluation

The main research questions are:

1. To what extent are the objectives of the NEPP achieved / likely to be achieved?
2. Regarding to goal achievement, in which way is the cooperation among organizations and institutions realized?
3. To which extent are the nature and environment organizations served by the program in terms of implemented projects and honored requests?

### 2.3 Study design

To answer the above questions, a detailed approach was agreed with MINA and USONA. This involved desk study, interviews on all islands and analysis. The analysis is based on our independent views, which have been mainly based on the interviews and final meetings with MINA and USONA, and considers the DAC-criteria<sup>2</sup> as requested in the Terms of Reference (ToR) and recommendations for the future of nature and environment policy in the Dutch Antilles. This includes, in short, the effectiveness and efficiency of the NEPP, and aspects of process (cooperation) and organization (roles tasks, competencies). Effectiveness and efficiency are derived from input (effort), throughput (policy, rules and legislation), output (standards, target levels, public awareness) and outcome (better use of the environment). Since outcome emerges only with considerable delay, this often has to be based on interviews and professional judgment. The interviews and meetings with MINA and USONA (as well as the representation of The Netherlands on the

<sup>2</sup> The DAC Principles for the Evaluation of Development Assistance, OECD (1991),

Antilles) have been done in the second week of January 2008. The total time spent on this evaluation has been 14 working days, which has set practical limitations to the level of detail in information gathering and analysis.

The table below contains a brief summary of the different activities undertaken in this evaluation. The interviewed organizations and persons are indicated in the appendix. For a more detailed description of the study design we refer to DHV's initial proposal of 1<sup>st</sup> November 2007 and the study design of the evaluation, 20<sup>th</sup> December 2007.

Desk study	Field Visit	Analysis and Reporting
<ul style="list-style-type: none"> <li>• Study relevant documents (see Appendix)</li> <li>• Analyze stakeholders and select relevant organizations and groups to interview</li> <li>• Set up study design and interviewguide</li> <li>• Start-up briefings USONA, VOMIL and BZK</li> <li>• Plan interviews with respondents</li> </ul>	<ul style="list-style-type: none"> <li>• Organize and do interviews</li> <li>• Discuss first raw data</li> <li>• Start up reporting</li> </ul>	<ul style="list-style-type: none"> <li>• Analyze the data collected Set up draft report</li> <li>• Discuss draft report (USONA and contact officers of the country and the Ministry of Interior and Kingdom Relations</li> <li>• Discuss the recommendations with the contact officers</li> <li>• Make the report final (with all the adjustments)</li> <li>• Outtake</li> </ul>

## 2.4 Link to the current governmental reform

The purpose of any evaluation is to learn valuable lessons for the future. In this case, we had the opportunity to relate these lessons to an ongoing reform of the governance system of the Dutch Antilles. It is envisaged that as of 15 December 2008, the central government of the Netherlands Antilles will cease to exist. Sint Maarten and Curaçao will become more independent, comparable with the current status of Aruba. Bonaire, Saba and Sint Eustatius will obtain a status that is comparable with Dutch municipalities (however, they will not need to implement all European Union and Dutch legislation). For all Dutch Antilles, the Dutch ministry of the interior will remain responsible for coordinating financial assistance. The current structure of the assistance (which includes the NEPP) will be terminated. Until 2010, each island will receive assistance on the basis of a Socio Economic Initiative (SEI), which they are currently drawing up, and which may include initiatives related to environment and nature.

With a view to these changes, detailed lessons for improvement of the NEPP itself and its current implementation structure are less relevant. Therefore, the lessons have been generalized to a level where they are useful for any future structure of policies for nature and environment by the island governments, and any structure of assistance by The Netherlands. It focuses on the main opportunities for nature and environment, and considers the question who may take action.

The further structure of this report leads to answers asked in the Terms of Reference.

### 3 POLICY FRAMEWORK NATURE AND ENVIRONMENT 2004-2007

#### 3.1 Introduction

The Nature and Environment Policy Plan 2004-2007 (NEPP) is the subject of this evaluation. Therefore we provide a quick overview of its contents.

#### 3.2 Strategic and operational objectives of the program

The NEPP indicates that there are serious threats to nature and environment quality on the Antilles, which endanger the quality of life and on the long term economic growth. There was sufficient information available to identify the following priority themes:

- waste and waste water
- oil refinery, oil transshipment and the environment
- sustainable tourism development
- nature conservation
- increasing public support for environmental care and nature conservation
- sustainable energy

It was envisaged that a National Environmental Exploration of the State of the Environment was needed to produce more precise effect indicators for the NEPP. The other operational objective was to implement projects that contribute to the objectives of this program.

#### 3.3 Instruments and activities

A budget of 11.2 million NAF was reserved for implementation of the projects; of which the Central Government provided 1.5 million, and donor funds provided 9.7 million. The donor fund was part of a larger program for Dutch development cooperation with the Antilles, the Sustainable Economic Development (SED), which earmarked part of its budget. For each of the priority themes, the NEPP identified specific output indicators to which activities should contribute, to which end projects could be formulated. These activities were of the following types:

- development of draft policies and regulations and promoting compliance
- assist islands with the development of their own policies and regulations (e.g. cost benefit analysis for the oil refinery on Curaçao)
- develop stakeholder networks to raise awareness of needs
- support network organizations, in particular those operating on different islands (e.g. AMUST in waste management; NACRI in protection of coral reefs)
- capacity building
- mapping (e.g. of biodiversity, sensitivity and contamination)
- support existing expertise (e.g. in private organizations like FAPE and at universities)
- institution building (e.g. a trust fund for the Dutch Caribbean Nature Alliance (DCNA))
- education on schools
- fostering civil society organizations by means of dedicated funds for small grants (KNAP for nature and MINA for environment, co-financed by the Dutch VROM and LNV respectively)

Detailed budget estimates for such activities have been indicated in table 8.6 of the NEPP (schedule of activities). The cost indications only include direct costs, i.e. not including salaries and overhead costs of the Directorate of Public Health (in particular MINA).

### 3.4 Relevant organizations and target groups

The Central Government's responsible department (4 persons in the so-called MINA-department) would define and implement projects in close cooperation with others:

- A prime target group of the NEPP were the island authorities. Legally, the Central Government has limited direct powers for the protection of nature and environment<sup>3</sup> (except in specific case, like the protection of wetlands under the Ramsar convention). Therefore, national policies, adopted by the Central Government, still would have to be implemented by the islands before becoming binding to citizens and enterprises.
- Other Central Government departments, responsible for developing their own policies related to sustainable development.
- NGO's, private nature conservation organizations, the educational sector, the media, and neighborhood organizations are all active on the islands.
- Specific economic sectors, like energy, tourism and fisheries
- Related Dutch ministries, for example in relation to international conventions.

Limited available capacity on the Antilles, the limited availability of qualified professionals, was seen as serious threat.

### 3.5 Conditions for projects

Except the upper limits of projects funded by the KNAP and MINA funds, as well as total budget estimates for activities per priority theme, there were little predefined conditions. Projects had to be specified in advance, arguing their anticipated effectiveness in terms of the NEPP priorities. The Dutch funds were administered by the USONA implementation office, which in practice required the application of the logical framework approach, fixing clear effect indicators for each project.

### 3.6 Cooperation structure

In the NEPP it was advised that the previously existing procedures would be continued. In practice this was taken up by the USONA office, which had been erected to reduce under-usage of several available funds, including SED, to reduce bureaucracy, and to depoliticize the formulation of projects. USONA has been evaluated in 2007 by 'Evaluatiegroep Overheid en Bedrijf NV'. Annual activity plans for implementing the NEPP would be made, under which specific activities are defined.

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<sup>3</sup> Only when an (international) convention or a central government ordinance is violated, the Central Government can come into action. In practice, this happens rarely.

## 4 RESULTS OF THE PROGRAMME

Hereafter we first present general results, after which we provide details about themes and activities according to the structure provided in table 8.6 of the NEPP (schedule of activities).

### 4.1 General results

There are no indications that the strategic objectives of the NEPP have lost any of their urgency and adequacy. The past few years have shown an increase in the effectiveness of Dutch aid aimed at nature and environment. A significant number of projects have been implemented. These projects have contributed to a continuation and strengthening of knowledge about nature and environment and wider awareness.

The effect on visible changes in nature and the environment, however, is indirect and this is necessarily so since knowledge and awareness should contribute to changes in policy and legislation that are implemented under a much wider regime. This includes political will and other kinds of funding.

Respondents give a mixed picture of effectiveness of the NEPP in terms of the improvement of nature and environment. Whereas with the available means a lot has been achieved, considerable risk remains. This includes the actual adoption of policies and regulations by the island government, and adoption of sustainable policies by private target groups. On the other hand, the available budget has only partially been used, which is partly a missed opportunity, and partly the true problem is not as much available funding but implementation capacity.

### 4.2 Waste management

Waste is in most cases efficiently collected and disposed on all islands. However, there is still a lot of littering and the processing of waste is limited to landfilling, on some islands leading to considerable nuisance and pollution. There is hardly any separate collection, and hazardous waste is not processed according to international standards. MINA has supported consultancy work and (draft) legislation with a modular set-up, which islands can implement (although more island-specific elaboration may be necessary). MINA has facilitated the exchange of knowledge between the directors of the island waste management organizations (AMUST<sup>4</sup>). However, there is little visible progress. On most islands, the available space for landfilling is quickly diminishing. There should be considerable potential for developing of joint facilities (transporting waste or sharing processing equipment between islands). However, there seems to be no serious process to develop such facilities. There has been a discussion about a joint car crusher, but no agreement could be reached about the sharing of costs.

The specific situation of waste management per island is as follows.

#### Curaçao

As MINA has facilitated the exchange of knowledge, an agreement is made that all islands will join where possible to face common and similar waste problems. One of these similar problems is collecting and processing hazardous waste. Curaçao therefore made an inventory of the hazardous waste, which

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<sup>4</sup> The primary aim of AMUST is to reduce the amount of waste, by prevention, reuse or recycling and adequate final disposal. In practice, the priority is mainly restricted to operational problems (waste collection and litter).

knowledge has never been shared with the other islands due to lack of capacity. Hazardous waste still remains a serious risk for nature and environment.

Selikor<sup>5</sup> is an important stakeholder concerning waste management on Curaçao. They fulfill an active role in research (also for other islands), formulate waste policy (first and second waste material plan) and also operate and evaluate the waste management. Many of these roles should be done by the environment department of the island, which suffers a lack of capacity. Selikor owns an incinerator<sup>6</sup> and offered the other islands to use this for processing their hazardous waste. None of the islands have shown interest so far, except Aruba.

#### **Saba**

The Government of Saba recently agreed on a "Waste action plan 2007"<sup>7</sup>. By well defining the steps per waste stream to be taken, this plan should lead to a better management of the landfill (reduction of waste volumes), separate collection and education and limitation of the future amount of waste by recycling and export. Funding for this plan is included in the SEI for Saba. Implementation of the plan seems to be the next step and therefore a project manager is needed.

#### **Sint Eustatius**

On Sint Eustatius the space for landfilling is quickly diminishing, or already widely thought unacceptable. The run off of waste already caused serious water pollution once in the past and the same risk is now foreseen in the near future. The landfill also leads to considerable nuisance and pollution.

Selikor, Curaçao's waste management service, took an inventory for both Saba and Sint Eustatius and wrote a waste material plan that was determined by the Island government. There is no visible progress at this moment on the recommendations made. The collection of waste is not properly managed and there are no measures planned to optimize the waste processing. There is a lack of money to find a sustainable solution.

#### **Sint Maarten**

St Maarten dumps its waste in a salt pan well in sight of its main town. Citizens consider this an unacceptable situation. Respondents indicate Sint Maarten is negotiating with the French side about a joint incineration plant. Other islands indicate that there has been no study of joining efforts with them as well.

### **4.3 Wastewater management**

There is no adequate disposal and treatment of waste water on all islands, although this was one of the primary aims as set in the NEPP 2004-2007. Main issue is lack of willingness to invest, because of the enormous investments necessary for construction and maintenance<sup>8</sup>.

The consequences of polluted run off, damaging the coral reefs that are extremely sensitive for nutrients and pollution, will become more serious in the near future. MINA has facilitated the island governments to

<sup>5</sup> Selikor was privatized 10 years ago. It used to be the sanitation department of the department of public works (D.O.W.). The island government still owns the shares.

<sup>6</sup> This incinerator has only limited capacity and is used for example for hazardous waste.

<sup>7</sup> This action plan is based on an examination of the actual situation, available reports, interviews with stakeholders and comparison with the neighboring islands (Sint Maarten en Sint Eustatius).

<sup>8</sup> EU funding is still arranged by the central government, the department of development cooperation.

set up a model island ordinance for waste water management, but so far none of the island has approved or implemented this ordinance. All islands meet financial limits to develop not only legislation and standards, but also the capacity to enforce these. Respondents indicate that attention should be paid to prevention of waste water pollution. Creating public awareness and set up education about the consequences are main keys. Besides, a main issue should be sharing the knowledge and capacity building how to develop facilities for adequate disposal and treatment of waste water. A lot of knowledge is already present on Curaçao from the past, which all islands can benefit from.

The specific situation of waste water management per island is as follows.

#### **Bonaire**

Bonaire starts to build a sewerage system, funded by Dutch and EU funds. This will be a major improvement for the disposal and treatment of waste water on the island. After this system is realized, the coral will be saved from further pollution by nutrients. This is important, because marine tourism is the only source of revenues and crucial for further economic development. The model ordinance waste water is to be implemented in the near future.

#### **Saba**

Waste water management is not a primary aim concerning nature and environment on Saba. The risk of damaging the reefs by run off from waste water is nevertheless present. The model ordinance waste water is not yet implemented.

#### **Curaçao**

The department of public works (D.O.W.) has developed a Terms of reference for a "Water plan Curaçao", to develop integral and sustainable water management on Curaçao. USONA funded this development. All relevant stakeholders and target groups are involved in this process, nature and environment included (VOMIL, CARMABI, LVV). Curaçao is the only island that has a sewerage system, although limited (a part of Willemstad). The waste water is mostly purified in two treatment plants and used for irrigation. The use of sewage pits and septic tanks is also widespread, but is less risk for nature and environment. There is no waste water tax on Curaçao.

#### **Sint Eustatius**

Based on the interviews, possible damage to the marine park by run off waste water is an important but less urgent risk. On the other hand, the only beach on Sint Eustatius where sea turtles return to land in order to lay their eggs, is threatened by digging of sand for construction purposes and run-off from the landfill. Another potential threat is the possible development of a golf course on the Northern Hills of Sint Eustatius. If the original vegetation will be removed, there is a serious risk of 'run off' and from that damage to the reefs. The model ordinance waste water is not yet implemented.

#### **Sint Maarten**

Sint Maarten has implemented an ordinance for waste water. The infrastructure as well as this ordinance is limited.

## **4.4 Oil and environment**

Oil and environment, a priority theme of the NEPP, has received some attention. The oil terminal on Sint Eustatius was a great risk for nature and environment in the past. Thanks to international pressure



security actions of the new owner were taken; thanks to an advice from the DCMR<sup>9</sup> about a nuisance permit and the public interest in general, the management of the plant has improved well. There are no oil spills for the last four years and the escalation procedures are well defined in cooperation with the local stakeholders. The anchoring of the tankers before being processed in the oil terminal is however an urgent risk. The reef is damaged and no fees are paid.

However, the oil refinery on Curaçao remains a major unresolved issue. The central government decided that this should not be a task of MINA. One action planned (and supported by the Island government) was a cost-benefit analysis into the economic value of the oil refinery. This analyses has started, but was never finished. There is a public awareness on Curaçao that the refinery, including her power plant, causes serious problems for public health, air and odor pollution. A judge decided recently that the refinery has to prove that its meets current standards for air and sound pollution and if not, what the costs will be to meet these standards. Over the last 10 years, MINA has succeeded to develop a proposal for environmental standards, which have not been approved yet by the central government not the island governments. These standards could be helpful to determine a bottom line concerning environmental issues. Transparency about risks for nature and environment is necessary.

#### 4.5 Sustainable tourism

Sustainable tourism has been identified as priority theme of the NEPP, but it was difficult to get the tourism sector actively involved. The Dutch tourism association ANWB has done a project that would have served as an example, but this initiative faded away. One of the explanations mentioned was that the tourism sector is fiercely competing. A breakthrough may depend on the willingness of the international travel sector to promote sustainable tourism. However, at the same time it is necessary to have a clear definition of sustainable tourism, so that enterprises can use this as their competitive advantage. This issue is quite complex, and perhaps cannot be addressed on the Antilles alone, and it cannot be launched by the government on its own. Patience is needed to develop international networks in the tourism branch, and as the ANWB project hardly paid off, it is understandable that MINA used its resources differently. However, there were still some minor successes under the KNAP / MINA funds. Also, the hotel sector sometimes takes sustainable initiatives with the island government, like in the case of the development of a sewer system in Kralendijk (Bonaire); here European Union funding has been applied.

#### 4.6 Biodiversity conservation and management

In the past years significant steps toward sound management of biodiversity have been made. Development of a biodiversity database, but even more important, the cooperation between park managers in DCNA are prerequisites for conservation. DCNA has the objective "to safeguard the biodiversity and promote the sustainable management of the natural resources of the islands of the Dutch Caribbean by) supporting and assisting protected area management organizations and nature conservation activities and fundraising and securing long term sources of financing".

DCNA makes park management less dependent on the willingness of the tourism sector, which often suffers severe competition, to contribute. Available data is important to determine the appropriate status in terms of international treaties and island laws on protection of areas and species, as well as management efforts. A major step which is expected to be made in the near future is the protection of Saba bank under international law; there are indications this is an area of the highest biodiversity. Here MINA works together with the competent Dutch ministry (VenW). Large oil ships use the Saba bank as anchorage, as

<sup>9</sup> DCMR = Dienst Centraal Milieubeheer Rijnmond

they wait to turn into the oil terminal of Sint Eustatius, probably doing considerable harm to the reef. At present there is no legal ground to prevent this, and little capacity for enforcement of any rules. Other threats to nature are the seepage of polluted (ground) water to coral reefs, mining of sand and development of artificial beaches in particular on Bonaire, and intensive fisheries near Curaçao and possibly on the Saba bank.

Where the park management NGOs and other nature NGOs work together to manage parks, develop data and influence the awareness of the public, the government needs to put in place the necessary legal framework in terms of policies and legislation. Most crucial are enforceable lists of protected species and areas. These are present at none of the islands, despite draft versions and assistance by MINA. At present, most development is not controlled and conservation seems little taken into consideration in planning decisions; or at least this is not transparent to NGOs or the general public.

The specific situation of biodiversity conservation and management per island is as follows.

#### **Bonaire**

Bonaire is completely dependent on tourists who are attracted by diving and biodiversity. It has several marine and terrestrial parks. Yet, development of hotels and housing is rapid, and the effects are largely unknown. A spatial plan is under development, and Bonaire envisages doing a strategic environmental impact assessment.

#### **Curaçao**

Curaçao has several marine and terrestrial parks; in its development plan it has reserved 30% of its terrestrial territory. However, there is not always clear to the public how concrete planning decisions take the environment and nature into consideration.

#### **Saba**

Saba has one marine and one terrestrial park which is well maintained by the rangers. In 2007 a management plan is developed for the top of the Mount Scenery to prevent the park from spatial developments. Outside the park, one piece of land, is owned by the Saba Conservation Foundation. The Saba bank will probably get the PSSA<sup>10</sup> status.

#### **Sint Eustatius**

Sint Eustatius has two terrestrial and one marine park. The Zeelandia beach is part of the sea turtle maintenance program. Although it is well protected by STENAPA, it is at risk of sand mining. There is an old zone map (15-20 years old) which is used for spatial development, but STENAPA is hardly consulted in developments which seems uncontrolled (for example the golf course planned in the northern hills). The oil terminal pays attention to anchor of incoming tankers (because of the damage of the anchors to the reef), but outgoing tankers are not their concern.

#### **Sint Maarten**

Sint Maarten has one marine park and no terrestrial parks. Its biodiversity is degrading at a quick pace due to development of the tourism sector and housing. Only a small part of its long coast line is not developed yet. The last larger unspoiled area with cultural heritage (a proposed Emilio Wilson Estate) is under threat, although a development decision has been turned around which may be an indication of a turn in policies.

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<sup>10</sup> Particularly Sensitive Sea Area

## 4.7 Sustainable energy

Electricity and drinking water are expensive on the Antilles due to high oil prices (desalinization of seawater requires energy). Many people use a considerable proportion of their income on these commodities. There are strong indications that the oil price continually will rise further in the middle and long term. This has drastic implications for poverty. At the same time the use of fossil fuel contributes to health problems due to air pollution on the islands and it contributes to global warming.

Interviews indicate that there is a considerable unfulfilled potential for sustainable energy sources as well as energy and water saving, which don't have these problems but do require some initial investment (with reasonable return rates) and an active supporting role of the government<sup>11</sup>:

- distributed power generation through wind turbines
- ocean thermal energy conversion for cooling of buildings
- larger wind parks
- reduction of water leakage from the distribution system
- marginal applications of solar energy (PV), in particular in isolated areas and for "peak shaving" during the hottest hours

Whereas many investments are already economically attractive, in the future they may become necessities. However, the current initiatives in all these technologies are still marginal and probably cannot scale up without an active role of the government. A strong cooperation between government, private sector and energy/water companies is required to ensure the following conditions:

- Investing in energy and water saving equipment becomes attractive to consumers through campaigns and financial incentives.
- Agreement between government and the energy company about the development of energy and water consumer price, with a view to sustainable development of their production and consumption; and in general transparency about strategic choices and actual production cost.
- The companies have island monopolies, and cooperation between the islands energy ministries and energy companies will help produce benchmarks for efficient energy production, which again may increase the trust between citizens and energy company, enabling to make better future oriented investments.
- As far as international funding is available for some of these measures, the donors should be encouraged to work together in the field of energy, in particular in the "benchmarking" field mentioned, to determine the most efficient and effective investments at each individual island.
- Knowledge about sustainable energy is limited in the Caribbean, and those who carry knowledge outside either the government or the private sector / energy companies should be supported and have the opportunity to connect the players in the energy sector with each other and between islands; currently there is a risk that such knowledge depends too much on individuals.
- Regulation of the energy market in case of distributed generation, including mutual trust that sufficient backup conventional power generation capacity is available in time of little wind and sun.

## 4.8 Education and public awareness

Education is a crucial component of sustainable economic development. Citizens and professionals need to be aware of the possibilities to develop the economy in such a way that it will continue growing in the longer term. Interviews indicate that such awareness in relation to nature and environment as economic

<sup>11</sup> This supporting role needs to be long-term oriented.

assets is still limited and therefore these interests are difficult to drive government policy and legislation. There are some indications that this may turn around, like the case of Sint Maarten where a terrestrial conservation area was saved against urban development under pressure of the public. However, by and large these are salient incidents that do not represent a general reality. For example, school books for biology are sometimes still based on the Dutch nature. Where education is focusing on technical, economic and legal skills and knowledge, the long term implication of economic policies and the technical and legal instruments to address these, are easily overlooked in education programs. These knowledge areas at the moment have little attention in education and government communication, and international support is mainly limited to the KNAP and MINA funds under the NEPP. The private sector seems to take more initiative; on Curaçao private companies have recently established a foundation to exchange knowledge about environmental management.

#### 4.9 Legislation, standardization and enforcement

Most of the islands have little environmental legislation in place and implemented. Also the enforcement of current legislation is a problem.

Those citizens willing to address harmful developments (like urban development in sensitive places) have no legal basis for objection. There are some positive points, like the application of EIA in Sint Maarten, but in general zoning is hardly applied in practice. MINA has established draft environmental legislation which the islands may implement. Most islands dispose of draft environmental and nature policies and legislation, but formal adoption is delayed. Only Curaçao has a formal spatial development plan.

See table below for island specific situation:

Island	Nature plan	Nature Ordinance	Environment plan	Nuisance ordinance	Waste ordinance	Waste water ordinance
<i>Curaçao</i>	No (draft)	No	No	Yes	Yes	No
<i>Sint Maarten</i>	No	Yes (not final)	No	Yes (need to be updated)	Partly	Yes (need to be updated)
<i>Bonaire</i>	Yes	No	Yes	Yes	Yes	No
<i>St. Eustatius</i>	No	Yes	No	Yes	No	No
<i>Saba</i>	No (draft)	No	No	No	No	No

#### 4.10 National Exploration of the state of the environment

A priority activity of the NEPP was to carry out a detailed over-all view of the state of environment and the level of environmental awareness of the population. The Dutch government expressed the wish to do this study, which never took place. The scope for such a study seemed too big and there was no overall consensus about the added value of such a national environment exploration.

In our view, this has not been a major obstacle to optimally allocating the available capacity or funding. Among the network of stakeholders (MINA, environment and nature departments on the islands, and NGOs, and involved international experts), there was considerable consensus about priorities and practical choices. Having more data from a National Exploration would not have made considerable difference. Data helps USONA account for expenses, but this doesn't need to be highly quantitative. (More data on the other hand may be needed for specific purposes like nature protection or waste management, but only where a lack of data hinders progress on that specific issue).

There was some distance between USONA and MINA, which went at the expense of sharing the analysis, which therefore was difficult to report in detail.

## 5 COOPERATION STRUCTURE

### 5.1 Introduction

One of the most important instruments to achieve the set of objectives, especially considering the limited capacity and means available, is cooperation among organizations and institutions that are active in the area of environment and nature conservation. Sustainable development cannot be achieved without this cooperation. Not only because environmental problems are not bound by geographic borders or boundaries between sectors, but also because the small scale of the islands, make pooling of resources and capacity necessary.

### 5.2 Stakeholder analysis

The interviews show that cooperation with respect to the implementation of the NEPP in general was adequate. Given the small size of the islands, the role of the Central Government has been valuable. MINA has contributed to the awareness on the islands by assisting the governments and NGOs who are willing to take responsibility. It also has its own regulating functions, in particular in relation to the international conventions and treaties to which the Dutch Kingdom has subscribed (these are related to protection of species and areas, as well as prevention of pollution and waste management).

Projects were aimed to assist the island governments. In our contact with these governments (on all islands except Sint Maarten), we have come to believe that the professionals in charge had a clear view of their own task and priorities, being loyal to their political leadership as well as to priorities for nature and environment. Those who were not in a re-organization process had their priorities, efforts and achievements well in order. In general, they were in close contact with NGOs to make use of their knowledge and to communicate dilemmas to the politicians.

The coordinating role of MINA is appreciated by those concerned for nature and environment on the islands, people in the government as well as in NGOs. MINA is well accessible and responsive. As mentioned in the NEPP, 'governments find themselves shifting the emphasis from initiation to implementation of policies, programmes and projects'. In this case the educational sector and the media have an important role to set up education programs, create public awareness around issues like local environmental and nature legislation, challenge pollution, waste and waste water problems and the importance of sustainable energy. In practice, public awareness and education have been under exposed due to lack of capacity at the MINA department. In some projects, attention is paid to public awareness around issues like local environmental

Also initiatives from the private sector, other organizations and conventions must be involved in the efforts to contribute to the care of the environment. The KNAP fund is a good example of an initiative like this.

NGOs dispose of expertise which helps public and private actors on the islands to take their responsibility. As in each modern country, NGOs also have a crucial function as a counterweight to short-term decision-making aimed at partial interests. They are able to keep the government sharp in linking ad hoc decision-making to the larger picture and the long term. Such NGOs active in the Dutch Antilles (usually on several islands) are the park managers, a recent initiative to group of individuals working in industrial enterprises aiming at sound environmental management, an NGO concerned with sustainable energy, as well as more activist NGOs. Semi-private enterprises, like Selikor (Curaçao's waste manager) sometimes have a similar function. Yet, available resources to these key players are usually limited and highly dependent on

international funding. The interests they represent are not economically strong enough to provide domestic funding.

MINA worked together with USONA<sup>12</sup>, which managed the Dutch financial side. It was a technical organization, which was not supposed to make policies, as before USONA was erected project formulation had been difficult because political approval was often delayed. The past few years, thanks to USONA, the cooperation has become a success in providing a basis for capacity and institutional building and information gathering. The Dutch aid has brought MINA in a position where they otherwise not would have been.

On the other hand, several respondents indicate that the Dutch role could be enhanced if there were a clearer Dutch vision about minimal requirements in terms of government implementation on the islands. The Central Government had little legislative powers on island level. Island governments had little external incentive to make clear choices and stick to these, and due to understandable internal conditions they had little incentive there as well.

### 5.3 NEPP and SED

The fact that NEPP was part of the larger SED fund did not seem to have contributed to more integration of nature and environment policies on the islands. The NEPP funds went straight to MINA and its recipients, who did their best to integrate with other policy fields.

### 5.4 Adjustments and directions

This relates in particular to gaining a joint understanding of the longer-term strategic process where individual projects are a vehicle. The NEPP still left open freedom of strategic choices, which could be made during implementation. Bureaucratic requirements then will become less dominant in project development. This requires the acknowledgement that within the framework of NEPP still policy decisions often need to be made to adjust priorities within the NEPP as new insights emerge. Both sides (recipient and donor) need to share the responsibility to look for opportunities in the political processes of the islands to create a lever to the end of sustainable governance. This would require conditional and flexible, custom made assistance within the scope of NEPP, and aimed at decision-makers on the islands. USONA as not positioned to do this autonomously (on the contrary). This is a point of attention for effective future development assistance.

### 5.5 Findings

Where many strategic policy decisions about development, which encompasses the quality of nature and environment, remain the full discretion of the island authorities, international assistance should encourage the islands to take such decisions and to create wide support so that consistent implementation becomes possible. In any future situation, international assistance should primarily be focused on this aim. Where

<sup>12</sup> In the NEPP it was advised that the previously existing procedures would be continued. In practice this was taken up by the USONA office, which had been erected to reduce under-usage of several available funds, including SED, to reduce bureaucracy, and to depoliticize the formulation of projects. USONA has been evaluated in 2007 by 'Evaluatiegroep Overheid en Bedrijf NV'. Annual activity plans for implementing the NEPP would be made, under which specific activities are defined. Only one annual activity plan is made, which has never been approved.

possible a generic approach toward several islands would be recommended, since this enables pooling of resources and the need to develop joint criteria for effective use of money. Donors then would be able to limit reviewing the quality of this cooperation process.

Closer attention of the Dutch Cabinet to the performance of the island governments would be required, at least to protect crucial natural assets that should not be lost irreversibly. USONA was not the appropriate body for such a role, but it possibly may have worked closer together with the departments in The Hague to this end. Such a role also depends on a joint and flexible strategy with MINA and its recipients, and time available for networking might become a major limiting factor.



## 6 TARGET GROUPS

### 6.1 Introduction

The extent to which nature and environment organizations are served by the program in terms of realized projects and honored requests is part of the evaluation. The selection of respondents in this evaluation was limited and do not cover the whole range of targets groups.

### 6.2 Range of target groups

The range of target groups is broad. Central as well as island governments were involved in drawing up the NEPP. In fact, the NEPP is the policy agenda for both governments concerning nature and environment issues. On Curaçao, Selikor (semi-government) was also a target group. They fulfilled some tasks of the environment department, for example hiring the environmental police and writing the first and second waste material plan. Besides the central and island government, the NGOs are a very important target group. They had a major contribution in realizing projects and build up knowledge and view on the state of the environment in the Netherlands Antilles. A third target groups are private parties. For example, on Bonaire a project has run about sustainable energy in which the tourist sector was one of the stakeholders. The trainee they hired were funded by the KNAP fund. Indirectly, the public is the most important target group. Nature and environment as condition for social economic development refers to the resident of the Netherlands Antilles as consumer, conservator and producer of their human environment and major source of revenues.

### 6.3 Range of realized/ honored projects and results

The range of projects realized varies from knowledge building to acquiring material equipment. All types of activities the NEPP accounted for have been implemented, or if they were terminated early, this has been for transparent reasons. The limited extent of this evaluation provides no detailed overview, and a general picture is offered above for each priority theme with an elaboration for each island.

A lot of the projects could not have been realized without the USONA funding. Especially the flexibility of the KNAP and MINA funds was highly appreciated.

## 7 CONCLUSIONS AND RECOMMENDATIONS

### 7.1 Conclusions

#### To what extent are the objectives of the NEPP achieved / likely to be achieved?

The objectives have been achieved as far as the influence and capacities of MINA, supported with donor funds, allowed. Practical choices needed to be made in this respect. Goal achievement in relation to the NEPP's objectives (as in its summary):

- *National Environmental Exploration*: this has not been done, since it would require too much capacity while MINA was able to give focus to its activities (and account for them), and its added value probably would have been limited.
- *Waste and waste water*: several projects have been financed, but progress has been difficult. Either the island governments give little priority to this issue, or the costs are too high. Scale advantages were not achieved due to limited willingness to cooperate between islands. Waste water on certain locations largely remains a threat to coral reefs.
- *Oil refinery, oil transshipment and the environment*: the refinery remains an unresolved environmental problem that has been taken by NGOs to court (where it still remains). Oil transshipment on Sint Eustatius seems well managed, and progress is made toward protecting the Saba Bank from anchoring ships. Implementation of tanker anchor fees should urgently be considered to the benefit of the marine park management as a modicum of compensation for the damage to the environment, and possibly as incentive to avoid sensitive anchorages .
- *Sustainable tourism*: the tourism sector has not become significant more active, despite efforts from MINA and ANWB. This is a missed opportunity. Perhaps on Bonaire (most dependent on eco-tourism) a viable initiative with international travel agencies is possible.
- *Nature conservation*: significant progress has been made, in particular in respect to sustained financing of park management and database development. However, nature policy and legislation has not been adopted by the island governments, despite MINA's assistance. Implementation of international conventions is under threat when MINA is discontinued.
- *Increasing public support for environmental care and nature conservation*: awareness among less educated citizens is still insufficient to make nature and environment serious election issues.

#### Regarding to goal achievement, in which way is the cooperation among organizations and institutions realized?

Given the small size of the islands, the role of the Central Government, in particular MINA, has been invaluable. MINA has greatly contributed to the awareness on the islands by assisting the governments and NGOs who are willing to take responsibility. It also has its own regulating functions, in particular in relation to the international conventions and treaties to which the Dutch Kingdom has subscribed (these are related to protection of species and areas, as well as prevention of pollution and waste management). Their role is greatly appreciated by those concerned for nature and environment on the islands, people in the government as well as in NGOs. DCNA, the alliance of park managing NGOs in the Dutch Caribbean, is preparing a list of MINA tasks they are worried about when the Central Government is discontinued – the islands probably have insufficient capacity to pick this up all for themselves. There is an urgent need to consider what should happen to these tasks. They presently do not seem to be included in the Socio Economic Initiatives, the main frame for Dutch assistance, despite the importance of nature and environment for sustained socio-economic development.

MINA worked together with USONA, which managed the Dutch financial side. It was a technical organization, which was not supposed to make policies, as before USONA was erected project formulation had been difficult because political approval was often delayed. The past few years, thanks to USONA, the cooperation has become a success in providing a basis for capacity and institutional building and information gathering. The Dutch aid has brought MINA in a position where they otherwise not would have been.

On the other hand, several respondents indicate that the Dutch role could be enhanced if there had been a clearer Dutch vision about minimal requirements in terms of government implementation on the islands. The Central Government had little powers in that respect. Island governments had little external incentive to make clear choices and stick to these, and due to understandable internal conditions they had little incentive there as well. Closer attention of the Dutch Cabinet to the performance of the island governments would be required, at least to protect crucial natural assets that should not be lost irreversibly. USONA was not the appropriate body for such a role, but it possibly may have worked closer together with the departments in The Hague to this end. Such a role also depends on a joint and flexible strategy with MINA and its recipients, and time available for networking might become a major limiting factor.

The fact that NEPP was part of the larger SED fund did not seem to have contributed to more integration of nature and environment policies on the islands. The NEPP funds went straight to MNA and its recipients, who did their best to integrate with other policy fields.

**To which extent are the nature and environment organizations served by the program in terms of implemented projects and honored requests?**

MINA tried as they could to manage networks of such professionals on all islands, but limited capacity and a need to do as many projects as possible (general networking was not a project), have limited their effectiveness. On the other hand, under difficult conditions it is necessary to set priorities to be able to show results at least in some partial areas. By and large, the choices MINA has made (in particular to focus on nature conservation) seem to have been appreciated.

**DAC principles**

The DAC principles<sup>13</sup> as mentioned in de ToR have been operationalized through the above questions. The following may be concluded:

- In terms of effectiveness, (goal achievement), the picture is mixed. Some goals have been achieved (in terms of impact and sustainability), others have not. The NEPP is therefore partially effective.
- In terms of efficiency (value for money), most projects under the NEPP have had the effects as may be expected under the circumstances. The applied NEPP budget therefore has largely been used efficiently.
- In terms of complementarity (of the NEPP to the other components of DEO) and relevance, there are no indications that these principles have not been met. The NEPP has been complementary to the other objectives of the DEO program. (On the other hand, there has been little synergy between the NEPP and the other components of DEO either.)

Further details as regards questions and answers underlying these conclusions are found in Appendix A. The DAC-criteria are processed in the definition of the problem and the questions in this appendix.

<sup>13</sup> The *DAC Principles for the Evaluation of Development Assistance*, OECD (1991)

## 7.2 Results of the program

The past three years, MINA has been able to use funds available from the Dutch government under the NEPP; i.e. almost 2.7 million NAF (of the total funding of 3.5 million NAF). These funds could be spend on a range of activities, like development of draft policies and regulations, assist islands with the development of their own policies and regulations (e.g. cost benefit analysis for the oil refinery on Curaçao), support stakeholder networks, in particular those operating on different islands, mapping of nature and environment, education, and fostering civil society organizations by means of dedicated funds for small grants. The three active professionals in MINA (one was ill for a long time) have been able to prepare a significant number of largely effective projects, as respondents indicate, taking the limited capacities on the islands into consideration. For example, they have played a key role in establishing the DCNA and its funding, have contributed to base studies, exchange of knowledge in the area of waste management, and education. The small grants funds have been invaluable to the emergence and continuation of small NGOs.

The absorption capacity of MINA and its recipients, their capacity to manage projects, is limited due to a lack of skilled personnel. A striking feature however was the commitment of virtually all respondents (MINA and their recipients) to contributing to an economically bright future of the islands. They showed vision about the dependence of such a future and could explain how their own actions, supported by MINA, were related to such a future. They thought that rather than write that down consistently among "believers" would have little added value (an exploration of the state of the environment had been requested by the Dutch funders of the NEPP). Rather, they saw as their challenge to make use of available knowledge to stimulate debate on their own island about ways ahead. Such initiatives depend on political opportunities, and are not always easy to plan ahead. In a range of subtle ways, they tried to influence opinions and invite the government at large to manage a more open debate and make clear strategic choices.

## 7.3 Recommendations

### **Governmental reform is an opportunity**

At the time of this evaluation, governmental reform is prepared by the Ministry of Interior and Kingdom Relations. There is less attention for updating current policies and organizations.

The discontinuation of the Central Government is an opportunity to develop a direct relationship between the Dutch government and the island governments, as MINA in practice already has done. Yet, many functions of the Central Government are unlikely to be fully taken over by the islands. Such functions may also be fulfilled by cooperation between the respective services on the islands, which may be assisted by a joint technical body. DCNA is an NGO-counterpart, focusing on nature conservation. A comparable organization for environment is a possibility, where privatized waste companies might cooperate. Certain functions where inter-island cooperation seems essential to pool scarce resources are however not possible to delegate to NGOs, like the representation in international conventions. Dutch assistance to joint bodies may help islands to cooperate and agree on fair distribution of available funds and reasonable compliance levels, taking local circumstances into consideration.

In general, at this moment all islands lack significant environment-related opportunities for economic development and poverty reduction on the long term. A lot of work is done, but the synergy is missing. In the international competition for foreign investment this may turn out to be a crucial factor. A spiral toward an economy that remains vital on the long term depends on affordable measures where the private sector

may take initiatives and implement change, but the public sector has the key which includes clear and consistent strategic decision-making and providing instrumental conditions.

#### The short term future

For each entity of the Netherlands Antilles a policy agenda for social and economic measures will be established for assistance in the period 2008 - 2010<sup>14</sup>. This social economic initiative (SEI) should guarantee proper financial and economic foundations for a sustainable future. Nature and environment measures deliver a major contribution to this future and should not lose out for short term priorities of actions.

However, the island authorities developing a SEI may not in all cases be ready to consider nature and environment issues on par with partial economic short term interests. For example, the small grants for nature and environment will not be continued and nature and environmental education may not automatically be included. Also, the island governments are not likely to have the capacity to implement certain important international conventions and develop effective legislation without dedicated assistance. If the Dutch government desires to stimulate sustainable development, other forms of assistance may be necessary. The tension between short term economic decisions and long term economic decisions which depend on nature and environment, needs to be organized.

#### Who may do what?

Above recommendations have the following implications:

- The island authorities should review which tasks of the present land government (in particular those of MINA) should be transferred to island level and how. Where tasks are important but difficult to implement by small island communities, cooperation with other islands should be considered. Foremost, they should urgently adopt appropriate (spatial) regulations for protection of the environment and nature, to turn the spiral of economic developments on the short term that are expected to harm economic opportunities on the long term.
- MINA should in its last year ensure that, where appropriate, its functions and collaborative network are handed over to the island authorities. They should translate this evaluation to practical needs at island level, leaving of course the decision about assuming these responsibilities, and how, to the island governments. They should develop recommendations to the Dutch ministries about helping the island governments in the future situation.
- The involved Dutch ministries should all consider determining for themselves what an appropriate level of protection of environment and nature on each island is, viewing their political responsibility in the Netherlands and what is best in the eyes of the island communities. They may take the advice of the islands themselves (a.o. as in the SEIs) and MINA into consideration. Based on this assessment they should determine how they can help the islands achieve these levels. With acknowledgement of all formal responsibilities and powers, it is likely that the Dutch ministries have knowledge and resources that can assist, and which need not be unconditional".

More specific recommendations to the island governments are:

- To ensure transparency of SEI preparation to nature and environment NGOs
- Add mining of sand and stone (building materials) as theme, at least for Bonaire
- Continue the KNAP / MINA funds and manage capacity for marketing and coordinating of these funds

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<sup>14</sup> As agreed in the "Hoofdlijnenakkoord" of November 2005.

- Make international assistance conditional on the adoption and implementation of legislation, and organize a dialogue between a Dutch implementation office with political mandate, with each island government about the feasibility of such legislation
- Encourage bottom-up cooperation between the islands, governments as well as NGOs
- Look for a coalition from hotel managers and international investors who are keen to promote sustainable tourism, and use their influence on the government to set clear guidelines for sustainable development of the tourism sector. This includes areas that should be used wisely.

Most of these recommendations are likely to benefit greatly from inter-island cooperation. It is recommended that the Dutch government considers facilitating such cooperation, for example by establishing an inter-island body to streamline the Dutch – island cooperation. At this moment, no funding is available.

8 COLOFON

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Authority	: USONA
Project	: Nature and Environment as assets
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18062008



## Appendix A – Evaluation overview

### A.1 Questions and answers with respect to NEPP evaluation

Question	Answer
Are the activities and outputs of the program consistent with the overall goal and the attainment of objectives	Yes
Are objectives output and outcomes clearly defined and operationalized both on program and project level?	Yes, to the extent feasible
Which criteria are used to select projects? How are these applied in practice?	Consistency with priority themes of the NEPP. In practice the expected effectiveness is evaluated by a balance of the importance of the desired effect and reviewing the receptiveness of the island organizations
How are projects coordinated and is synergy created?	MINA and USONA communicate about the project definition and required inputs, outputs and synergy. At a more detailed level, MINA holds contact with many environmental organizations on the islands.
Is there a clear monitoring system? Which indicators are applied	Mostly reliance on indicators in the NEPP, in addition to which decisions are made on professional judgment (which was shared in a network). Respondents were generally satisfied.
What were the major factors influencing the achievement of the objectives?	The willingness of island governments to adopt draft legislation.
Were activities cost-efficient?	In general yes, with limited effectiveness in terms of adoption.
Were objectives achieved on time?	Yes, except adoption of legislation and policy
Are the objectives of the program still valid?	Yes
Structure of the cooperation, what real difference did it make?	The establishment of USONA enabled to increase the number of projects done.
Are role and competencies clearly defined and communicated?	Yes, except a misunderstanding between USONA and MINA about the possibility for MINA to hire extra staff for NEPP implementation from the Dutch budget
In what way adjustments and direction take place? What kind of interventions occur and by who?	Mainly MINA, in communication with USONA, decided which projects in practice would be pursued. This was responsibility shared in the wider informal networks on the islands and internationally.
What is the link between the NEPP and the overall DEO program put into place?	This link was weak.
Do parties believe that the selected projects contribute to policy priorities?	Mostly yes, assuming island governments will eventually adopt policy and legislation.

A.2 NEPP 2004-2007 - Results of the program based on the output indicators established in the policy plan

Priority themes	Output	Results achieved?	Comment
<b>Waste management</b>	Analysis of final disposal	Yes	Analysis by AMUST
	Environmental standards for final disposal	Yes	Model ordinances by MINA
	Basis levels for final disposal achieved	Yes	2006 Saba, 2007 Sint Eustatius, Bonaire, Curacao and Sint Maarten have achieved basis level
	Hazardous waste action plan	No	
	Island waste policy plans	No	
	Islands legislation on waste	Partly	Curacao, Bonaire and Sint Maarten
	Improved cooperation and coordination	Yes	AMUST and second waste material plan from Selikor B.V.
<b>Waste water management</b>	Standards for waste water disposal	No	
	Island legislation on waste water	No	Sint Maarten, but outdated
	Capacity building opportunities	No	
<b>Oil and the environment</b>	Cost-benefit analysis of oil industry	Partly	Started by MINA, but not finished
	Decision support model for policy makers	No	
	Assistance to islands with inspection of large oil facilities	No	
	Implementation of Annex I of MARPOL 73/78	No	
	Map of soil and ground water pollution	No	
	Sensitivity maps	No	
	Data submitted to CLC and Fund conventions	No	
<b>Sustainable tourism</b>	Information (brochures, leaflets)	No	
	Conferences in sustainable tourism and proceedings	No	
	Number of operators participating	No	
	Articles/ reports of MINA per year	No	
	Number of best practices	Partly	Re-use of cleaned waste water
<b>Biodiversity conservation and management</b>  <i>Implementation of the National Nature Policy Plan</i>	At least two additional effectively managed protected areas	Yes	
	At least two more Ramsar areas	No	
	Structured bilateral cooperation with neighboring countries on conservation of shared species populations and special areas	No	
	Publicity accessible biodiversity database	No	
	Policy plans and up-to-date nature ordinances on all islands	Partly	Sint Maarten (not final) and Sint Eustatius
	National and island red lists of	No	

	endangered flora and fauna		
	Alternative conservation management models	No	
<i>Netherlands Antilles Coral Reef Initiative (NACRI)</i>	Regular NACRI meetings	Yes	
	Examples of cooperation (at least 3 joint projects implemented)	No	
	Coral reefs monitoring on all islands	Yes	No yearly report on the state of the coral reefs of the NA, but monitoring of the marine park is done by conservation foundations
	Central monitoring database established	No	
<i>Sustainable Management of the Saba Bank</i>	Preliminary map of Saba Bank biodiversity	Yes	One good example of joint project
	PSSA proposal to IMO	Yes	
	Saba Bank established as Marine Management Zone	No	
	Final biodiversity map of the Saba Bank	Yes	
	Integrated sustainable management plan for the Saba Bank	No	
<i>Sustainable Fisheries</i>	State of the fisheries report	No	
	National Fishery Policy plan	No	
	High seas fishery ordinance proposal	No	
<i>Sustainable Nature Conservation</i>	Legally established DCNA Foundation	Yes	
	Report of the final trust study	Yes	
<b>Sustainable Energy</b>	Report on energy situation in the Netherlands Antilles	No	
	Sustainable energy workshops	No	
	Draft Sustainable energy policy	No	
	Established network of sustainable energy	No	
	Promote energy saving and use of renewable energy sources	No	
	Analysis of carbon balance	No	
<b>Education and Public Awareness</b>	Formation of the National Sustainable Development Council	No	
	Strategic partnerships established	No	
	Information folders/ brochures produced	No	
	Educational/informative publications	No	
	Information for the media	No	
	Island and neighborhood based awareness and educational programs	Yes	
	Website	No	
	Electronic newsletter	No	
	At least 5 projects funded yearly by the	Yes	

	KNAP of MINA funds respectively		
Legislation, Standardization and Enforcement	Output	Results achieved?	Comment
	Standards for waste water, emissions, oil production, and transshipment an waste management	Partly	Model ordinances are prepared by MINA and some islands implemented them (see table in paragraph 4.9 for more details)
	Regulations incorporating the standards	No	
	Inspectorate of Nature and Environment	No	
Cooperation	Output	Results achieved?	Comment
	SPAW, IAC, Ramsar, CITES and ICRI reporting obligations met	Yes	
	Participation in meetings	Yes	
	CITES permits	Yes	

### A.3 Financial overview (in NAF x 1000)

NEPP plan priority	Central Government	Donors	Total planned	Total realised
Waste and waste water management	70	750	820	0
Oil and the environment	-	650	650	0
Sustainable tourism	-	110	110	0
Biodiversity conservation and management	60	3270	3330	1684
Sustainable Energy	20	160	180	105
Education and Public Awareness	120	3270	3390	376
Legislation, Standardization and Enforcement	60	450	510	449
Cooperation	1140	-	1140	112
National Exploration of the state of the environment	-	1050	1050	0
<b>Total</b>	<b>1470</b>	<b>9710</b>	<b>11180</b>	<b>2726</b>

The "total realized" (about 2.7 million NAF) is the realized part of the available Dutch contribution to the financing of the NEPP (which is 3.5 million NAF).

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## Appendix B – Respondents

### Bonaire

Kalli de Meyer	Dutch Caribbean Nature Alliance (DCNA)
Frank Slobbe (Environmental specialist) Marco Gravenhorst (dpt Head) Michaël Martis (Head)	Dienst Ruimtelijke Ordening en Beheer
Elsmarie Beukenboom	Stinapa

### Curaçao

Margo Guda	Ant. Stichting voor duurzame energie
Tico Ras	MT Milieudienst
Dolfi Debrot	Carmabi Foundation
Karel Tujeehut	AQUALECTRA Manager Corporate affairs and Multi Utility, Curaçao
Glyraïne Jukema John Amarica	Selikor N.V.

### Saba

Menno van der Velde	Eilandsecretaris
Jan den Dulk	Manager Saba Conservation Foundation

### St Eustatius

Nicole Esteban	St Eustatius National Parks Office
Clarence Brown	STatia Terminal (oil)
Winston Tearr	Dienst Ruimtelijke Ordening en Beheer
Alida Francis	Tourist Office

### Sint Maarten

Rueben Thompson	EPIC, Environmental Protection in the Caribbean
Beverly Nisbeth	Nature Foundation St. Maarten
Jan Beaujon	
Olivia Lake	Milieu bij VROM
Louis Brown	Planning en projectenbureau

### Other

#### MINA

- Letitia Buth
- Paul Hoetjes
- Bart van Geleuken (temporarily assigned 2007)

USONA

- Theo Baken
- Reginaldo Doran

Vertegenwoordiging van Nederland in de Nederlandse Antillen

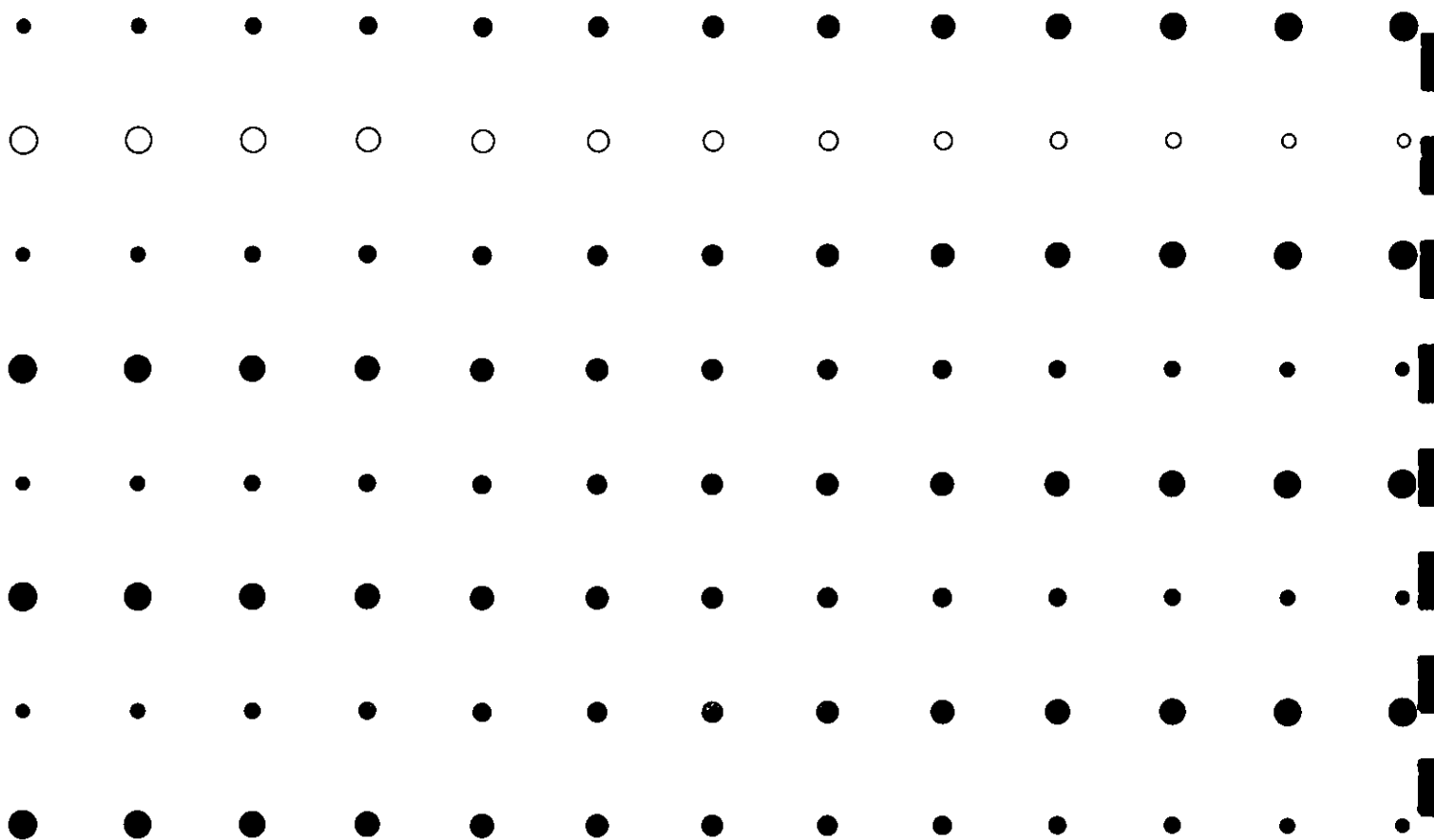
- Jacco Maan

IUCN Nederland

- Willem Ferwerda

## Appendix C Documents

- Nature & Environment Policy Plan Netherlands Antilles 2004-2007
- Nature & Environment Policy Plan Netherlands Antilles 2004-2007, progress report June 2006
- Nature & Environment Policy Plan Netherlands Antilles 2004-2007, progress report January-July 2007
- Overzicht projectgegevens 2002-2005
- National Fish and Wildlife Foundation, Final Programmatic Report, August 2006
- Jaarplan Milieu en Natuur 2003, juni 2003
- Framework for Waste Management Policy of the Netherlands Antilles, October 1997
- White paper on Sustainable Tourism, August 1998
- The National Nature Policy of the Netherlands Antilles, February 2000
- Voortgangsrapportage van de Contourennota van het Milieu- en Natuurbeleid van de Nederlandse Antillen, April 1999
- Externe evaluatie USONA, evaluatiegroep, april 2007
- Evaluation of the Cooperation Program for Sustainable Economic Development 2004-2007, Netherlands Antilles, July 2007
- Overzichten over de financiële invulling van het Programma Natuur en Milieu tot nu toe
- Overzicht van de contractverplichtingen die voor het programma/project zijn aangegaan en de betalingen die daarop hebben plaatsgevonden
- Netherlands Antilles Energy Situation – all islands
- Inventarisatie van de taken van de afdeling Milieu & Natuur van de Nederlands Antillen, Department of Environment\*
- Safeguarding nature in the Dutch Caribbean. DCNA
- Undated, unauthored, natuurbeleidsplan Sint Maarten 1998 – 2003
- Recommendations for the improvement of Sint Maarten's environmental legislation and for the protection of the island's Natural and Cultural Heritage. The Sint Maarten Heritage Foundation, Ocean Care, Sint Maarten Pride Foundation, the Nature Foundation, and the Emilio Wilson Estate Foundation. March 2007.
- Second Waste Management Plan for Curacao, Selikor 2007
- Draft Social Economic Initiatives (SEIs) of several islands
- Evaluations of USONA and SED
- Terms of Reference (BZK)
- Project proposal (DHV)
- Project work plan (DHV)
- ToR Water plan Curacao
- Waste Action Plan Saba (2007)



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