



A ROADMAP FOR SDG IMPLEMENTATION IN CURAÇAO



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Executive Summary

The Government of Curaçao has shown political will and commitment to achieve its vision of sustainable and shared prosperity. Upon request of the Government, a UN mission to support the implementation of the 2030 Agenda and the SDGs was carried out in June 2018 in the country. The UN team consisted of representatives from UNDP, ILO, UNICEF, UNFPA and ECLAC, and during the mission it met with multiple stakeholders from Government, Parliament, Supreme Court of Audit, national consultative organs, private sector, academia, labour unions, civil society and youth groups, as well as representatives from the Dutch Government.

The key result of this mission is this Roadmap for SDG implementation in Curaçao. The document reviews a number of areas of key importance for SDG implementation:

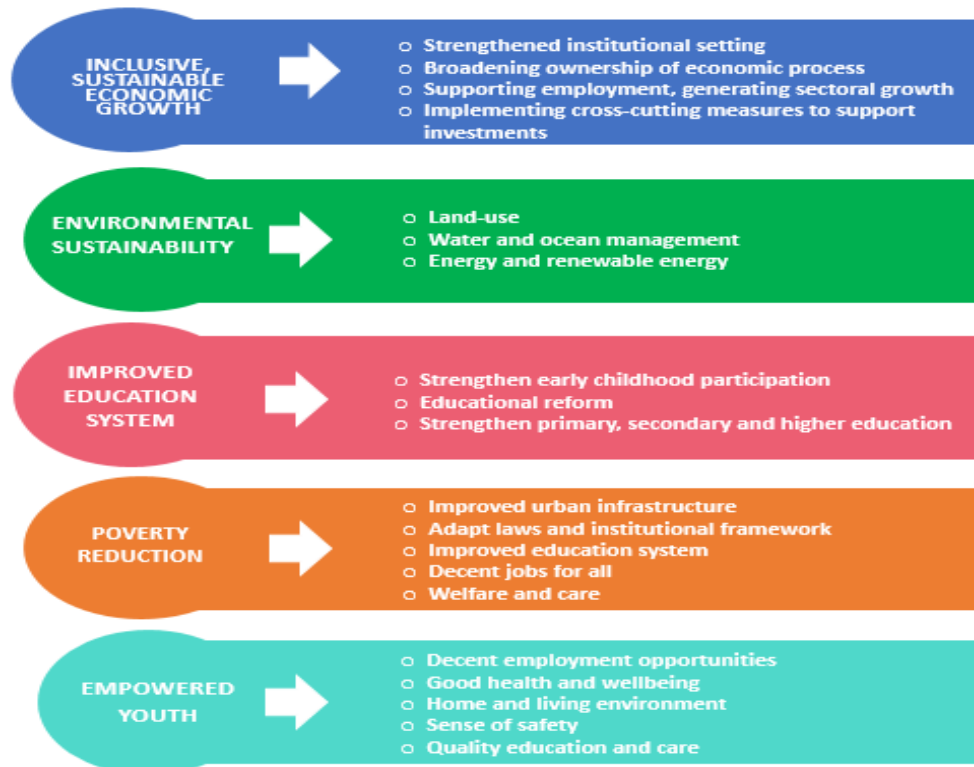
- a) Assessment of current development plans and their alignment to the 2030 Agenda (mainstreaming)
- b) Identification of SDG accelerators, with accompanying priority interventions.
- c) Financing
- d) Data production and monitoring
- e) Institutional coordination mechanisms for the 2030 Agenda
- f) Partnerships and awareness raising

ALIGNMENT OF CURRENT DEVELOPMENT PLANS

The assessment of Curaçao's development plans, revealed a 69% alignment of Curaçao's national planning documents with the SDG targets. Gaps in planning were detected related to SDG 5 (Gender equality), SDG 10 (Reduce inequality) and SDG 15 (Life on land). The National Development Plan (NDP) 2015-2030 focuses on four SDGs, which were the basis for the analysis and discussions of the mission. The mission also addressed the above-mentioned gaps to construct proposals for interventions in these areas.

ACCELERATORS

The Roadmap identifies policy areas or accelerators that are lagging behind and/or that have a positive multiplier effect on SDG implementation, the priority interventions needed to achieve progress and, for some of the accelerators, the bottlenecks hindering progress on interventions and bottle neck solutions. Five key areas are depicted as priority accelerators, three of which drawn from the NDP and further elaborated during stakeholder workshops and meetings (economy, environment and education), and two new (poverty reduction and youth). In addition to these five areas, discussions around a health accelerator were initiated and provide a basis for further analysis and definition of key interventions (see Annex 9.2)



Inclusive, Sustainable Economic Growth: There is strong recognition of the need to upgrade the economic model of Curaçao. Despite the country having a significantly more diversified economy than the rest of the Dutch speaking Caribbean and several other tourism-oriented small islands Caribbean states, the NDP acknowledges the existing economic limits while seeking to boost competitiveness and improving infrastructure to capitalize on the existing focus sectors and to diversify the economy even further, specifically penetration of new markets and more export. **Key challenges** related to inclusive, sustainable economic growth in Curaçao were identified: tourism sector growing less than potential; insufficient productivity and innovation; lack of competitiveness and openness; business regulations and excessive red tape; mindset; insufficient labor flexibility; and market and institutional constraints. Accordingly, several “**positive drivers**” were proposed for the Economic Growth Accelerator: strengthening institutional setting; broadening ownership of economic development process; implementing cross cutting measures to support investments; and supporting employment, generating sectoral growth. A wide range of interventions for these drivers were formulated and prioritized, and a bottleneck analysis undertaken.

Environmental Sustainability: The island benefits from a variety of essential ecosystem services, including the provision of water, food, oxygen, energy, spaces for recreation and tourism, raw material for industrial development, the control of diseases, and the reduction of climate hazards. However, Curaçao faces the same natural resource constraints, risks and challenges of many other small island developing states, including: biodiversity loss and ecosystem functioning; managing threats from chemicals and waste; unsustainable use of natural resources; climate change and its impacts; as well as several cross-cutting



issues such as limited availability of official environmental data and analysis, limited local capacity and expertise in the field of environment, etc.¹. To reach the targets set by the 2030 Agenda, Curaçao needs to work on developing and implementing sustainable solutions towards the management of natural capital and disaster risk reduction and preparedness. **Key challenges** relate to water, air and soil pollution; weak enforcement of legislation old legislation that needs to be revised to current standards; illegal land occupation; increasing pressures on ecosystems and biodiversity; unsustainable fishing practices; vulnerability to climate change; energy insecurity and significant carbon footprint. Three “**positive drivers**” were proposed for the Environmental Sustainability Accelerator: water and ocean and land-use management under a Ridge to Reef Approach; and, sustainable energy. Interventions for these drivers were formulated and prioritized and bottlenecks and solutions identified.

Improved Education System: Curaçao’s education system has served as a solid foundation for many generations, but over the years it has not adequately adapted to the changing needs of students as well as the wider society and economy. **Key challenges** identified related to education in Curaçao include: low early childhood participation; loss of graduates to diaspora; ties to Dutch education system not adapted to local context; mismatch of proficiencies for labor market; and lack of diversification and lower levels of vocational education. Several “**positive drivers**” were proposed for the Education Accelerator: strengthen early childhood education; educational reform; and strengthening higher education, secondary education and primary education. Interventions for these drivers were formulated and prioritized and current bottlenecks assessed.

Poverty Reduction: This area responds to the need for addressing the 2030 Agenda principle of “leaving no one behind” and to cover SDGs in which gaps were identified in the assessment of current planning instruments of Curaçao. Although poverty reduction is in focus in the pilot Urgency Programme, this Roadmap proposes to firmly establish this as a central area of policy in Curaçao. To ascertain which factors affect the wellbeing of Curaçao’s inhabitants and put them at risk of falling into poverty, it is essential to have look at poverty from a multidimensional perspective. In addition, many forms of exclusion transcend income and are associated with unequal treatment, discrimination, violence or stigmatization based on ethnicity, gender, sexual identity and orientation, disabilities, or other. **Key challenges** related to poverty reduction in Curaçao were identified: insufficient income/high rate of debt vs. spending; mentality, social norms, roles and values; inadequate housing and transportation for the most vulnerable; limited employment opportunities; need to improve education system; insufficient inter-ministerial coordination; strained welfare and care systems; and gender inequalities. The following “**positive drivers**” were proposed for the Poverty Reduction Accelerator: improved urban infrastructure, including transport; adapt laws and institutional government framework; improved education system; facilitate decent jobs for all; welfare and care systems; and improved housing. Interventions for these drivers were formulated and prioritized during the MAPS mission.

Youth Empowerment: In Curaçao, young people under the age of 30 make up approximately 37 percent of the population. This population group faces many structural challenges, including high unemployment

¹ UNEP 2014. Emerging issues for Small Island Developing States. Results of the UNEP/UN DESA Foresight Process. United Nations Environment Programme (UNEP), Nairobi, Kenya.



rates, high educational dropout rates, a strong prevalence of adolescent pregnancy, low early childhood participation, domestic violence and participation in criminality. To address these issues specifically, and to ensure youth participation in implementing the 2030 Agenda, the accelerator ‘Youth Empowerment’ was formulated, largely based on the existing Youth Action Programme. **Key challenges** leading to youth disempowerment in Curaçao were identified as: dropout and repetition at school; inadequate training; unhealthy lifestyles; youth unemployment; juvenile probation; domestic violence; and low levels of early childhood participation. Accordingly, several **“positive drivers”** were proposed for the Youth Empowerment accelerator: decent employment opportunities; good health and wellbeing; home and living environment; and sense of safety. Interventions were also formulated and prioritized.

It is important to note that issues related to governance, regulatory frameworks and institutional strengthening are recurrent challenges identified in the accelerators, which coincides with the National Development Plan’s pillar on Good Governance and Leadership.

FINANCING THE 2030 AGENDA

Achieving Curaçao’s national priorities and realizing the SDGs will require sorting different challenges regarding public spending but also attracting significant private investments, since public finance alone may not be sufficient to drive the island’s aspirations. Despite challenges, financial responsibility and a manageable level of public debt can offer opportunities to increment investment in critical sectors, re-orient public spending, reform taxation and spur innovation and public-private partnerships.

The Roadmap recommends a variety of actions to be undertaken to ease resource constraints to have a major impact on the country’s social and environmental standing, related to: results-based budgeting, optimization of revenues through revision of tax systems and leveraging innovative finance, including green and blue financing, and optimization of expenditure by improving delivery of outsourced-service contracts. An assessment of the progressivity of fiscal systems and possible need for adjustments is also recommended.

STATISTICAL AND MONITORING CAPACITIES

The CBS, as the National Statistical Office, has the primary responsibility for producing official statistics in Curaçao. It collects, processes and disseminate statistical information on the economic, social and demographic situation of Curaçao on a regular basis. However, a survey of statistical capacities of the National Statistical Offices to produce data for the SDG indicators from the Global Monitoring Framework showed that at best 16% of the global indicators could be produced by the CBS. The Roadmap contains a number of recommendations for improving Curaçao’s statistical capacities, including the formalization of a National Statistical System which would promote a coordinated approach to the production and dissemination of data for monitoring the implementation of the SDGs.

The mission also identified the need for strengthening internal monitoring systems for follow up on progress on national planning instruments. This could be done by reviewing existing tools to establish a dashboard for use by the government that sets the baseline and tracks progress on key planning documents, including the National Development Plan and other instruments, sector plans, and the SDG Implementation Roadmap.



COORDINATION MECHANISMS FOR THE 2030 AGENDA

The MAPS mission discussed with Central Ministries the need for setting up a coordination mechanism for follow up on SDG implementation, such as has been done in most countries of the region. This Roadmap presents a proposal for such an institutional mechanism, building on existing government structures, and with a participatory character.

PARTNERSHIPS AND AWARENESS RAISING

Implementing the 2030 Agenda requires a whole of society approach: in addition to the Government and other State structures, the private sector, civil society, academia and the media all play a role in realizing the ambitious and transformative SDGs. The MAPS mission met with a wide range of stakeholders and confirmed the commitment of these to participate in advancing the SDGs. On the other hand, the Roadmap suggests the creation of an SDG Communication and awareness raising strategy, as a critical tool for building momentum around the SDGs.

CONCLUSIONS

Advancing on the SDGs will be a concerted and coordinated effort by all Curaçao's society, with a key role to be played by Government and in particular Ministries responsible for overall coordination, planning and financing. To facilitate this process, this Roadmap proposes key actions to be undertaken in crucial areas related to the 2030 Agenda. If the recommendations of this Roadmap are embraced, both by the Government of Curaçao as well as the whole of Curaçao society, it can function as a critical instrument towards achieving the 2030 Agenda.



I. INTRODUCTION

1.1 Advancing on the 2030 Agenda and SDG implementation

Curaçao has expressed its commitment to tackle its development challenges through the implementation of the 2030 Agenda and the Sustainable Development Goals (SDGs). Its National Development Plan 2015-2030 applies the 17 SDGs as a framework and focuses on four SDGs that respond to particular challenges of Curaçao: Quality Education, Affordable and Clean Energy, Decent Work and Economic Growth, and Life Below Water. Upon request of the Government, a team of United Nations Agencies² carried out a mission between 18-23 June 2018 to support Curaçao accelerate progress on implementation, through the so called "MAPS approach". This resulting Roadmap draws from insights gained through preparatory and subsequent desk work and the multiple bilateral meetings, consultations and workshops held with key stakeholders during the visit, including Ministers and Ministry staff, Parliamentarians, the Supreme Audit Institution, civil society organizations, private sector, members of academia and youth groups. The aim was to ensure a participatory process to gain support for the implementation of the 2030 Agenda.

MAPS was adopted in 2015 by the United Nations Development Group as its overarching approach for supporting the country-level implementation of the 2030 Agenda. "Mainstreaming" refers to ensuring that the principles of sustainable development are integrated into national and sub-national planning frameworks and budgetary processes. "Acceleration" focuses on identifying the drivers and key interventions related to sustainable development, to aid decision-making for accelerating SDG implementation. "Policy support" relates to enabling the United Nations to provide its technical advice and expertise. For successful engagement on the SDGs, it is important to foster partnerships for development, create mechanisms to strengthen accountability, and strengthen data and monitoring systems³. Therefore, MAPS missions also aim to provide recommendations in these areas.

Pursuing all SDGs simultaneously is a challenge. To accelerate implementation of the 2030 Agenda, it is important to focus on key areas of interest, prioritizing actions that are in line with national priorities, areas that are lagging behind, as well as actions that can maximize impact across various SDGs. Based on the consultations and workshops, as well as on the priority areas identified in the Curaçao National Development Plan 2015 - 2030⁴, the MAPS mission identified a number of Accelerators, which are presented in this Roadmap. Likewise, priority interventions, bottlenecks and bottleneck solutions were identified for the accelerators. Additionally, the Roadmap introduces other key SDG implementation tools, including methods for SDG financing, effective data collection and monitoring of the 2030 Agenda, institutional coordination mechanisms, and SDG partnerships and awareness raising. If the

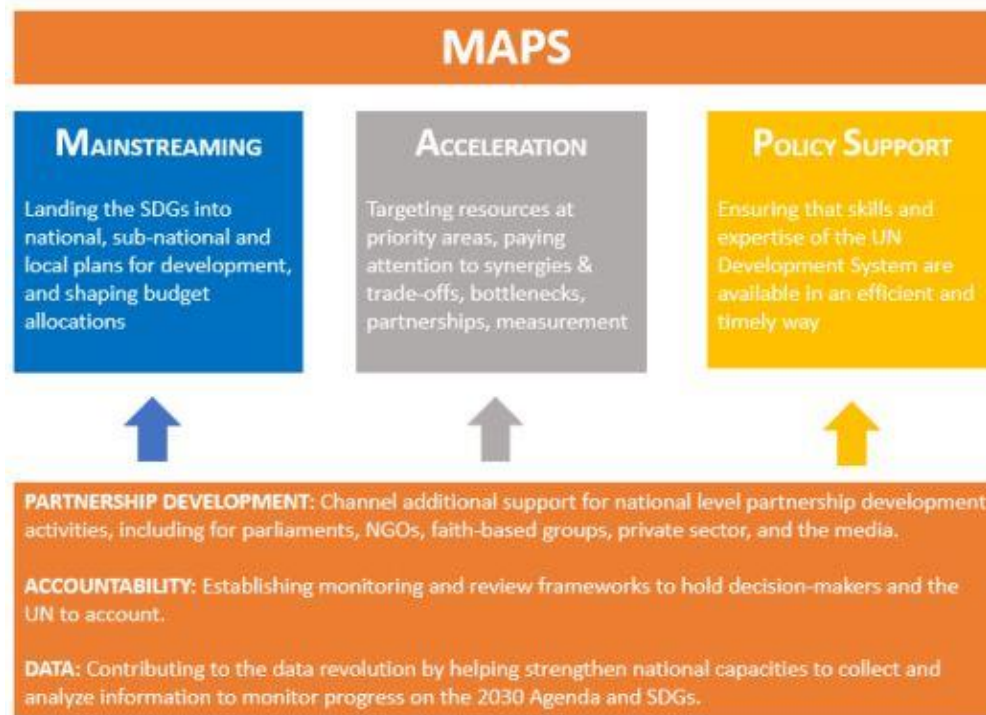
² ECLAC, ILO, UNFPA, UNICEF, with UNDP as lead agency.

³ United Nations Development Operations Coordination Office. *MAPS – A Common Approach to the UNDG's policy support to the SDGs - An update on implementation*. New York. United Nations, 2016.

⁴ Government of Curaçao. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

recommendations of this Roadmap are embraced, both by the Government of Curaçao as well as the whole of Curaçao society, it will be a critical instrument towards achieving the 2030 Agenda.

FIGURE 1: THE MAPS APPROACH



1.2 Assessment of Curaçao's key policy plans

Before the mission took place, a [Rapid Integrated Assessment](#) (RIA) was carried out for Curaçao (see Appendix 6.1). A RIA entails the systematic analysis of a country's national and subnational development plans and policies, as well as relevant sectoral strategies, to determine the extent to which they align with the SDGs⁵. A RIA constitutes the first step in building a country Roadmap towards implementing the SDGs, because it gives insight into a country's level of preparedness for implementation.

The 17 SDGs and 169 associated targets illustrate the breadth and ambition of the 2030 Agenda. These targets, many of which are highly interlinked, reflect the economic, social and environmental dimensions of sustainable development. Each of the targets is accompanied by one or more indicators. These indicators allow for measuring progress on the implementation of the targets⁶.

A RIA analyzes a country's national planning framework, to determine how it reflects the 17 SDGs and their associated targets. Moreover, it analyzes whether at least one nationally determined indicator has

⁵ United Nations Development Program. *Rapid Integrated Assessment (RIA)*. 2017.

⁶ United Nations. *Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators (E/CN.3/2016/2/Rev.1), Annex IV*. United Nations, 2016.



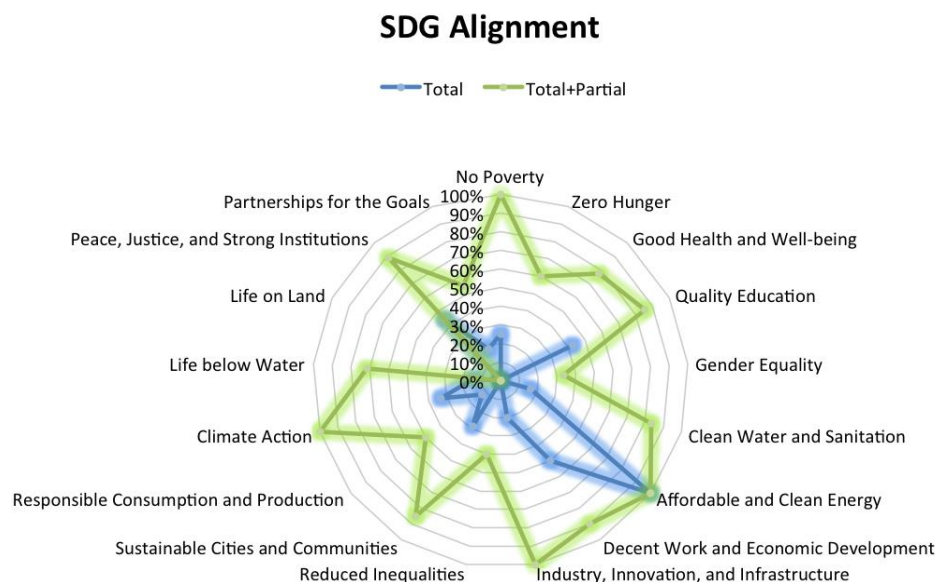
been formulated per target. Not all targets are relevant for each country; irrelevant targets are excluded from the RIA analysis. For Curaçao, 113 targets were deemed relevant to the country context, therefore included in the analysis. The RIA for Curaçao included an analysis of 14 of Curaçao’s national planning documents in the context of their alignment with the SDGs, their targets and indicators. A distinction is made between two types of alignment:

- *Full alignment*: there is a target in the national planning framework that corresponds to an SDG target, not only in text, but also in scope and ambition.
- *Partial alignment*: there is a target in the national planning framework that corresponds to an SDG target, but not completely in either scope or ambition.

To reflect the *leave no-one behind* principle, the RIA analyses whether the national planning framework adequately addresses the issue of inclusion, interpreted as having a focus on vulnerable, marginalized populations, which includes, but is not limited to, the gender dimension. In total, 66 of the country-relevant SDG targets contain an inclusion aspect and were thus analysed.

Figure 2 reflects the alignment of Curaçao’s national planning framework with the SDGs and reveals where gaps are evident. The blue line demonstrates the percentage of fully aligned targets related to the SDG in question, while the green line demonstrates the percentage of fully or partially aligned targets. A gap is evident for Life on Land (SDG 15): 0% of the targets related to SDG 15 are reflected in the national planning framework. Clear gaps also exist for Reduced Inequalities (SDG 10) and Gender Equality (SDG 5). Conversely, Affordable and Clean Energy (SDG 7) is completely reflected in Curaçao’s planning documents; all the targets related to this SDG show full alignment.

FIGURE 2: RIA RESULTS - ALIGNMENT OF POLICY DOCUMENTS WITH THE SDGS



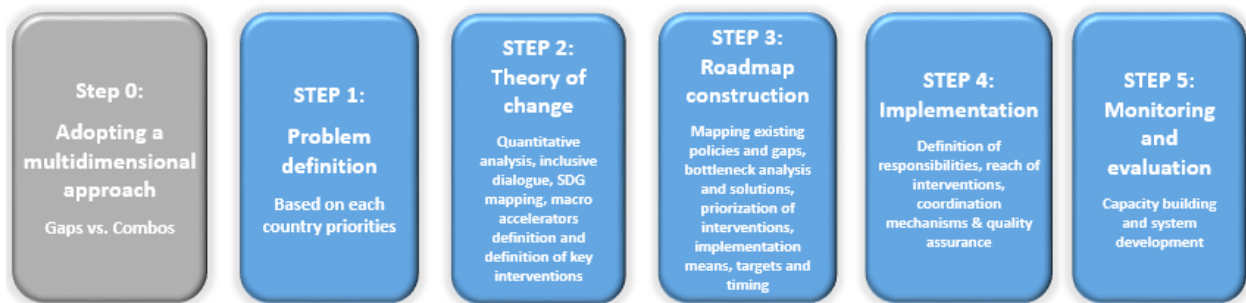
Overall, 34 out of 113 applicable targets are not reflected in the national planning instruments. Of the 78 targets that are reflected, 25 were fully aligned and 53 were partially aligned. Additionally, the analysis

revealed that for the 78 targets, only 15 (19%) were accompanied by concrete national indicators to measure progress. Moreover, only 11 out of the 66 relevant targets (17%) adequately reflected the issue of inclusion. The full RIA report can be found in *Appendix 6.1*.

1.3 Methodological approach

The Acceleration stage revolves around two methodologies: the SDG Accelerator and Bottleneck Assessment (ABA) and the Combos approach⁷, which were utilized during the mission’s workshops, to gain insight into the challenges, drivers, interventions and bottlenecks related to SDG implementation (see Figure 3).

FIGURE 3: PROCESS FOR IDENTIFYING AND IMPLEMENTING ACCELERATORS/COMBOS



The starting point entails adopting a multidimensional approach in line with the 2030 principle of integration, viewing development challenges as interlinked and complex. It signifies going beyond sectoral policies and measurements (analysis “gap by gap”), to identify holistic interventions. With this lens, development challenges are identified (Step 1). In the case of Curaçao, the National Development Plan identifies Curaçao’s main development challenges and, based on this, introduces priority areas to make progress on⁸. The MAPS mission in Curaçao focused on completing Steps 2 and parts of Step 3 in Figure 3 above.

The theory of change explains how activities are understood to produce a series of outcomes that contribute to the expected final impacts. It can be developed for any level of intervention, whether it is an event, a project, a program, a policy, a strategy or an organization.

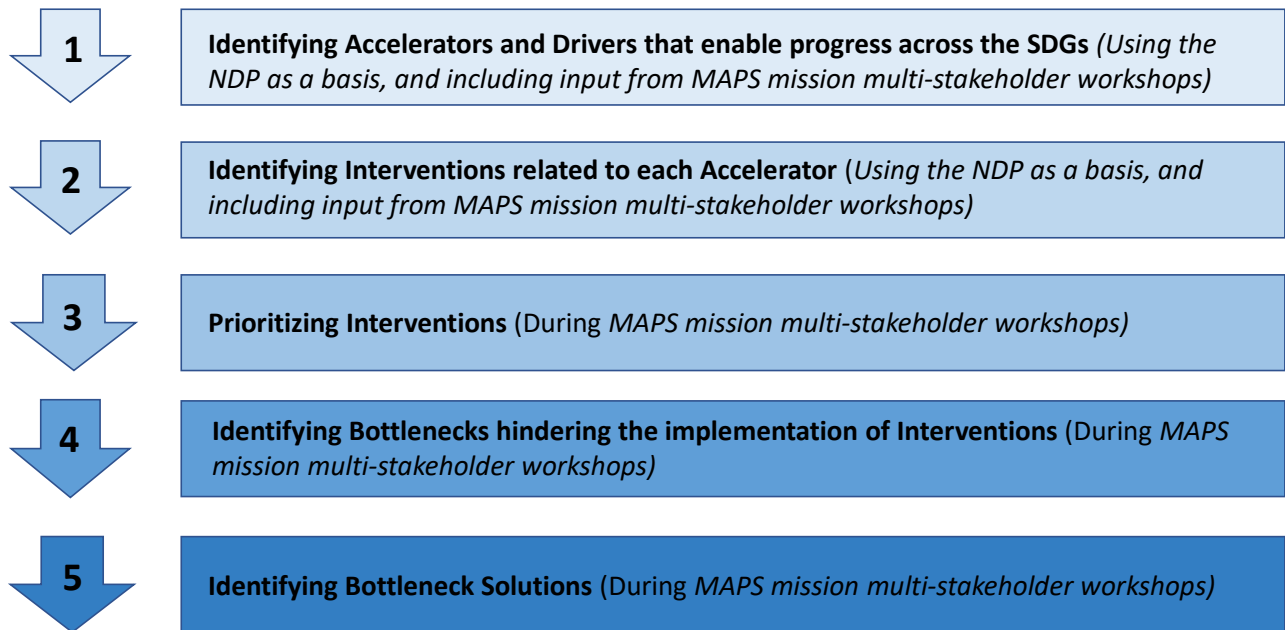
Furthermore, for priority interventions, the bottlenecks hindering progress are identified. Bottlenecks are immediate and removable constraints that impede optimal performance of interventions. A bottleneck solution is defined as a short-term catalyst action that resolves a bottleneck to produce a rapid impact.

⁷ United Nations Development Program. *SDG accelerator and bottleneck assessment*. United Nations, 2017, <http://www.undp.org/content/undp/en/home/librarypage/sustainable-development-goals/sdg-accelerator-and-bottleneck-assessment.html>. See also United Nations Development Program. *Methodology of combos as a tool and approach: steps 0 and 1*, UNDP, 2017.

⁸ Government of Curaçao. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

Figure 4 displays the tasks carried out during the MAPS mission:

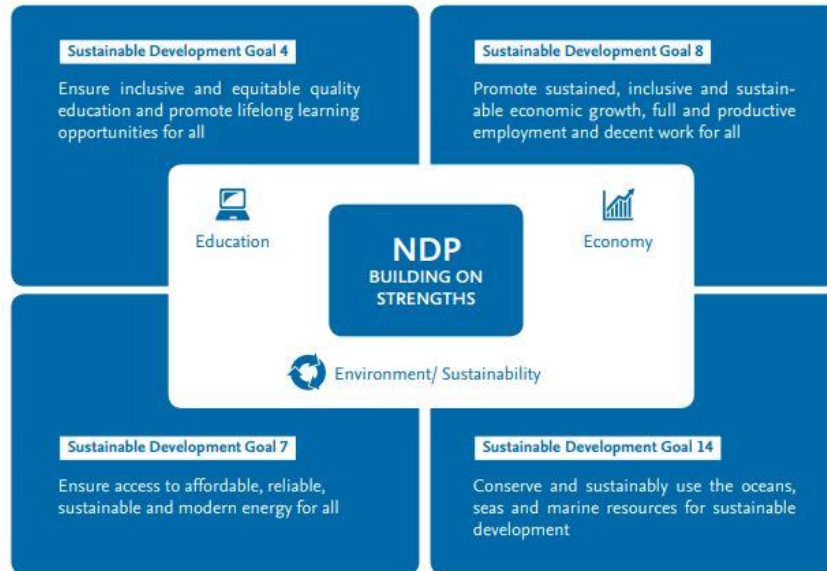
FIGURE 4: DEFINING ACCELERATORS, KEY INTERVENTIONS AND BOTTLENECKS



Step 1: The first step aims to identify **accelerators** that will accelerate progress across the SDGs and national development goals. The accelerator is understood as a priority area that is lagging behind and/or an area that, when addressed, can directly affect multiple development priorities, thus having a multiplier effect on SDG implementation. Once accelerators are identified, corresponding **drivers** are chosen. Drivers entail the development policy or program areas that enable progress on the accelerator. Accelerators are usually chosen through consultations and dialogues with a diverse group of stakeholders that help determine how the development priorities of a country can best be addressed. As mentioned, the National Development Plan⁹ already identifies the priorities of the country, and introduces the following policy themes: Economy, Education and Sustainability in *Figure 5*.¹⁰ In addition, the NDP also emphasizes good governance and national identity as means for advancing on development priorities. These two topics are also mainstreamed within the defined accelerators for Curaçao.

⁹ Government of Curaçao. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

¹⁰ Relatively less attention was given to health in the NDP, although this sector is reflected in other planning instruments. The MAPS mission initiated discussions around this possible area in stakeholder consultations, and specific actions related to health were included in the accelerators. However, due to limitations in time, this area was not fully developed as an accelerator. This could be further developed in the future as needed.

FIGURE 5: POLICY THEMES OF THE NATIONAL DEVELOPMENT PLAN

These policy themes from the NDP were directly translated into the ‘accelerators and drivers’ framework. The MAPS mission worked on strengthening the framework by adding drivers to the accelerators where necessary. In addition, to strengthen Curaçao’s efforts towards implementing the 2030 Agenda, two new accelerators – with accompanying drivers - were formulated during the mission: Poverty Reduction and Youth Empowerment. The resulting accelerators are as follows:

FIGURE 6: ACCELERATORS TOWARDS SDG IMPLEMENTATION

Step 2: This step entails the identification of a lists of **interventions** needed to address the drivers related to each accelerator identified in Step 1. Accelerators 1, 2 and 3 are derived from the National Development Plan¹¹, as are the interventions related to these accelerators. Accelerator 5 and its related drivers and interventions are derived from the Action Plan for Youth Development¹². In the mission workshops and meetings, already identified interventions for these accelerators were validated, and

¹¹ Government of Curaçao. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

¹² Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.



additional interventions were added. For Accelerator 4, which was entirely new, drivers and interventions were formulated during the stakeholder workshops and bilateral meetings.

After the list of interventions is compiled, **prioritized interventions** are identified. The multi-stakeholder workshops held during the mission prioritized the interventions based on their potential impact. The following aspects were considered during the prioritization process:

- ✓ Whether the intervention addresses the leave no-one behind principle
- ✓ The extent to which the intervention contributes to solving problems related to the accelerator
- ✓ Whether there is evidence that it works

Step 3: Next, the bottlenecks related to the priority interventions are identified. This entails analyzing the factor(s) stopping the accelerator from making progress by hindering or impeding the implementation of that accelerator's priority interventions.

Step 4: A bottleneck solution is an action that has a significant impact in resolving a bottleneck¹³. The mission initiated this identification, which should be further refined in the future by parties responsible for policy implementation, in particular to identify solutions that are as specific and detailed as possible, allowing for concrete actions to be undertaken. Thus, while this Roadmap presents several bottle neck solutions, there may be a need for reviewing and detailing these further once the accelerators and priority actions are validated.

¹³ If a public policy or programme that used to have an impediment (bottleneck) and now is working as expected, the bottleneck solution worked. If the public policy or programme improved but is still not working as expected, the bottleneck solution only offered a partial solution and further actions may be required. If the public policy or programme did not improve with the bottleneck solution, then it was ineffective and alternative solutions would be required.



II. OVERVIEW OF CURAÇAO'S DEVELOPMENT CONTEXT

2.1 Economic overview

Curaçao is a small, high-income, Dutch Caribbean island nation with one of the highest GDP per capita in the Caribbean region (20,282 in 2014¹⁴ against 28,671 for the regional leader, the Bahamas¹⁵, and a regional average for the 12 Caribbean Small States¹⁶ of 10,125). It shares the Netherlands Antilles guilder (ANG), whose exchange rate has been fixed at ANG 1.79 to the US Dollar since 1971, with Sint Maarten^{17,18}. The currency union with Sint Maarten was formed after the dissolution of the Netherlands Antilles in 2010¹⁹. Curaçao's strategic geographical location and natural deep-sea harbours facilitate business and commerce²⁰. Curaçao has a relatively diverse economy for a small Caribbean island, focused on the service sector and petroleum refining, in contrast to that of some other small Caribbean island states in which tourism accounts for a large proportion of GDP and the labour force. In Curaçao services make up about 71% of the GDP according to estimates for 2017, with real estate, renting and business activities, finance intermediation, and transportation, storage and communications being the most important industries²¹. Manufacturing through the refining of oil also makes up between 8 and 10% of GDP²².

Curaçao is heavily dependent on imported goods. In 2016, the country's net exports (exports – imports) totalled -1799.5 million Naf²³. Main commodities imported in 2016 included machinery and transport equipment (640 million Naf) and food and live animals (431 million Naf). Main export products in that year included chemical products (56 million Naf) and machinery and transport equipment (83 million Naf).

¹⁴ In current US\$. Source: UN DATA, download 15-11-2019

http://data.un.org/CountryProfile.aspx/_Images/CountryProfile.aspx?crName=Cura%C3%A7ao

¹⁵ In current 2014 US\$. Source: World Bank. World Development Indicators, download 15-11-2019

¹⁶ Reference is made to the World Development Indicators Classification comprising Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname and Trinidad and Tobago.

¹⁷ International Monetary Fund. *Exchange Rate Archives by Month*. International Monetary Fund, 2016.

¹⁸ This makes Sint Maarten a particularly good reference point for its economic and social performance, as the Central Bank sets policies for both countries.

¹⁹ International Monetary Fund. *Kingdom of the Netherlands – Curaçao and Sint Maarten, 2016 Article IV Consultation Discussions – Press Release; Staff Report and Informational Annex, IMF Country Report No. 16/276*. International Monetary Fund, 2016.

²⁰ PWC. *Doing business in the Dutch Caribbean*. Willemstad: PWC, 2013.

²¹ Central Bureau of Statistics of Curaçao. *Curaçao GDP values, 2000-2017*. CBS, 2018, http://www.cbs.cw/website/economy_3220/item/economy-tables_940.html

²² The 10% value is quoted from: Central Bureau of Statistics of Curaçao. *"Curaçao GDP values, 2000-2017"*. CBS, 2018. See also Urribarri, Sailo. [Conoco has seized Venezuela PDVSA products from Isla refinery: Curaçao](#). Reuters UK, 2018. A note to this paper from the MEO however, points out that if we exclude from manufacturing 'ship repair' and 'remaining manufactures' the value goes down to 8%.

²³ Central Bank of Curaçao and Sint Maarten. *The Economy of Curaçao and Sint Maarten in Data and Charts Yearly Overview: 2007-2012*. Central Bank of Curaçao and Sint Maarten, 2016.



Still in 2016, the value of food imports over total merchandise exports equalled 185.8 %.²⁴ This is significantly higher than the average for the Caribbean, which stood at 77.5 % between 2011 and 2013²⁵. Curaçao's economy has struggled since the global financial crisis. While nominal GDP growth has been positive, yet moderate in some years (up to 3% in 2011 and 2012), real GDP growth has stagnated. In 2017 recorded a real economic contraction of 1.7%²⁶, following a decline of 1.0% in 2016. For the near future, according to the Government of Curaçao²⁷, Curaçao is projected to record a decline in GDP of 1.6% in 2018. For the year 2019, a 0.9% growth is projected²⁸.

Real GDP growth has been negative for most of the period since 2009, with only 3 years of slow growth in 2010 (0.1%), 2011 (0.6%) and 2015 (0.3%)²⁹. This is compared to 7 years of slow, steady growth prior to 2009. The modest growth in 2015 (see Table 1) meant that Curaçao ended a three-year recession, but 2016 and 2017 has seen the economy contract again³⁰. GDP per capita has also decreased from 2012 to 2016 by nearly 4% (see the table below) and the Central Bank reports that real GDP per capita has decreased by 10% over the last decade³¹.

The Central Bank report points at a net decline in foreign demand, moderated by an increase in domestic demand as the main determinants of this path. Sector wise, in the first half of 2017 activities in the wholesale & retail trade, restaurants & hotels, transport, storage, & communication, and financial intermediation sectors contracted, while the construction and utilities sectors recorded a growth. Meanwhile, growth in the manufacturing sector remained flat until 2017, while the slowdown in refining activities in 2018 will likely lead to a contraction of the absolute and relative weight of the sector.

Tourism in Curaçao represents a key economic sector, but it has struggled in recent years. For example, in 2016, tourism made up 19.6% of Curaçao's GDP, a decline from 20.4% in 2015. This small drop was the result of a decrease in arrivals, cruise visitors, and overall overnight stays in 2016 over 2015. Additionally, average daily spending by tourists fell by 4%.³² Further, in 2017, overall overnight stays recorded the lowest since 2011³³³⁴ due in part to the Venezuelan economic crisis and decline in demand from abroad.³⁵

²⁴ Own calculation (food imports / total exports *100) based on information from: Central Bureau of Statistics of Curaçao. *International Trade Statistics, 2000-2016*. Willemstad: CBS, 2017.

²⁵ FAO. *Table of Food Security Indicators*. Rome: FAO, 2018.

²⁶ 2017 contraction is partially explained by the decreasing output at the Isla refinery and tourism decrease in the number of overnight stays²⁶.

²⁷ 2018 Growth Strategy for Curaçao, October 2018

²⁸ Based on implementation structural policy and investment projects: Growth Strategy for Curaçao, October 2018

²⁹ Central Bureau of Statistics of Curaçao. *Curaçao GDP by Sector and Industry, 2000-2016*. Willemstad: Central Bureau of Statistics of Curaçao, 2017.

³⁰ International Monetary Fund. *Labour force of Curaçao total, 2014-2017*. Washington D.C.: International Monetary Fund, 2016.

³¹ International Monetary Fund. *Labour force of Curaçao total, 2014-2017*. Washington D.C.: International Monetary Fund, 2016. Also, Centrale Bank van Curaçao en Sint Maarten. *Quarterly Bulletin 2017- III*. Willemstad: Centrale Bank van Curaçao en Sint Maarten, 2018.

³² Curaçao Tourism Board. [Curaçao Tourism Board Annual Report 2016](#). Willemstad: Curaçao Tourism Board, 2016.

³³ Curaçao Tourism Board. [Curaçao Tourism Board Annual Report 2016](#). Willemstad: Curaçao Tourism Board, 2016.

³⁴ Varlack, Glenda. *Tourism in Number 2013-2014*. Willemstad: Statistisch Magazine, 2015.

³⁵ Curaçao Chronicle. [Economic Contraction in Curaçao during the Third Quarter of 2017](#). *Curaçao Chronicle*, March 7, 2018.



However, it seems the tide is turning as 2018 is showing a significant increase in stayover and cruise visitors. The tourism sector seems to be recovering well.

In addition to the service sector, petroleum refining and bunkering also plays a significant role in the economy, providing as much as 10% of Curaçao's GDP³⁶. Due to oil refinery activities and population size, Curaçao is a relatively large contributor to greenhouse gases. In 2014, Curaçao had the second highest CO₂ emissions per capita in the world, after Qatar (world bank). The majority of electricity generated is derived from crude oil and petroleum products: in 2015, more than 95% of all electricity was generated using oil³⁷. The Isla Refinery is owned by the public company *Refineria di Korsou* (Curaçao Refinery) but is operated by the Venezuelan oil company *Petróleos de Venezuela, S.A* (PDVSA). The refinery has seen a spate of issues in the last two years. Indeed, the new government, sworn in May 2017, has made the refurbishment and upgrade of the oil refinery a priority.³⁸ The vision of the Government is that a rehabilitated refinery should use LNG (and or CNG) to fuel the different refinery processes, lowering cost and significantly reducing environmental pollution. The government is currently in talks with different potential strategic partners for the rehabilitation and continuation of the refinery after 2019.

Curaçao is a regional financial centre and while financial intermediation made up 17.6% of the GDP in 2009, in 2016 this had moved down to 11%.³⁹ Due partially to its geographical position Curaçao is targeted as a transshipment point for drugs and money laundering.

These economic woes have resulted in a decrease in government revenues and increasing budget deficits, despite a slight fall in public expenditure. The budget deficit in the third quarter of 2017 was nearly double that of Q3 in 2016.⁴⁰ Public debt as a percentage of GDP increased in Curaçao from 33.1% in 2012 to 44.3% in 2015.

Curaçao's economic competitiveness – which is reflected in persistently large current account deficits - leaves room for improvement⁴¹. The determining factors include the decrease in the market share for the Caribbean tourism industry, the declining share in world exports of Curaçao's products as well as a depreciating real effective exchange rate⁴². At the same time, the country seems to experience a low labor productivity: between 2012 and 2015, labor productivity totaled an average of -0.2 percent⁴³. Specifically,

³⁶ Urribarri, Sailo. 2018. [Conoco has Seized Venezuela PDVSA Products from Isla Refinery: Curaçao](#). May 13. Reuters.

³⁷ Energy Transition Initiative / National Renewable Energy Laboratory - Energy Snapshot Curaçao – Washington D.C. – 2015.

³⁸ Economist Intelligence Unit, 2017. [Curaçao forms Governing Coalition](#). May 8, Economist Intelligence Unit, UK.

³⁹ Central Bureau of Statistics of Curaçao (2018), Tables available for download on "Curaçao Domestic Product by Sector and Industry, Curaçao (Mln ANG) 2000-2017". Download 16 11 2018 Curaçao.

⁴⁰ Centrale Bank van Curaçao en Sint Maarten. 2018. Quarterly Bulletin 2017- III.

⁴¹ Centrale Bank Curaçao, 2016, Economic Developments in 2016 and Outlook for 2017. Also, IMF, 2016.

⁴² IMF, 2016.

⁴³ CBCS, 2017. Working Paper: Measuring Labor Productivity in Curaçao. Also, IMF, 2016.

the latter, can be attributed to a decline in the employment share of sectors with high productivity growth rates combined with a rise in the share of employment of sectors with low productivity growth rates⁴⁴. The national strategy going forward is to both strengthen current sectors and build new areas and encourage private sector investment. The National Development Plan 2015-2030 aims to encourage existing sectors such as financial services by creating harmonized legislation, new tax treaties and trade deals.⁴⁵ Further, to diversify the economy and attract more foreign investment the government has implemented a program called the 'Open Arms' policy, which features a heavy focus on information technology companies.

TABLE 1: KEY MACROECONOMIC INDICATORS OF CURAÇAO, 2009-2016⁴⁶

	2009	2010	2011	2012	2013	2014	2015	2016
Nominal GDP, in millions USD	2869.2	2951.3	3038.7	3131.1	3147.6	3158.4	3151.9	3121.5
Nominal GDP growth, %	1.3	2.9	3.0	3.0	0.5	0.3	-0.2	-1.0
Inflation, %	1.8	2.8	2.3	3.2	1.3	1.5	-0.5	0.0
Real GDP growth, %	-0.5	0.1	0.6	-0.1	-0.8	-1.1	0.3	-1.0
Per capita GDP (USD)			20,571	20,979	20,879	20,622	20,260	20,154
Per capita GDP growth, %			2.5	2.1	-0.5	-1.2	-1.8	-0.5

The medium term macro-economic outlook is highly uncertain and subject to significant downside risks linked to a potential reduction in the number of tourists/tourist nights, should a slump in the USA and the EU occur and add to the decline in Venezuelan demand, even if, for the time being the USA and European flows are expected to increase for 2019. In addition, the Venezuelan unrest, which has resulted in a stoppage or significant reduction in Venezuelan crude oil exports to Curaçao's Isla refinery, may cause further concern for 2018-19. Overall, Curaçao's small, open economy will remain highly sensitive to shifts in commodity prices, and the international tourism flows⁴⁷. Accompanying those trends, the debt to GDP ratio is steadily increasing and reached 49.8% at the end of 2017, leaving moderate or no space for any expansionary fiscal policy.

⁴⁴ Sectors that registered below average productivity levels between 2003 and 2015 are the hotel and restaurant industry. Conversely, financial intermediation, business activities and manufacturing are among the industries that registered above average productivity rates. CBCS, 2017. Working Paper: Measuring Labor Productivity in Curaçao

⁴⁵ IMF, 2016; Government of Curaçao. 2015. National Development Plan 2015-2030: Executive Summary. Government of Curaçao and UNDP.

⁴⁶ Own elaboration based on data from: Central Bureau of Statistics of Curaçao, 2017. Labour force of Curaçao total, 2014-2017; Data on per capita GDP (USD) and per capita GDP growth is obtained from the IMF's Article IV Consultation, 2016.

⁴⁷ Economist Intelligence Unit. *Curaçao Forecast Update: Economy Contracted in third quarter of 2017*. London: The Economist, 2018.



2.2 Social overview

Income poverty and inequality

According to the international standards set by the World Bank and based on the Labour Force Survey 2017, in this year 4.7% of the population (156,596 inhabitants) was identified as poor (living on less than \$5 a day, or \$152.1 per month) —with 2.7% living on \$3.1-5 per day (moderate poor), 1% living on \$1.9-3.1 a day (extreme poor), and 1% living on less than \$1.9 a day (destitute or ultra-poor). A further 17.6% can be classed as vulnerable (those with per capita income between \$5 and \$12.4 per day, or between \$152.1 and \$377.2 per month) by Latin American and Caribbean (LAC) standards. Compared to the LAC weighted averages these numbers are low as, in 2015, 11% of the region lived on extreme poverty with less than \$3.1, 23.6% lived in total poverty with less than \$5 a day, and 39.4% lived in vulnerability. Most of Curaçao's population (66.2%) are classified as middle class, with per capita incomes between \$12.4 (\$377.2 per month) and \$62 (\$1885.8 per month) in PPP dollars a day, whereas 11.5% are identified as part of the upper class with a per capita income above \$62 a day⁴⁸. By contrast, in the LAC region the relative size of both the middle and upper classes are significantly lower than in Curaçao reaching, respectively, 34.5% and 2.5%⁴⁹. Although the lack of disaggregated data by sex, age, ethnicity related to the income constitutes a barrier to analyse and identify those groups that are living in most vulnerable conditions due to multiple forms of discriminations and exclusions.

Income inequality, as measured by the Gini coefficient, reached 0.425 in 2017 based on the incomes (mainly from labour and pensions) reported in the Labour Force Survey of that year; this inequality level is relatively higher than the OCDE average (0.318 in 2014)⁵⁰ high but it is almost 13% lower than the inequality level recorded for Latin America in 2015 (0.486)⁵¹. The link between these indicators and employment trends is discussed in the next section.

Employment and Welfare

The trend in labour force participation rate is increasing since 2014. However, the unemployment has also been increasing (Table 2). In 2017, women made up 54% of the labour force versus 47% of men, due also to the fact that Curaçao has one of the highest ratios of women to men in the world, coming in third after Latvia and Lithuania, with 115 women for every 100 men.

⁴⁸ All the figures for Curaçao are calculated from the Labour Force Survey 2017 as part of the PovRisk strategy, a joint initiative for Curaçao carried out by the United Nations Development Programme (UNDP) and the Central Bureau of Statistics Curaçao (CBS).

⁴⁹ The figures for the Latin America and Caribbean region are taken from UNDP, 2017. [Applying PovRisk Tool to 15 Countries in Latin America](#), Regional Human Development Report for Latin America and the Caribbean. Update Policy Note. New York: UNDP.

⁵⁰ OECD Income Distribution Database, <http://www.oecd.org/social/income-distribution-database.htm>

⁵¹ The Gini coefficient for Latin America comes from UNDP, 2017 and was calculated based on the SEDLAC dataset (CEDLAS and the World Bank). Latin America includes the following 15 countries: Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru and Uruguay.



Small Caribbean countries often have high levels of unemployment due to numerous structural factors, such as lack of diversification and the seasonal nature of some sectors such as tourism⁵². Unemployment rates are relatively high in Curaçao, ranging from 11.7% to 14.1% from 2014 to 2017⁵³. The male unemployment rate is at its highest since 2014 with an increase from 11.3 percent in 2014 to 12.9 percent in 2017. The female unemployment is higher than male unemployment and showed an increase from 14.6 percent in 2016 to 15.2 percent in 2017. Further youth unemployment, those between 15-24, was 32.8%, higher than that of any other age group⁵⁴.

TABLE 2: KEY LABOUR OF CURAÇAO, 2014-2017

Curaçao: Key labour market indicators by sex, 2014-2017												
	2014			2015			2016			2017		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Total population	69,509	83,725	153,234	70,465	84,837	155,302	71,204	85,518	156,721	71,120	85,477	156,597
Labour force	32,281	35,569	67,850	33,353	36,667	70,021	35,906	39,165	75,071	34,206	38,941	73,147
Employed population	28,623	30,672	59,295	29,846	31,976	61,823	31,684	33,434	65,118	29,810	33,024	62,834
Unemployed population	3,658	4,897	8,555	3,507	4,691	8,198	4,222	5,731	9,953	4,396	5,917	10,313
Unemployment rate (%)	11.3%	13.8%	12.6%	10.5%	12.8%	11.7%	11.8%	14.6%	13.3%	12.9%	15.2%	14.1%

Source: Own elaboration based on data from: Data from Central Bureau of Statistics of Curaçao, 2018. Labour force of Curaçao total and by sex 2014-2017.

Minimum wage (MW) as of January 2017 was 9 ANG per hour⁵⁵, thus, based on a 40-hour work week, it is equivalent to 360 ANG per week, and 1,560 ANG⁵⁶ per month —which equals \$1,017.51 dollars per month adjusted by purchasing power parity (PPP)⁵⁷. The gross monthly income distribution for 2017 shows that 41.6% of the population earns less than 2,000 guilders a month (12.5% earns less than 1,000 guilders a month), thus lower than or slightly above the minimum wage.⁵⁸ 49.5 per cent of men report to earn more than 2,000 guilders a month, while the percentage of women reporting the same is only 42.2.⁵⁹ Given that the middle class is defined as those living between \$377.2 per month and \$1885.8 per month, this means that a large part of the population is living below the MW. As the starting point for the calculation is the subsistence level for a household with one adult (without children), which equals 1,596 ANG per month in 2017, this is concerning⁶⁰. This trend may be explained by the part-time nature of work

⁵² IMF, 2016.

⁵³ IMF, 2016; Central Bureau of Statistics of Curaçao, 2018. [Labour force of Curaçao by sex, 2014-2017](#); Central Bureau of Statistics of Curaçao, 2018. [Labour force of Curaçao total, 2014-2017](#).

⁵⁴ Central Bureau of Statistics of Curaçao, 2018. [Labour force of Curaçao by age, 2014-2017](#).

⁵⁵ Curaçao Chronicle, 2016. [Minimum Wage up to 9 Guilders](#). December 29. Curaçao Chronicle.

⁵⁶ This was arrived at by taking the weekly rate 360*52 (number of weeks)/12 (number of months).

⁵⁷ Calculations based on the 2017 consumer price index (CPI) of 125.5, the 2011 CPI of 116.9, and the base year (2011) PPP conversion factor of 1.43. The 2017 PPP conversion factor for 2017 was calculated as 1.43*(125.5/116.9) = 1.533. So, 1560/1.533 = 1017.79 monthly MW in PPP. Data from: Central Bureau of Statistics of Curaçao, 2018. Annual consumer price index and inflation rates since 1970; PPP conversion factor for 2011 (private consumption) was obtained from the World Bank, World Development indicators.

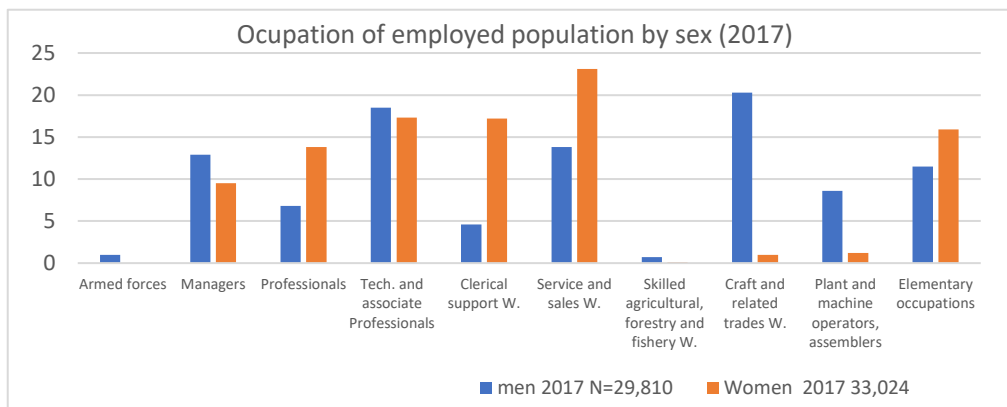
⁵⁸ See Central Bureau of Statistics of Curaçao (2017: table 23). Supply side of the labour market Curaçao Results of the labour force survey 2017

⁵⁹ ibi

⁶⁰ Central Bureau of Statistics of Curaçao, 2018. [Poverty line Curaçao by type of household, 2008-2018](#).

for those in the lower socioeconomic classes. For instance, in 2017, the mean hours worked per week was 29 among the poor, 32 among the vulnerable, 36 among those identified as the middle class, and 39 among the upper class. Indeed, the data shows that 10.5% of the poor earned exactly the minimum wage, 39.3% earned less than the MW, and 33.8% more than the MW. For the groups that live in vulnerable conditions the numbers were, respectively, 25.8%, 29.9%, and 34%; for the middle class they were 16%, 9%, and 69%; and, 1.2%, 4.2%, and 95% for the upper class⁶¹. Thus, seasonal and part-time employment account at least partially for this phenomenon and likely contribute to inequality and poverty in the country.

FIGURE 7: CURAÇAO: OCCUPATION OF EMPLOYED POPULATION BY SEX



Source: Own elaboration based on data from: Data from Central Bureau of Statistics of Curaçao, Labour Tables 2017.

Most of the population of Curaçao is employed by the following sectors: Wholesale and retail trade, and repair of motor vehicles and motorcycles employs 16% of the population and has done so since 2014; accommodation and food service activities account for 8.5%; and, human health and social work activities employs 9.7%. Given that accommodation and restaurant expenditure make up over 50% of tourist spending in Curaçao, these are important industries⁶². Within industries and occupations (see Figure 8) gender labour segregation still persists and it is mainly reflected in the construction subsector (11.4 % of men and 0.4% of women), human health and social work activities (3.6% of men and 15.1% of women), and manufacturing (11.9% of men and 3.4% of women)⁶³. Women are mainly occupied in services and sales work, clerical support and elementary activities.⁶⁴

⁶¹ Figures calculated from the Labour Force Survey 2017.

⁶² Curaçao Tourism Board. 2017. 1st Quarter Tourism Performance 2017; Curaçao Tourism Board. 2017. 3rd Quarter Tourism Performance 2017.

⁶³ Central Bureau of Statistics of Curaçao, 2018. Employed population by industry, 2017; Central Bureau of Statistics of Curaçao, 2018. Economic activity of employed population, 2014-2017. See also Apostolova, Vyara. 2017. Women around the World: International Women’s Day 2017. Briefing Paper CBP 7910, February 27. House of Commons Library.

⁶⁴ According to ISCO, elementary occupations consist of simple and routine tasks which mainly require the use of hand-held tools and often some physical effort. Tasks performed by workers in elementary occupations usually include: selling goods in streets and public places, or from door to door; providing various street services; cleaning, washing, pressing; taking care of apartment houses, hotels, offices and other buildings; washing windows and other glass surfaces of buildings; delivering messages or goods; carrying luggage; [\(for more info\)](#)



Education

Government expenditure on education as a percentage of GDP was 4.9% in 2013 which is below average for the Latin American and Caribbean region⁶⁵. For instance, it is lower than Aruba (6%) and Jamaica (6.3%). However, Curaçao has done comparatively well on education indicators.

Education in Curaçao is free, is guaranteed in Article 21 of the Constitution and is compulsory for children from ages 6 to 18. Primary school enrolment stands at 97 per cent and secondary school enrolment at 77 per cent. Due to the compulsory education law, undocumented immigrant children have access to schooling. Although, while both documented and undocumented immigrant children have access to education, the latter cannot receive a diploma when they complete secondary education. As a result, it is virtually impossible for them to go to college and it remains extremely difficult to find a job at a higher level⁶⁶. In 2013, the percentage of female pupils was 48 at the primary level and 57.4 at the general secondary level⁶⁷.

On the island, there are six different school boards, each of them with their own interpretation, views and vision of the type of education to be given in their schools. Moreover, there appears to be a common concern from national stakeholders for fragmented and divergent coordination between the educational curriculum and the requirements on the local labour market or the strategic economic development areas, e.g. tourism and construction as identified by the Ministry of Economic Development during consultation for this report. Along the same line, it does not appear to be manifestly evident that the educational system is assessed for compatibility with relevant gender indicators.

The country faces a relatively large number of dropouts: 32.9 per cent of youth aged 15-24⁶⁸, the majority of those boys (37.9% of the total), fall outside the educational system. Explanations include the abovementioned factors as well as poverty, the desire to work to earn money and the lack of family support due to parents working multiple jobs. Children with learning disabilities (mainly boys) may be referred to special education schools. Children with disabilities are not necessarily integrated into the regular education system. According to the Central Bureau for Statistics (2011) Curaçao has a percentage of 39% of single mothers at the head of the family.

Education is important for economic mobility in Curaçao, with recent investigations showing that individuals who had higher education are more likely to end up in a higher income group one year later. Further, those in higher income groupings have higher levels of education with the upper class being, on average, the most educated⁶⁹. This inequality may in part arise from the education system and technical and vocational training system not being aligned to meet the countries' needs, suggesting that these will

⁶⁵ World Bank. 2016. World Development Indicators 2016.

⁶⁶ UNICEF (2013). The Situation of Children and Adolescents in Curaçao: Key findings and recommendations

⁶⁷ World Bank, 2016. World Development Indicators 2016

⁶⁸ CBS (2016), Data on Dropout information, Census 2011, Adjusted figures per March 2016. Available at: https://www.cbs.cw/website/education_3247/item/education-tables_1093.html- Download 21/11/2018 UNDP estimates a dropout rate between 32% and 40%.

⁶⁹ See the report with preliminary results for the Curaçao PovRisk analysis, a joint initiative for Curaçao carried out by the United Nations Development Programme (UNDP) and the Central Bureau of Statistics Curaçao (CBS).



need to be changed in the future⁷⁰. The mismatch between the supply and demand sides of the labour market have been identified as an important and challenging constraint for the country⁷¹. According to the National Development Plan, investments will be made in Foundation-based and Vocation-based education to increase the number of people with accredited, vocational skills of use to the employers of Curaçao and integrating with labour market better. Indeed, matching youth to new opportunities is a particularly urgent challenge for Curaçao, as the workforces in most businesses are nearing retirement and there are too few young staff to replace them⁷².

Due to the limited supply of after-school activities, children and adolescents are often left alone while their parents work. This increases their likelihood of engaging in activities such as drug use, violence and crime⁷³. Such phenomenon is compounded by the absence of universal and affordable children care systems and of measures that stimulate a work-life balance (e.g. flexible working time, widespread access to equal conditions part time employment or paternity leave). In general terms, there is structurally less attention for girls and boys in families with working parents, situation that is even exacerbated in the case of single-parent families⁷⁴.

Health

In broad strokes, Curaçao is about average in health outcomes for the LAC region. For example, life expectancy in 2016 was 77.9 years, which is higher than some countries in the region like Sint Maarten (73) Aruba (75.9), and above the Caribbean average of 73.2, but lower than Bermuda (81.2) and St. Martin (79.6)⁷⁵. Infant mortality rate is 12.2 deaths per 1,000 live births in 2015 whereas Sint Maarten had 6 deaths per 1,000 live births⁷⁶, but this tends to fluctuate a lot given the relatively small number of births in the country and thus is not a particularly good indicator of health outcomes. For example, between 2010 and 2015 it fluctuated between 7.6 and 12.8⁷⁷. Health expenditure stood at 16.6% of GDP in 2011, significantly higher than the LAC average of 4%⁷⁸, while per capita health care expenditure was approximately US\$3,355 annually. It also has high insurance coverage as 94.4% of the population of Curaçao is covered by a health care insurance⁷⁹—this figure contrasts with that observed for the aggregate of Latin American countries whose health coverage reaches only 54.5% of workers⁸⁰.

Despite this, Curaçao faces some challenges from both communicable and non-communicable diseases. It has suffered from several communicable diseases over the last years, including dengue fever,

⁷⁰ IMF, 2016.

⁷¹ UNDP. About Curaçao. [UNDP in Trinidad and Tobago](#).

⁷² Government of Curaçao. 2015.

⁷³ UNICEF (2013). The Situation of Children and Adolescents in Curaçao: Key findings and recommendations

⁷⁴ CEDAW TREATY, NGO Shadow Report, Curaçao v1.0 - Sept. 2015.

⁷⁵ World Bank. 2016. World Development Indicators 2016.

⁷⁶ IMF, 2016.

⁷⁷ PAHO, 2017. Health in the Americas: 2017 Edition. Pan American Health Organization and World Health Organization. Washington, D.C.

⁷⁸ PAHO, 2017.

⁷⁹ Central Bureau of Statistics Curaçao. [Health & Welfare Publications](#). Central Bureau of Statistics Curaçao Website.

⁸⁰ Weighted average for 2015 based on data from [SEDLAC](#) (CEDLAS and the World Bank).



Chikungunya and Zika. The country had a major outbreak of dengue in 2011, with 1,800 cases confirmed, but has faced far fewer in the years since, with no major outbreaks. Chikungunya and Zika swept the region in 2014 and 2016⁸¹. Chikungunya struck in the 2014-2015 rainy season and infected an estimated 20,000 people, while Zika was first reported in early 2016 and, by May that year, 208 cases were confirmed⁸².

Curaçao also faces a burden of non-communicable diseases with an increasing obesity problem. In 2007, the three leading causes of death in Curaçao were cardiovascular diseases, ischemic heart disease, and cerebrovascular heart disease⁸³. This is linked to high obesity rates. For example, in 2013, 39.3% of men were overweight and 23.3% were obese, while for women in this population group, the rates were 34.7% and 32.6%, respectively⁸⁴. Experts estimating that between 25 and 30 per cent of children and adolescents are overweight. The explanation is both cultural as well due to hyper-caloric diets – as a result of the very high costs of healthier foods, which are imported – combined with lack of exercise.⁸⁵

Globally, in 2008, 35% of adults aged 20 years and older were overweight, whereas Aruba and the Bahamas 75% of the population is overweight and 45% of the population is obese. These figures suggest that, while the issues are still moderate compared to other Caribbean countries, access to health services will become more of a challenge in coming years due to a growing population with a higher prevalence of chronic diseases⁸⁶. Given the already high expenditure on healthcare as % of GDP, this may stress the government budget in future if trends are not reversed.

The percentage of teenage pregnancies has remained stable in recent years although in 2013 the numbers indicated that 9%, adolescents are getting pregnant at younger ages and the number having more than one child before age 18 has increased⁸⁷. Reasons include the almost absence of sexual and reproductive education in schools, lack of communication and awareness raising within families and the persistence of erroneous beliefs about forms of birth control. Early pregnancy has dangers for the health of the mother and child and may put girls at risk of ongoing poverty.⁸⁸

Curaçao has recently signed a healthcare cooperation agreement with Aruba and Sint Maarten, where each country would focus on creating centres of excellence with a speciality that would be available to the other countries. They would also work on Joint Commission International (JCI) accreditation together. Under this arrangement, Curaçao, who has upgraded Neonatal Intensive Care Unit in 2017, will now care for babies from all three countries.⁸⁹ There are still issues that will need to be solved as, for example,

⁸¹ Curaçao Chronicle, 2018. [Caribbean Warned To Prepare For Possibility Of Severe Outbreak Of Dengue Fever](#). May 11. Curaçao Chronicle.

⁸² PAHO, 2017.

⁸³ CARPHA, 2013. [State of Public Health in the Caribbean Region](#). Caribbean Public Health Agency.

⁸⁴ PAHO, 2017.

⁸⁵ UNICEF (2013). The Situation of Children and Adolescents in Curaçao: Key findings and recommendations

⁸⁶ PAHO, 2017.

⁸⁷ Although the number of abortions is not included in this figure. This is because of the fact that abortion is illegal on the island, although it is tolerated. (Source: NGO Shadow Report of Curaçao (2015) for use by the CEDAW Committee at Geneva, Switzerland)

⁸⁸ UNICEF (2013). The Situation of Children and Adolescents in Curaçao: Key findings and recommendations.

⁸⁹ EIU, 2017. [Curaçao, Aruba and Sint Maarten make Healthcare Deal](#). August 29. Economist Intelligence Unit.



patient registration will also have to be harmonised but public health insurance cooperation already existed between Curaçao and Aruba and now Sint Maarten has been added to that.⁹⁰ This should improve healthcare outcomes once harmonization is complete.

Gender and demographics

A Central Bureau of Statistics population analysis shows that citizens above 65 years old constitute the fastest growing demographic group. All projection variants show that population aging is irreversible. The population aged 65 years or older is estimated to make up 24-30 % (depending on migration flows) of the Curaçao population in 2050⁹¹. As life expectancy is set to increase further towards 2050 while fertility rates will remain declining, it is expected that in 2050 every elderly person will be economically dependent on half the number of working-age persons (about 2 persons) compared to 2015 (about 4 persons). At the same time, the proportion of youth in the population is expected to decline from 19 percent in 2015 to 14-17 percent in 2050. The projections underscore the need to invest in adolescents and youth now, to harvest the benefits of the demographic dividend before the demographic transition.

Persistent stereotypical views about the roles of women and men are visibly present on the island, as well as wide misconception on gender equality. The high political participation of women in politics in Curaçao, is used by the society as an assumption that most all of the gender inequalities in the island have been solved. Moreover, in certain cases, this stereotyping is strengthened by the manner of information, dissemination and reporting of the socio-economic context of Curaçao. This situation is notably problematic for the underprivileged migrants, the LGBTQ collective, female sex workers which are taboo subjects for a part of the society in the Island⁹².

2.3 Environmental overview

Curaçao is located in the Southern Caribbean Sea, 30-70 km off the coast of Venezuela. It is home to a tropical savannah climate (BS according to the Koppen classification scheme). The landscape is mainly flat, with hills along its entire length. The volcanic island can be divided into four geological units: the Lava formation, which consists of basalt; the Knip formation, made up of old Radiolaria that created Silex structures such as Christoffel Mountain on the north-west part of the island; the Mid Curaçao formation consisting of sand and rock deposits; and Limestone formations that surround the island⁹³. The temperature on Curaçao is relatively constant throughout the year, but temperatures during the day range from an average minimum of approximately 26 degrees Celsius in January and February to an average maximum of approximately 34 degrees Celsius from May to October⁹⁴. The country experiences a rainy season during the Northern Hemisphere winter, from October to December. However, the climate

⁹⁰ Curaçao Chronicle, 2017. [Health Ministers St. Maarten, Aruba, Curaçao Sign Cooperation Agreement](#). July 27.

⁹¹ Curaçao Population Projections 2015-2050 - CBS

⁹² NGO Shadow Report of Curaçao (2015) for use by the CEDAW Committee at Geneva, Switzerland.

⁹³ Carmabi Research Station – Curaçao Geology - <http://www.researchstationcarmabi.org> – 2018.

⁹⁴ Meteorological Department Curaçao – The Dutch Leeward Islands - <http://www.meteo.cw> – 2018.



is generally dry, and total annual rainfall is approximately 600 mm⁹⁵. The average relative humidity is 78%, with November being the most humid month and April being the least humid⁹⁶.

Ecosystems and biodiversity

Of all the Dutch Caribbean islands, Curaçao is home to the most extensive, least disturbed and most resilient ecosystems⁹⁷. The island wide development plan recognized this through the designation of several conservation and park areas. Six of those areas have been identified as Key Biodiversity Areas (KBA), due to their high biodiversity value. These areas include Christoffel National Park, Malpais/St Michiel and Rif Marie, Curaçao Underwater Park to Eastpoint, Klein Curaçao, St Jorisbaai and Queba di Noordkant, and San Juan Santa Cruz & Pos Pano⁹⁸. As an example, the KBA Christoffel National park hosts 21 of the 22 vegetation types found on the island - many of these plant species are categorized as vulnerable or threatened -as well as 6 endemic invertebrates, 5 endemic reptiles and 3 endemic mammals⁹⁹. It also is a key area for loggerhead and hawksbill turtle nesting¹⁰⁰.

Due to its wide variety of natural habitats, Curaçao possesses the greatest diversity of wildlife among the islands of the Dutch Caribbean. Of the terrestrial species, 39 are strictly endemic to Curaçao¹⁰¹. Curaçao is home to 482 flora species, of which 2 are endangered and 22 are endemic^{102,103}. The island's 22 vegetation types span from dry scrublands and evergreen forests to mangroves and manzalina woodlands¹⁰⁴. There are 245 bird species on the island, none of which are considered endemic¹⁰⁵ and 9 are categorized by Birdlife International as Important Bird Area Species, meaning they are of particular importance for conservation¹⁰⁶. The island hosts 5 endemic mammal species, including two bats: The Long Nosed Bat and the Trinidadian Greater Funnel-eared Bat¹⁰⁷. These bats mainly live in the caves of Kueba di Jetchi, Kueba Bosà and Kueba di Raton, and Kueba di Noordkant. Curaçao's other endemic mammals, the White Tailed Deer, Hummelinck's Vesper Mouse and Eastern Cotton Tail Rabbit can be found in Christoffel National Park¹⁰⁸. Three terrestrial species are categorized as endangered, including the Black-Capped Petrel bird, as well as the Lignum-vitae and Roughbark Lignum-vitae plants. Moreover, two terrestrial species are considered vulnerable: The Lesser Long Nosed Bat, and Clover Grass¹⁰⁹.

⁹⁵ Government of Curaçao. *National Report of Curaçao for the Third International Report on SIDS*. Government of Curaçao, 2014.

⁹⁶ Meteorological Department Curaçao – The Dutch Leeward Islands - <http://www.meteo.cw> – 2018.

⁹⁷ Dutch Ministry of Economic Affairs - Convention on Biological Diversity: Fifth National Report of the Kingdom of the Netherlands – The Hague – 2014.

⁹⁸ Birdlife International - World Database of Key Biodiversity Areas - <http://www.keybiodiversityareas.org/home> - 2018

⁹⁹ European Commission – European Overseas Regional Ecosystem Profile: Caribbean – Brussels – 2016.

¹⁰⁰ Van Buurt, G. - Conservation of amphibians and reptiles in Aruba, Curaçao and Bonaire – Leiden – 2006-

¹⁰¹ Dutch Caribbean Nature Alliance - ABC Endemic Species – Willemstad – 2013.

¹⁰² Government of Curaçao. *National Report of Curaçao for the Third International Report on SIDS*. Government of Curaçao, 2014

¹⁰³ Dutch Caribbean Nature Alliance - Curaçao - <http://www.dcnanature.org/islands/curacao/> - 2014.

¹⁰⁴ Beers, C., de Freitas, J & Ketner, P. - Landscape ecological vegetation map of the island of Curaçao, Netherlands Antilles – Amsterdam – 1997.

¹⁰⁵ de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹⁰⁶ Dutch Caribbean Nature Alliance - Birdlife International Important Bird Area Species – Willemstad – 2012.

¹⁰⁷ Dutch Caribbean Nature Alliance - ABC Endemic Species – Willemstad – 2013.

¹⁰⁸ European Commission – European Overseas Regional Ecosystem Profile: Caribbean – Brussels – 2016.

¹⁰⁹ International Union for Conservation of Nature – Dutch Caribbean Red List Species – Gland - 2012.



Curaçao also has a diverse and rich marine environment. The island's mangroves and seagrass beds function as nurseries for a variety of reef fish, as well as being nesting areas for many bird species¹¹⁰. A total of 358 fish species can be found around the island, which is considered high for the Caribbean¹¹¹. According to the International Union of the Conservation of Nature, Curaçao's coral reefs are among the most healthy and productive of the Caribbean¹¹². A total of 68 different coral species can be found in Curaçao's reefs, which amounts to 70% of the reefs found in the Caribbean¹¹³. The reefs host 5 out of the 7 types of turtles found in oceans around the world. The amount of fish biomass evident at a coral reef can be used as an indicator for coral reef health. No indicator exists for a healthy amount of fish biomass at Caribbean coral reefs, but healthy reefs in the Pacific contain approximately 270-510 g/m². The average found at Curaçao's coral reefs - 159-219 g/m² - is higher than the average for the Caribbean, but lower than healthy ecosystem functioning mandates. Moreover, Curaçao's reefs are low on carnivorous fish such as sharks, groupers, and snappers, while these types of fish are essential for maintaining coral ecosystem health¹¹⁴. Of Curaçao's marine species, 8 are categorized as critically endangered. These include two types of coral namely Stony coral and Staghorn coral; four types of fish including the Wide Sawfish, the Warsaw Grouper, the Largetooth Sawfish and the Goliath grouper; as well as two turtles - the Leatherback turtle and the Hawksbill turtle. Moreover, 15 marine species – including 2 sharks, 4 whales and 2 turtles – are endangered, while 30 marine species are considered vulnerable¹¹⁵.

The Blue Halo Initiative, a partnership between the Government of Curaçao and the Waitt Institute, has made commendable advances towards the development and codification of the Curaçao Sustainable Ocean Policy. To date, there is a set of recommendations and proposed policy pathways that includes ocean zoning, sanctuary zones, and fisheries laws and regulations. Steps need to be taken to officialise and implement that policy¹¹⁶.

Protected areas

Curaçao hosts 5 protected wetlands and near-wetlands under the international Ramsar convention on wetlands. These wetlands include Malpais/St Michiel, Muizenberg, Northwest Curaçao and Rif St. Marie and Klein Curaçao¹¹⁷. These sites are home to unique ecosystems, and all are categorized as Important Bird Areas according to Birdlife International¹¹⁸. While the designation of these sites constitutes a positive development towards environmental protection, the management of the areas is weak¹¹⁹. The island also has several protected parks. Christoffel Park and Shete Boka Park, situated on the northern part of the

¹¹⁰ de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹¹¹ Vermeij, M. – The current state of Curaçao's coral reefs – Willemstad – 2012.

¹¹² International Union for Conservation of Nature – Dutch Caribbean Red List Species – Gland - 2012.

¹¹³ De Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹¹⁴ WAITT Institute - The State of Curaçao's Coral Reefs – Willemstad – 2017.

¹¹⁵ International Union for Conservation of Nature – Dutch Caribbean Red List Species – Gland - 2012.

¹¹⁶ WAITT Institute – Curaçao's Blue Halo Initiative- <http://waittinstitute.org/bluehaloinitiative/curacao/>

¹¹⁷ RAMSAR - Netherlands names four new Caribbean Ramsar Sites - <https://www.ramsar.org/news/netherlands-names-four-new-caribbean-ramsar-sites> - 2013.

¹¹⁸ <https://www.birdlife.org/>

¹¹⁹ Dutch Ministry of Economic Affairs - Convention on Biological Diversity: Fifth National Report of the Kingdom of the Netherlands – The Hague – 2014.



island, together form the largest protected areas. Curaçao's Underwater Park is located on the southern tip of the island, and harbours pristine coral reefs, mangrove forests and seagrass beds. Both Christoffel and Shete Boka Park and Curaçao's Underwater Park are managed by the local non-governmental, not for profit foundation Carmabi¹²⁰. Currently, several potential protected areas are under review. Recently Klein Curaçao has been designated as a Ramsar area, and the sea by Oostpunt has been nominated to become a marine park area¹²¹. Moreover, the creation of a fishery production zone is currently being considered, which will restrict activities in certain areas with the goal of restoring fish stocks¹²².

Ecosystems and species on Curaçao are subject to various forms of pressures. Curaçao's three competing forms of land use include tourism, commercial and residential projects. A lack of consistent planning, as well as illegal land use, has led to environmentally damaging land use practices¹²³. Moreover, Curaçao's main economic activities – the tourism industry and the oil refinery – both form a severe threat to the environment in the way they have traditionally been carried out. Tourism and coastal development have led to the damage and decline of reef ecosystems, mangroves and seagrass beds. Terrestrial habitats also suffer from loss and fragmentation, because of the expansion of infrastructure and commercial and residential property¹²⁴. Additionally, years of overfishing have resulted in a sharp decline in Curaçao's fish reef stocks¹²⁵. Curaçao's rank among Caribbean nations in terms of fish abundance is medium¹²⁶.

Another threat to biodiversity is the presence of invasive species. The three main invasive fish species in the Dutch Caribbean include Tilapia, Lionfish and Machuri. Moreover, invasive plants such as the Halophila seagrass, as well as invasive marine diseases and epidemics such as the black band coral disease and the white pox disease in Acroporid corals, pose a threat to Curaçao's marine life. Examples of invasive terrestrial species include the White Fly, the Soap Berry tree, the Whistling Frog, and the Brown rat¹²⁷.

Ecosystem services

While studies analysing Curaçao's ecosystem services are limited, the island's ecosystems provide many functions. Provisioning ecosystem services include drinking water, fisheries, food crops, building materials and gravel; regulating services include erosion prevention, climate regulation, waste treatment, air purification and coastal protection; and cultural services include tourism, recreation, cultural heritage and landscape aesthetics. Curaçao is particularly dependent on the ecosystem services provided by coastal and marine resources; a study estimated the value of economic benefit obtained from these natural resources to total \$443 million dollars, which is approximately 14.5 % of Curaçao's GDP¹²⁸. This is likely a modest estimate, seeing as the economic benefits derived from coastal protection and desalinated

¹²⁰ Dutch Caribbean Nature Alliance - Christoffel/Shete Boka Park - <http://www.dcnanature.org/christoffel-park-and-shete-boka-park/> - 2014.

¹²¹ Vermeij, M. – MAPS mission bilateral meeting with Carmabi - Willemstad – 2018.

¹²² Vermeij, M. – MAPS mission bilateral meeting with Carmabi - Willemstad – 2018.

¹²³ de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹²⁴ de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹²⁵ Flower, J., Estep, A., Mengerink, K., Lester, S., Vermeij, M. - Curaçao Should Adopt Fish Reproduction Zones to Recover Reef Fish Stocks and Improve Coastal Resources – Willemstad - 2018.

¹²⁶ Vermeij, M. – The current state of Curaçao's coral reefs – Willemstad – 2018.

¹²⁷ Kairo, M., Ali, B. Cheesman, O, Haysom, K. & Murphy, S. - Invasive Species Threats in the Caribbean Region – Trinidad & Tobago.

¹²⁸ WAITT Institute, Blue Halo and Sustainable Fisheries Group - Economic Valuation of Curaçao's Marine Resources – Willemstad – 2016.



drinking water were not considered in the study. A distinct ecosystem service comes in the form of Curaçao's natural coastline depth, which fostered the creation of deep-sea harbors.

Water resources

Sustainable water management is currently limited in Curaçao, but has been designated as a priority, based on an Integrated Water Resources Management System. The island is engaged with Global Water Partnership, and has established an Integrated Water Resource Management Committee, aimed at promoting the environmentally sustainable use of water resources and an integration program that includes several areas of activities including the agriculture and hospitality sector. Examples are rainwater harvesting, reuse of waste water and watershed management. The island is limited in its freshwater resources; for the supply of freshwater, it is dependent upon two reverse osmosis desalination plant and various dams¹²⁹. For the most part, farmers depend on groundwater wells to supply water for cattle raising and agricultural production. Groundwater wells are also responsible for sustaining the landscape including green urban areas. There are only two permanent springs on the island; at Hato and San Pedro. These springs are sustained through calcified aeolian limestone terraces. However, their rate of replenishment is low¹³⁰. Information about the state of aquifers is very limited but analyses suggest that as a result of salinization due to groundwater over-pumping and poor wastewater management, Curaçao's groundwater quality is considered poor¹³¹.

Environmental risks

From a risk perspective, the country is exposed to several recurring threats. Curaçao is on the southern fringe of the hurricane belt; therefore, the hurricane threat is limited¹³². More frequently, Curaçao faces tropical pre-hurricane storms, the last one being storm Tomas in 2010¹³³. Climate change is expected to enhance the frequency of extreme weather events including storm surges, while increasing sea levels¹³⁴. This poses major risk to Curaçao, considering 40% of the economic activity takes place along coastal regions¹³⁵¹³⁶. Moreover, the island is expected to become hotter and drier because of climate change, which will put pressure on freshwater resources and exacerbate water scarcity¹³⁷. Other natural events that form a (moderate) threat to the island include floods, fires, earthquakes, tsunamis and

¹²⁹ Government of Curaçao, United Nations Development Program. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

¹³⁰ Government of Curaçao. *National Report of Curaçao for the Third International Report on SiDS*. Government of Curaçao, 2014

¹³¹ The groundwater quality of Aruba, Bonaire and Curaçao: a hydrogeochemical study

¹³² Ministry of General Affairs – Risicoprofiel Curaçao 2017-2022 – Willemstad – 2017.

¹³³ Pasch, R. & Kimberlain, T. - Tropical Cyclone Report: Hurricane Tomas - National Hurricane Center - 2015

¹³⁴ GESP & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

¹³⁵ de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹³⁶ GESP & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

¹³⁷ Dutch Caribbean Nature Alliance - Climate change impacts within the Dutch Caribbean – Bonaire - 2016



epidemics¹³⁸¹³⁹. Activity at the Isla Oil Refinery also poses risks to Curaçao, as it increases the chance of oil spills and fires¹⁴⁰.

Environmental legislation

The legal framework for environmental protection on Curaçao is primarily based on the Hinderverordening Curaçao. This regulation was introduced in 1994, and it constituted the first law towards environmental protection¹⁴¹. Spatial development on Curaçao is governed through the Island Development Plan (1995), which was updated in 2016 by Parliament.¹⁴² Around the same time as the Hinderverordening, a draft National Ordinance on Environmental Management Principles was drawn up. This plan would require development projects to submit an environmental impact report. However, as this regulation has yet to be put in place, many projects are still being developed without considering any environment impact and corresponding mitigation measures¹⁴³. As of now, Curaçao's environmental legal framework consists of a variety of different regulations that were adopted as laws when Curaçao received its autonomous status within the Kingdom of the Netherlands¹⁴⁴. Some key environmental laws include: The National Ordinance for the Prevention of Pollution from Ships (1998); the National Ordinance for the Foundation of Nature Conservation and Protection (1998); the National Ordinance for Maritime Management (2007). Moreover, a variety of international agreements, including the Convention on Biological Diversity, govern environmental protection¹⁴⁵. Experts express the need for accelerating legislative times for processing, approving and enacting legislation, as well as the need for updating existing laws and regulations, to create a coherent and effective environmental policy framework¹⁴⁶¹⁴⁷.

Institutional capacity surrounding environmental management

The Ministry of Health, Environment and Nature is the primary institution responsible for the management of natural resources. Other ministries and departments also play a role in environmental management. The Minister of Transport Traffic and Spatial Planning is responsible for Wastewater management and the Disaster Prevention Department, which is part of the Ministry of General Affairs, is responsible for disaster preparedness and response coordination¹⁴⁸. Moreover, some key institutions supporting environmental management include; the Environmental Advisory Board, which consults the government on environmental protection, and the Carmabi foundation, which manages nine protected areas on the island¹⁴⁹. A report revealed that the institutional capacity of the Ministry of Health,

¹³⁸ Government of Curaçao. *National Report of Curaçao for the Third International Report on SIDS*. Government of Curaçao, 2014.

¹³⁹ Ministry of General Affairs – Risicoprofiel Curaçao 2017-2022 – Willemstad – 2017.

¹⁴⁰ Ministry of General Affairs – Risicoprofiel Curaçao 2017-2022 – Willemstad – 2017.

¹⁴¹ Ministry of Health, Environment and Nature - Hinderverordening Curaçao – Willemstad – 2018.

¹⁴² Government of Curaçao - Inwerkingtreding van de Landsverordening van de 19de januari 2017 tot wijziging van het Eilandelijk Ontwikkelingsplan Curaçao (A.B. 1995, no. 36) (herziening Oostpunt) – Willemstad – 2017.

¹⁴³ van Uyten, I. Omgevingsrecht in Curaçao: werk aan de winkel – Willemstad – 2017.

¹⁴⁴ van Uyten, I. Omgevingsrecht in Curaçao: werk aan de winkel – Willemstad – 2017.

¹⁴⁵ Algemene Rekenkamer - Randvoorwaarden uitvoering milieubeleid – Willemstad – 2015.

¹⁴⁶ van Uyten, I. Omgevingsrecht in Curaçao: werk aan de winkel – Willemstad – 2017.

¹⁴⁷ Algemene Rekenkamer - Randvoorwaarden uitvoering milieubeleid – Willemstad – 2015.

¹⁴⁸ Government of Curaçao – Government Website - <http://www.gobiernu.cw/nl/> - 2018.

¹⁴⁹ de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.



Environment and Nature and the implementation of environmental regulations leaves room for improvement¹⁵⁰. The main reasons for this are a lack of human and financial capital, and a lack of specialized expert knowledge regarding the industries it interacts with¹⁵¹.

¹⁵⁰ van Uyten, I. Omgevingsrecht in Curaçao: werk aan de winkel – Willemstad – 2017. See also Dutch Ministry of Economic Affairs - Convention on Biological Diversity: Fifth National Report of the Kingdom of the Netherlands – The Hague – 2014.

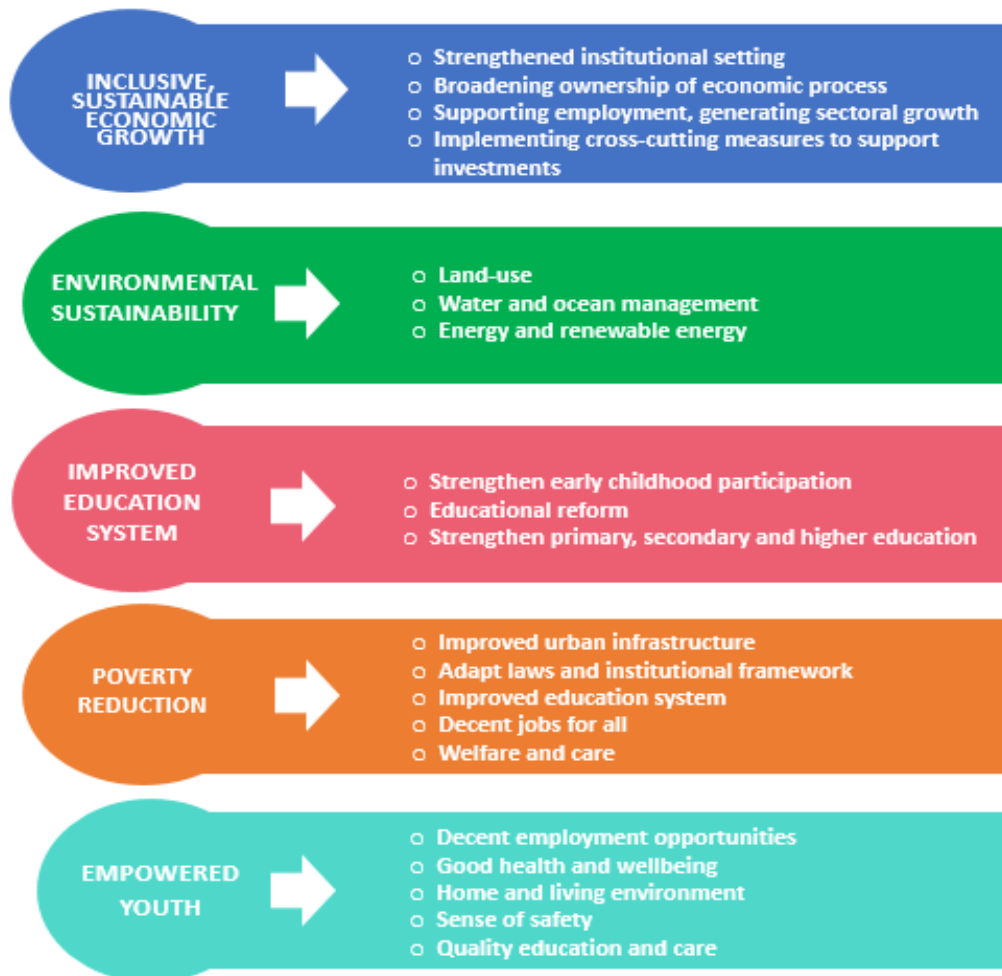
¹⁵¹ van Uyten, I. Omgevingsrecht in Curaçao: werk aan de winkel – Willemstad – 2017.

III. ACCELERATORS FOR SDG IMPLEMENTATION

An SDG Roadmap is meant to chart the future course of a country, for turning the SDGs into a management tool to align national priorities with the goals of the 2030 Agenda, implement programs and initiatives and allocate resources accordingly. The Roadmap towards SDG implementation in Curaçao was developed by the MAPS mission, following the MAPS approach explained in *Chapter 1*, through a consultative process with the Government of Curaçao, as well as stakeholders in the private sector, donor community and civil society.

In section 3.1-3.5, the Accelerators are presented. These focus on the topics, or accelerators, that will maximize impact across various goals and targets. The chosen accelerators and related interventions are based on the policy themes of the National Development Plan, as well as on consultations held with the Government of Curaçao and stakeholders during the MAPS mission.

FIGURE 8: SUMMARY OF ACCELERATORS TOWARDS THE SDGs





The subsequent chapters of the document introduce the remaining ingredients towards SDG implementation: financing the SDG Agenda, statistical capacities and data performance management systems, the institutional coordination mechanisms necessary to achieve the SDGs, and SDG partnership and awareness raising.

3.1 Inclusive, sustainable economic growth

One of the key pillars of the NDP reflects the attention to the economy and, specifically to the SDG Goal number 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”. Long-term policy will be guided by the aims to boost competitiveness, improve infrastructure and diversify the economy further. In addition, within the NDP, interventions concerning “Structural Reform and Government Support”, “Sectoral growth”, “Government Investments” and aimed at “Broadening Ownership” of the economic process are planned and spelled out into several programs, initiatives and legislative changes.

Overall, there is strong recognition of the need to upgrade the economic model of Curaçao. Despite the country having a significantly more diversified economy than the rest of the Dutch speaking Caribbean and several other tourism-oriented small islands Caribbean states, the National Development Plan acknowledges the existing economic limits while seeking to boost competitiveness and improving infrastructure for the sake of diversifying the economy even further. These challenges and reform proposals are also documented in various recent country strategy documents from development partners and research institutes.¹⁵²

3.1.1 Key challenges

Figure 14 highlights the main challenges the country faces with respect to the objective of bolstering economic and employment performance. On one hand, there is a widespread perception that the **tourism sector** is not performing up to the expectations. Moreover, this performance is seasonally dependent. The Economist Intelligence Unit 2018 country report mentions that a sharp recession in Venezuela caused overall stopover tourist arrivals to decline by 10% per year in 2017¹⁵³ while a recovery is expected in 2018-19, due mostly to an increase in arrivals from other countries. Such trend is confirmed by data on the first quarter of 2018, which indicate a reversal of the decline in tourism numbers, with stopover tourism rising by 1% per year and cruise arrivals jumping by a remarkable 64% per year, influenced by the opening of

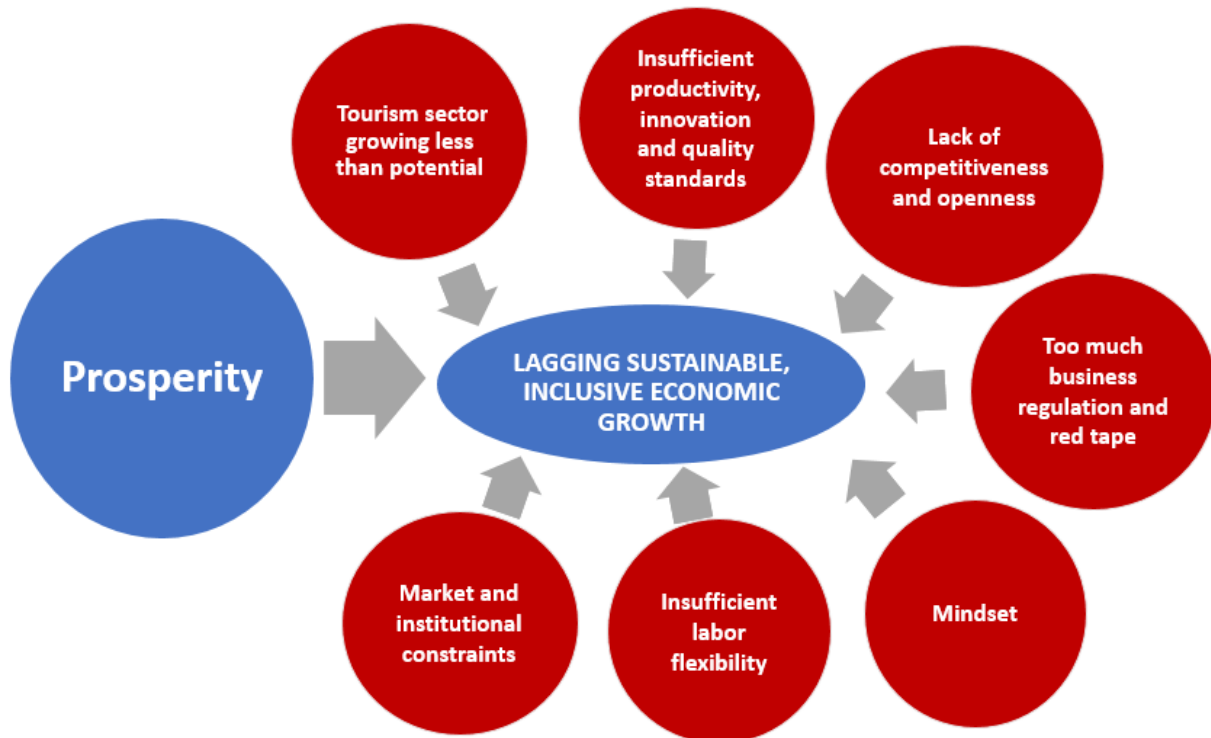
¹⁵² See for example the 2013 Ministry of General Affairs report “Strategies for sustainable long term economic development in Curaçao”, the 2016 IMF Article IV consultations country report No. 16/276 2016, the policy note from the Ministry of Finance to prepare the budget for 2019-2022 “Beleidsnota van de Minister van Financiën - Voorbereiding Ontwerpbegroting 2019 – 2022”, the Curaçao 2015-2020 “Tourism Master Plan”, the report by the Environmental Law Institute (ELI) “ Sustainable Fisheries & Coastal Zoning in Curaçao” Caribbean Development Bank (2017) or the 2016 Watt institute “ Economic Valuation of Curaçao’s Marine Resources”.

¹⁵³ See also Curaçao Tourism Board. *4th Quarter Tourism Performance 2017*. Willemstad: Curaçao Tourism Board, 2018.

the second mega pier and diverted cruises from other destinies damaged by the hurricanes Irma and Maria¹⁵⁴.

Additionally, **productivity and innovation** seem to be lagging, which affects competitiveness. The NDP already mentioned that State Owned Enterprises (SOEs), and in particular the oil refinery, need substantial capital investment for modernization (in excess of \$3 B), for efficiency, environmental and new product market reasons. Similarly, the harbor services DryDocks seemed in need of substantial capital expenditures. On the other hand, since 2014, the airport has benefitted from a 25 million investment from Curaçao Airport Partners (private company) and a 10-million-dollar investment from Curaçao Airport for the Terminal Expansion Project) to upgrade facilities. The objective of the investments is directed towards enhancing the infrastructure to accommodate the foreseen developments and increase competitiveness.

FIGURE 9: KEY CHALLENGES RELATED TO INCLUSIVE AND SUSTAINABLE ECONOMIC GROWTH IN CURAÇAO



From a growth accounting standpoint¹⁵⁵, an improvement in the country's productivity rests on several elements, including capital input (and its productivity), labor input (and its productivity) and joint (total factor) productivity. The main challenge rests with addressing all of those simultaneously and in a complementary way, ensuring sufficient capital, either physical or human, accumulation and introduction of specific innovation friendly measures.

¹⁵⁴ Curaçao Chronicle, 2018. [Economic Contraction in Curaçao during the Third Quarter of 2017.](#)

¹⁵⁵ See for Instance ONS (2016) "Productivity Handbook", London, UK and, specifically, Chapter 3 "Productivity Theory and Drivers".



The **business enabling environment** is another aspect frequently highlighted as a barrier to investment and growth in Curaçao. Various issues possibly negatively affect the country's business enabling environment: political volatility as well as **institutional constraints** are factors discouraging to long term investors. Other factors are the issue of red tape, the high cost of doing business and rigid regulation for business, as well as the absence of competition in certain sectors of the internal market. Prominent is the issue of **labor market regulation**, on which there is a need to address and agree on reform through tripartite dialogues.

During the consultations, various stakeholders stated also that there is a lack of interest in the creation of export-oriented businesses and a need to stimulate a more entrepreneurship-oriented mindset. This necessitates an approach to tackle more deep and entrenched problems concern the business **mindset** of the population.

As was mentioned in the environmental context, while Curaçao's economy is dependent on the ecosystem services provided by coastal and marine resources, its main economic activities – tourism industry and the oil refinery – put an enormous pressure to the environment. Overfishing produced a decline in Curaçao's fish reef stocks, while inconsistent planning and illegal activities are damaging land. Additionally, 40% of Curaçao's economic activity in coastal regions is vulnerable to sea level rise due to climate change, while natural events like floods, fires, earthquakes, tsunamis and epidemics represent a moderate threat.

Additionally, the current state of the Curaçao infrastructure does not optimally support sustainable, inclusive economic growth. Our infrastructure is vital for the functioning of our island today and its future success. Therefore, our infrastructure including road infrastructure, waste management, the treatment of wastewater and our telecommunication infrastructure should be optimized to be more resilient.

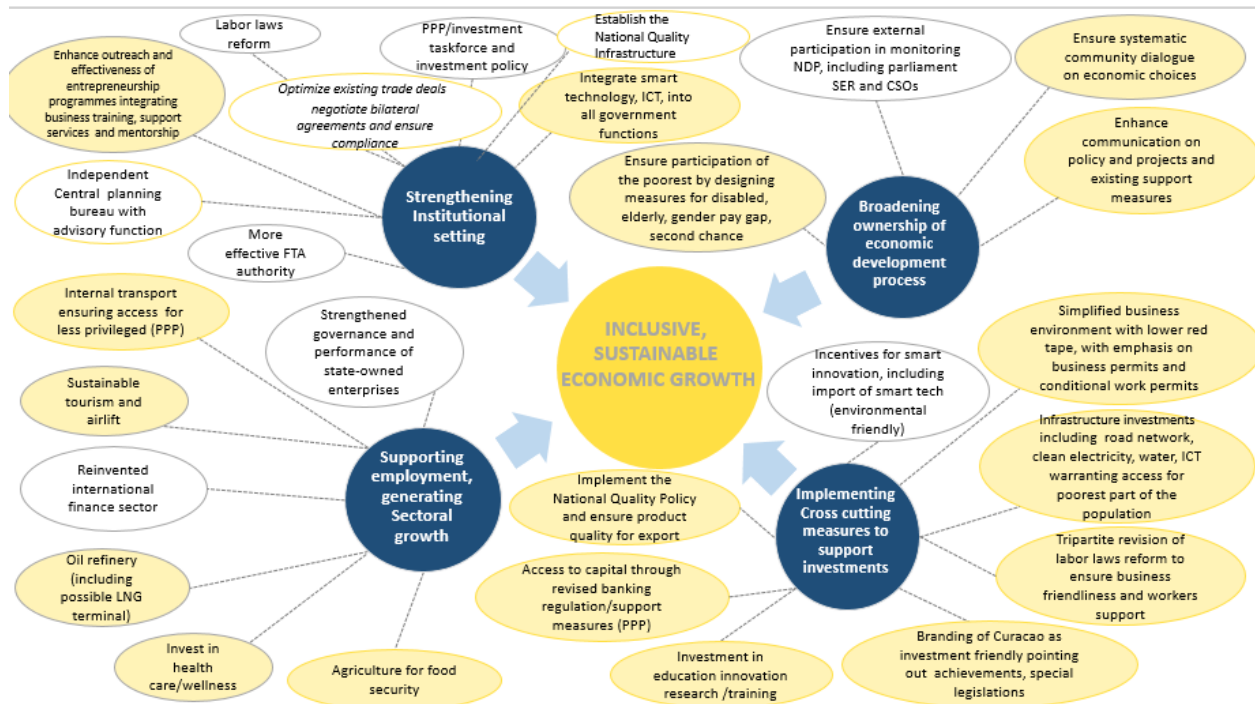
3.1.2 Positive drivers and priority interventions

Institutional setting

The first driver entails the revision and, if necessary, re-shaping of the present institutional setting to ensure that existing public bodies and institutions are performing according to their mandate, while maximizing the efficiency and effectiveness of resource-use. *Priority interventions* in this framework would be:

- **Integrating smart technology and ICT into all government functions.** Stakeholders noted that while several government functions require physical presence and time-consuming procedures, the government should swiftly proceed with the introduction of new or innovative technologies or methodologies into government-produced goods and services to deter the substantial loss of productivity. The stakeholders expressed the need for systematically introducing innovative tools for the performance of government administrative functions, such as computer assisted registers, measurement, monitoring and evaluation.

FIGURE 10: POSITIVE DRIVERS AND INTERVENTIONS NEED TO ACHIEVE INCLUSIVE, SUSTAINABLE ECONOMIC GROWTH



- Interventions with GREY outline indicate the intervention was included in National Development Plan
- Interventions with YELLOW outline indicate the intervention was added during the MAPS mission
- Interventions with YELLOW fill are PRIORITIZED

- The potential tools to be used or changes to be introduced are numerous. The bottom line is to ensure innovation is systematically built into government functions. The most immediate way to proceed is to introduce within the Government performance management system indicators for reporting – preferably based on web-based technology- and rewarding each line ministry (and staff) to the extent that either an innovative, a more efficient or a more effective process or tool is introduced within their operations. Alternatively, an award system could be designed with or without involvement of external providers, to encourage improvement of performance based on innovative methodologies. Also, plans for a more digital government or E-government should be prioritized to achieve quick and transparent processes to reduce financial distress on public finances and effectively stimulates economic growth and social progress.
- **Optimize existing trade deals and ensure compliance.** The website “Observatory of Economic Complexity mentions that Curaçao exports 34 products with revealed comparative advantage (meaning that its share of global exports is larger than what would be expected from the size of its



export economy and from the size of a product's global market)¹⁵⁶. Despite of this, local stakeholders feel that existing bilateral or multilateral trade agreements are still limited in number and/or limited in duration and/or not conclusive enough with respect to specific procedures needed¹⁵⁷. In addition, while Curaçao has preferential access to the European Community and the USA (under the Caribbean Basin Initiative (CBI)) the agreement with the USA is scheduled to expire on September 30, 2020. Similarly, in 2019 the grandfathering provisions to offshore financing legislation will end¹⁵⁸, potentially impacting the sector and its survival or development.

- Enhance outreach and effectiveness of **entrepreneurship programs** integrating business training, support services for existing enterprises and mentorship. It was noted that while number of institutions (Chamber of Commerce, Foundations, University, and International Development Cooperation) carry out entrepreneurship support programs, these programs often do not offer the full range of support services to all potential beneficiaries. Either unstructured approaches or the duplication of activities results in a partial offer which, as sizable literature results prove¹⁵⁹, does not significantly contribute to the survival and thriving of new or existing businesses. Various bottlenecks were highlighted by stakeholders: the inadequacy of loan applications from the part of entrepreneurs, the lack of awareness of existing incentives, services and products, the limited accessibility of services for the most disadvantaged entrepreneurs, the need for more extensive consultations with the private sector, the need to prioritize export orientation and employment generation, and the opportunity to promote cooperatives and social enterprises. To address those bottlenecks, the following bottleneck solutions are proposed:
 - Streamlining and enhanced reform of the business support system under a chosen coordination agency aimed at reaching critical scale and ensuring adequate support to women and youth, also through affirmative action.
 - Together with the market-oriented support to new and existing businesses, well-designed public procurement policies could be developed to support economic diversification, especially oriented toward green and environmentally sustainable businesses (or other target groups of interest). In this regard, interventions could entail: (i) set asides for Micro Small and Medium Enterprises (MSME's); (ii) ensuring low entry/exit costs for MSME's to participate in tenders; (iii) the application of domestic margins of preference, and domestic content requirements, (iv) complementing procurement policy with practical support to MSME's on how to tender, or develop partnerships to bring to scale tender bids;

¹⁵⁶ AJG Simoes, CA Hidalgo. The Economic Complexity Observatory: An Analytical Tool for Understanding the Dynamics of Economic Development. Workshops at the Twenty-Fifth AAAI Conference on Artificial Intelligence. (2011)

¹⁵⁷ The main trading partners of the Netherlands Antilles are North America, Europe, and South and Central America with the rest of the Caribbean barely contributing, arguably also because of legislative impediments.

¹⁵⁸ In 2014 the government introduced an export regime for companies that were using the offshore regime that is grandfathered until 2019. In order to further comply with the OECD minimum required standards, the Export Regime shall be replaced by a new regime by then.

¹⁵⁹ See for instance YBI (2017) "Supporting Young Entrepreneurs: What Works? An Evidence and Learning Review from the YBI network" or Majurin, Eva (2014) "Does the combination of vocational and business management training produce extra benefits?: A comparative exploration of cases from the Dominican Republic, Indonesia, Senegal and Vietnam" ; International Labour Office. – Geneva or Valerio, Alexandria, Brent Parton, and Alicia Robb. (2014). "Entrepreneurship Education and Training Programs around the World: Dimensions for Success". Washington, DC: World Bank.



- Changes in some work place legislation, including the Labor Market Act to allow, upon proportionate reduction of salary and tripartite negotiation, for part time or flexible work arrangements which may trigger increased interest for the entrepreneurship option on the part of salaried workers.
- Develop a policy to promote investments in accessible and affordable care services as incentive/enabler to favor the creation and scaling up of new enterprises.
- Increase access of MSEs to loans and micro-credits from diversified sources of financing along the lines of the recently introduced innovative measures. For instance, the Ministry of Economic Development has an agreement in place with Qredits to issue loans to MSME and Korpodeko is also granting micro-loans.
- Training/literacy concerning awareness for existing support to businesses and entrepreneurs, with emphasis to women and youth.

Broadened ownership of economic development process

The second driver is about ensuring a broadened ownership of the economic development process. While the NDP and several other policies address this topic broadly, national stakeholders still feel that more can and should be done to ensure local ownership. Of particular relevance are:

- The continuation of **dialogue on design and adoption of economic measures** at the community level, in order to systematically involve communities in economic decision-making. For example, to ratify Medium and Small business policy, a democratic dialogue was held with the communities.
- The need to **consistently and widely share the available information about the vast range of support programs** already existing in the country but that many people are not aware of.

The inclusion of labour market integration within the aims of existing measures targeting special needs groups. While some programmes do exist such as the TOPs behavior programme for the youth in judicial institutions or special programmes to ensure disabled people do acquire work experience, consultations highlighted that not in all the cases existing policy measures to the benefit of disabled, elderly, or former convicts include some direct support to facilitate their transition to the labor market (while promoting some other kind of support, such as financial transfers or access to education). It is recommended that such programs be designed so as to encourage active engagement of the vulnerable citizen into job search and employability enhancement rather than mere (financial) assistance following the initial discussions carried out by the Ministry of Social Affairs, Education and Justice.

Cross cutting measures to support investments

The third driver entails implementing and carrying out horizontal and cross cutting measures to support investments including microeconomic reforms to improve business competitiveness through regulatory easing, infrastructure investments (publicly financed or jointly) such as roads and use of ICT, and measures designed to improve productivity (such as skills enhancement, decent work agenda, and efforts to improve labor legislation). Priority interventions include the following:

- A **standard setting/monitoring body** (public or private) or equivalent legislative framework and/or subsidized provision aimed at ensuring export readiness of good and services.



- To enable such a body to function, a stocktaking exercise of current available options should be carried out. While it is not clear to what extent such functions are performed locally, it is important to emphasize that making such services available to export oriented businesses need not be based on direct provision of such services. Public private partnerships could be explored.
- Promote a financial sector in which commercial banks and microfinance institutions provide women with effective access to several financial services and products tailored to their needs, specifically credit and savings instruments.
- **Financial regulation to encourage the private financial sector to take more risks with respect to the domestic lending and overcome their risk aversion.**
 - The public intervention in the financial markets ought to be reduced and should avoid or limit distortions. However, some minimally invasive instruments could be utilized. Specifically, the regulation/intervention could take the form of loan guarantee funds, blinded (for ultimate beneficiary) or double blinded (for ultimate beneficiary and financial institutions providing the loans to them) to stimulate supply of credit to businesses with higher than average credit risk.

BOX 1: ESTABLISHING AND E ONE-STOP FOR COMPANY REGISTRATION

In 2009, the Ministry of Public Administration in Slovenia developed the “One Stop Shop for Companies (e-VEM).” This was established to reduce the registration time from 60 days to a maximum of four days for big companies. This initiative initially started with the creation of a one stop shop for sole traders in 2005. The problem underlying such undertaking was similar to the one in Curaçao: registration of companies in Slovenia was a very cumbersome process requiring almost 60 days, requiring to go through several processes within the public administration system. As a solution, the numerous procedures were converged together through the online shop called e-VEM. Initially, the cost for developing this initiative was € 3,400,000; which included development of the system and its maintenance for two years, staff trainings and adjustment of subsystems. However, with the introduction of the One Stop Shop system, the government generated savings amounting to more than €10 million per year. It also strengthened the partnerships and networks of government offices because of this endeavor.

Source: United Nations Department of Economic and Social Affairs (2009) “Innovation in Governance and Public Administration to Achieve the United Nations Development Goals”. Publication No.: ST/ESA/PAD/SER.E/15

- **Enabling business environment** with lower red tape, with an emphasis on business permits and conditional work permits. While there are ongoing efforts to ensure the one stop window and the streamlined business permit function is operational, delays occur frequently. This remains a major source of complaint from the business community. Currently, the Ministry of Economic Affairs is working on a revision of the policy frameworks to reduce red tape. A study of 23 permits was conducted based on a three-pronged approach which led to some concrete including:
 - To issue establishment permits within a maximum of 3 days;
 - To shift from pre-post to ex-post control (100%);
 - To enable a system where applications will have to be submitted only once for each business
 - To abolish the management permit

Additionally, the following measures are proposed:

- Implement an online system with a one-stop-shop for company registration.



- **Development of an electronic platform – almost fully automated- which can support SMEs to navigate the process of registration, obtaining licenses and payment of taxes.** Virtual Support System for SMEs (VMSME) – this type of electronic platform can support SMEs navigate the process of registration, obtaining licenses and payment of taxes. It can also serve as an access point to a register of government and private service providers. There is also an opportunity to integrate e-procurement and e-tendering options into a single e-platform to provide a one-stop shop for small businesses.
- **Ensure that the payment of taxes is conditional on the profitability of new businesses, and design incentives in the form of a mandatory tax holiday period at the beginning of new businesses** to avoid premature cash flow and financial burdens.
- Ensure the **regulation for work permits** is revised to ensure that in practice businesses can obtain such permits with as little delay as possible, conditioned to the approval of the permit to the design of training plans for local staff and/or hiring of a fixed number of local employees for every foreign one. While implementing the 80/20 rule – which has been a source of controversy - has been delayed, it may be useful to revise this rule and establish, together with the business community, a sequenced approach to its implementation.
- Allow **access to internationally recognized e-payment methods** to stimulate foreign oriented e-commerce.
- **Infrastructure investments** including road network, public housing, clean electricity, water, ICT warranting access for the poorest. During consultations, several stakeholders mentioned the perception that access to basic services (excluding perhaps ICT) is unequal across the island and that even for those who have access, the quality of the service provided could be improved (at least in some areas). Enhancing the quality of services for all can improve the productivity of both businesses and the workforce and as such creating sustainable and inclusive growth
 - As the National Development Plan highlights, may require Public-Private-Partnerships (PPP), which have not yet been established or alternative financial models to arrange infrastructure financing within current fiscal space.
 - Tripartite **revision of labor laws** to ensure business friendliness and workers support. The issue of rigidity linked to the current labor law has long been mentioned¹⁶⁰ as an obstacle for employment generation and the sustainability of long term investment decisions. Arguably, changes cannot be postponed further. The key element to consider is that the revision of labor laws revision shall continue to take place through tripartite discussions. The government has been working, through the tripartite platform Diálogo Nashonal, Kòrsou ta Avansá on starting a dialogue on the issue of flexibilization of the labour market, specifically to address dismissal and minimum wage regulation. Such dialogue should not only continue but quickly lead to agreed changes and to a phased approach for the change in regulation to take place A number of topics should be discussed, including, in addition to the two mentioned above, key productivity enhancing change in labour legislation such as flexible working time (a measure proposed with

¹⁶⁰ See for instance the 2013 report by the Ministry of General Affairs “Strategies for sustainable long term economic development in Curaçao” (pp. 62)



- respect to bolstering entrepreneurship as well and to help single parent families), telework, and systematic results based individual performance management.
- According to the Central Bureau for Statistics (2011), Curaçao has a percentage of 39% of single mothers at the head of the family. More flexible labour policies could be created for these households and their specific needs.
 - **Branding of Curaçao as investment friendly destination**, pointing out achievements and highlighting existing special legislation. Several national stakeholders highlighted how the national strengths are insufficiently conveyed to potential investors.
 - Branding campaigns could **emphasize** the systemic elements which allow the country to stand out visa-vis other Caribbean countries, such as the geographical location which limits hurricane threat and the relatively high economic diversification. Additionally, other positive national characteristics to harness include the fact that Curaçao has one of the region's best cabling and internet service (and it has been home to a large Data Centre), the existence of legislation regulating aerospace trips, mid shore investment opportunities, the trade status within the European Union including a preferential regime of rules of origin, and special provisions on transshipment. Branding campaigns should complement endeavors to improve the business environment.
 - **Investment in education innovation research /training**. Implementing a human capital development action plan that embeds detailed private and public sector (especially health) led skills profiling. While reform of education is a broad and overarching process, documented in other parts of the document, there are some requirements that appear crucial for harnessing the local employment generation potential of new businesses.
 - Ensure private sector involvement in the definition of curricula and teaching requirements for main sectors.
 - Implement a formal apprenticeship vocational training system allowing to combine on the job and theoretical schooling, while guaranteeing basic rights for apprentices.
 - Develop an entrepreneurial mindset or “entrepreneurial literacy”, developing creativity, innovation, sound management, and risk-taking behavior as part of the education curricula-
 - Stimulate students who study abroad through public funding to return to Curaçao, potentially through the introduction of incentives and/or penalties.
 - Provide sufficient career guidance while in secondary school, to orient students to degrees in demand.
 - Ensure degrees with limited usefulness to the job market have a limit to the headcounts of graduates per year.
 - As part of the curricula, promote and increase internship programs for all students in national and international enterprises in Curaçao in diversified, growing sectors (renewable energy, agriculture, wellness and health, etc.).
 - Incentives for environmentally friendly economic activities.



Supporting new sectoral growth opportunities

The fourth driver regards addressing, with the right policy tools, the needs and requirements of specific sectors by supporting new sectoral growth opportunities with the objective of diversification. The NDP introduces various interventions to improve sectoral potential in terms of output and employment growth, and enable multiplier impact. The MAPS mission consultations gave insight into which interventions should be prioritized, as well as allowing the identification of bottlenecks to these interventions. The prioritized interventions include:

- **Expand the agriculture sector with the aim of warranting food security.** As already noted in the 2013 Curaçao's Ministry of General Affairs report "Strategies for sustainable long-term economic development in Curaçao", Curaçao's agricultural sector "remains nascent and labor intensive", despite the fact that there is an estimated 5,000 hectare of land available for arable agriculture. The island is said to produce a very high quality of products, and agriculture-related diseases are rare. The report also cites two main bottlenecks for expanding the agricultural sector. Firstly, the "Fondo Rotatorio Agrario" system does not seem to yet deliver the expected results. Secondly, there is a need to develop and implement suitable phyto-sanitary legislation through laboratory facilities, to deliver test results in a reliable and timely manner. This could also help to facilitate access to local consumption, and potentially to export markets. Solutions to these two bottlenecks include:
 - Definition of a suitable quantity-oriented plan for agricultural production.
 - Ensure agricultural products adherence to international standards.
 - Offer incentives to promote new activities in the agriculture sector.
- **Health care/wellness** with the aim of attracting tourists and ensuring affordable health care to the local population. The expansion of the health care and wellness sectors may rely on targeting several subsectors, including wellness tourism for Curaçao based on the use of traditional medicine and herbal products, the promotion of healthy lifestyle including healthy eating habits, alternative medicine such as certified acupuncture, Ayurveda treatments, and homeopathy. Such promotion shall rely on a rigid system of certification and fiscal incentives to qualifying businesses. Several preliminary studies are being undertaken, to facilitate the development of businesses in these sectors. Other possible instrumental activities could be:
 - A market study on demand and supply for wellness products aimed at determining the competitive edge for Curaçao.
 - A fully-fledged system of incentives avoiding distortions to develop the sector.
- **Oil refinery** (including possible LNG terminal). Deciding the future of the oil refinery has notable repercussions, not only for the short-term output and employment situation but also in terms of diversification potential and environmental impact. As noted by the 2018 Economist Intelligence Unit Curaçao report, the ruling by a Curaçao court in May 2018 that allows ConocoPhillips, a US oil firm, to seize local assets belonging to the Venezuelan state-owned oil company, PDVSA, has major implications. A complete halt of production, even for a small period, would be costly and would permanently threaten the refinery's operability (as of the end of April, half of the refinery's boilers are not running).
 - The NDP also suggested how an investment into an LNG terminal will provide a cleaner fuel for Curaçao, for individuals as well as businesses, and has the potential to dramatically reduce



emissions at the refinery. Most emissions will be reduced by 98% or more, and greenhouse gases by 20%. The adoption of LNG as the operating fuel at the refinery will help extend the life of the refinery by 20-30 years, increase revenue and contribution to Foreign Exchange, GDP and expand jobs significantly (up to 4,000 temporary jobs and 500 permanent). Such development may however raise question on what may happen to the refinery site given the space (1000 ha) it currently occupies.

- **Sustainable tourism and airlift.** The National Development Plan highlights how Curaçao seeks to focus on tourism as a pillar of economic expansion. Over the years, tourism has shown the strongest export growth compared to other sectors, while at the same time requiring significant import expenditures (food, transportation, energy, and accommodation etc. for each visitor). However, the 2015-2020 Tourism Master Plan highlights how Curaçao is trailing its regional rivals in the Caribbean tourism market. The plan also highlights six complementary strategies that are meant to bridge this gap. These include refocusing on the US market, increase airlift for that same US market, investment in human capital, special allocation funds to support tourism promotion, and revitalization of Punda, Otrabanda and Oospunt. Each of these strategies has implementing actions and outputs. The recommendation would be to continue working on the implementation of the Tourism Master Plan. Consultations with stakeholders identified four main areas of concern:
 - The tourism marketing strategy is insufficiently targeting the North American market, or at least to a lesser extent than the direct competitors Aruba and Sint Maarten. The recommendation would be to reorient the tourism marketing strategy accordingly.
 - The need to ensure consistency between tourist development and sustainability. Trade off shall, almost inevitably, arise and their long-term management is key. In addition to financial and economic considerations, environmental and social impact assessments shall accompany all relevant decisions.
 - A lack of human capital investment and awareness on the value of the tourism sector among national workers. The tourism industry is still perceived to largely rely on foreign workers. While no short-term solution is readily available for this, it would be good to determine what hinders the realization of the targets of the tourism master plan, i.e. (1) Certify 5,000 employees in hospitality services by year (2) Increase the public perception of the value of the tourism industry to 70% of the population by year from the current level of 40% of favorable tourism perceptions and (3) Place 70% of graduates from university and professional programs in jobs.
 - Additionally, there is a need to determine a sustainable way to substitute in the future imported labor resources with national ones. On the one hand, the Tourism Master Plan indicates that tourism businesses are finding it difficult to recruit locally. Labor migration and permit issue becomes a particularly sizable and relevant matter within the tourism industry given its relative share in terms of employment and the relatively high turnover of foreign employees. The implementation of a training-based work permit policy as described above may be instrumental in improving the situation.
- **Internal transport** ensuring access for less privileged (PPP). It is widespread opinion that the most vulnerable segments of the population cannot rely on public transport in a systematic manner. This in turn affects their productivity and absenteeism.



- Given that currently existing market driven systems do not enable optimal access to all parts of the island at all suitable times, government interventions may be needed to ensure either public provision or incentivized and secured private provision that is affordable and accessible for all. The latter should be developed through public private partnerships, allowing the private provider to share some of the risk. “No one is left behind” should be used as a guiding principle. Additionally, elements such as safety for women, the location of public bus stops, and environmental elements (heat, sunlight, distance from neighborhoods, and illumination at night) should be considered. The introduction of IT/telephone-based applications (a la Uber but with a larger scale) should complement the expansion of the transport system. These applications may be developed ex novo to fit the needs of the island or borrowed from other countries where they are already in use.

All the drivers highlighted above, as well as the priority interventions do link and feed into each other. As an example, strengthened institutional setting will benefit sectoral growth and will allow implementation of cross cutting measures to support investments, while broadened ownership will ensure accountability and relevance of the process and activities of the various bodies.

BOX 2: PUBLIC PRIVATE PARTNERSHIPS IN URBAN AND SEMI URBAN BUS TRANSPORT SYSTEMS

There are many possible delivery standards when referring to urban and semi urban transportation services. In the vast majority of cases, public private partnerships have been established after acknowledging the shortcomings of purely market-based mechanisms and the need to warrant achievement of social goals. Even within the framework of public private partnerships there are different templates of reference, depending on the risk shared by the private sector and the degree of autonomy private operators enjoy. Of particular relevance for Curaçao may be the design - for either “Konvooi” or large vans or both- of market driven schemes where some subsidies are envisaged for the simple appearance of commercial services on certain routes or for other kind of obligations e.g. to carry passenger according to published fares and timetables, for service co-ordination, to use vehicles accessible for prams, handicapped, etc.or still an obligation to use specific fares, to provide a minimum level of frequency, etc.. This kind of regime is most clearly visible in the British bus sector (outside London), where it was introduced in 1986 and there are also places in the Eastern part of Europe (mainly), where a supply of services has appeared out of a free-market process, essentially making use of minibuses.

Source: NEA (NL), inno-V (NL), KCW (D), RebelGroup (NL), TØI (N), SDG (GB), TIS.PT (P) (2008) “Contracting in urban public transport”, report produced for EC DG Energy and Transport available at: https://ec.europa.eu/transport/sites/transport/files/themes/urban/studies/doc/2008_contracting_urban_public_transport.pdf

3.1.3 Bottleneck Analysis

A number of *bottlenecks* were identified in relation to the Economic Growth Accelerator. Those can be categorized in two main categories. On the one hand are those which relate to obstacles concerning the optimization or **improvement of existing bodies, legislation and programmes**. Whether due to lack of awareness, limited coordination or delayed implementation there are circumstances which prevent intended results from being achieved. In detail, such bottlenecks reflect the need to streamlining entrepreneurial support services to reach critical scale, to ensuring awareness of existing support



measures amongst the general public or even the need to redesign certain labour market/social assistance programmes. Particularly relevant are the obstacles which prevented previous attempts to improve the business environment from being successfully carried out, whether related to improved design of legislation, lack of effective coordination amongst government and social partners, or delay in implementation. Finally, not to be forgotten are the needs in terms of human capital development and education policy which are hindered by a number of specific and complex obstacles.

Other bottlenecks refer to the need to speed up the process of **establishing bodies or mechanisms which will produce outputs instrumental to economic growth** and which are not (yet) operational. Those include impediments to the establishment of a standard setting/monitoring bodies, e.g. those responsible for inspection (International quality standards (ISO) and/ phyto-sanitary checks) for export products in compliance with destination countries rules, or those which are specifically tasked to assist private sector to comply with export requirements, typically by industry, to the finalization of bilateral trade deals, to the implementation of marketing campaigns for tourism and investment, the lack of incentives for expansion of domestic credit to private sector, overcoming the current risk aversion of commercial banks, or, finally the shortcomings in terms of design and implementation of measures and incentives to realize new investments, infrastructure and those within priority sectors.

3.2 Environmental sustainability

Curaçao hosts an abundance of natural wealth, including a unique diversity of species, ecosystems and landscapes. The island benefits from a variety of essential ecosystem services, including the provision of water, food, oxygen, energy, spaces for recreation and tourism, raw material for industrial development, the control of diseases, and the reduction of climate hazards. However, as described in section 3.3, Curaçao faces the same natural resource constraints, risks and challenges of many other small island developing states. A strong recognition of the importance of natural capital, both for its intrinsic value as well as for the ecosystem services it provides to the island is essential for sustainable development. To reach the targets set by the 2030 Agenda, Curaçao needs to work on developing and implementing sustainable solutions towards the management of natural capital and disaster risk reduction and preparedness.

Within the National Development Plan, the policy theme 'Sustainability' reflects Curaçao's aims in the context of natural resource management for the period of 2015-2020. In the document, the 'Sustainability' policy theme is linked to two Sustainable Development Goals; namely Life Below Water (SDG 14) and Affordable and Clean Energy (SDG 7)¹⁶¹. This indicates that Curaçao has clear aims in the areas of marine conservation and sustainable energy (also mentioned in the Inclusive and Sustainable Economic Growth Accelerator).

¹⁶¹ Government of Curaçao. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

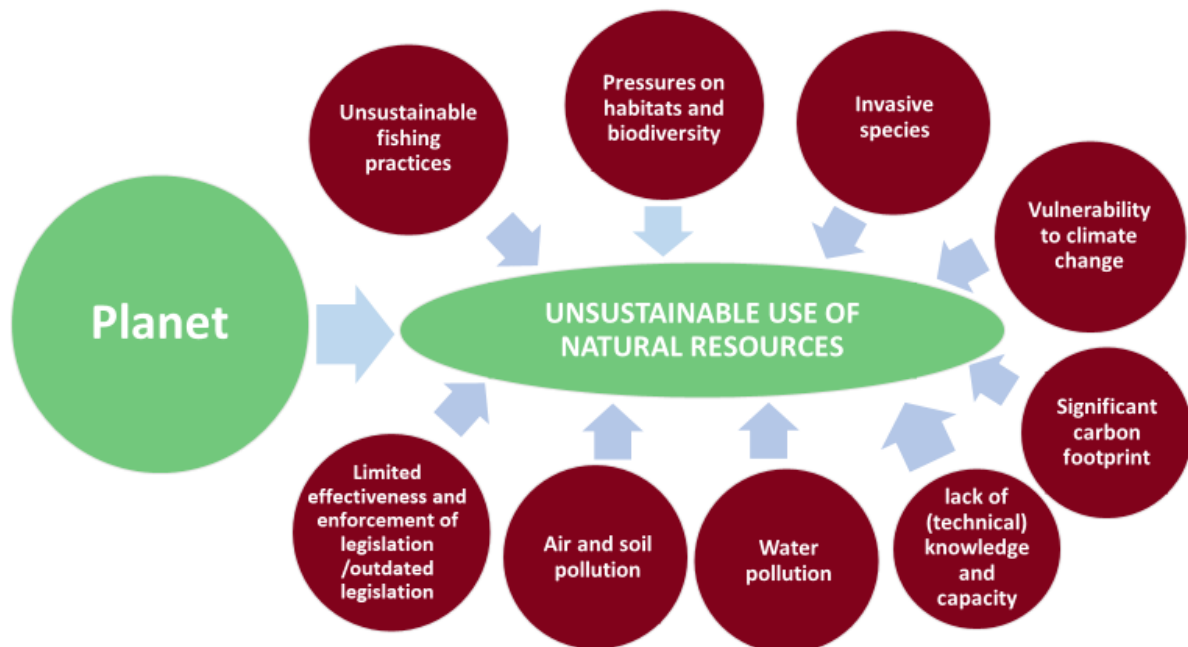
In addition, the Government's environmental policies for sustainable and effective climate change mitigation have been for several years and are focused on the following 4 areas:

- Renewable Energy
- Sustainable Water Management
- Mangrove Protection and Restoration
- Ocean Management and Coral Reef Protection

However, the Rapid Integrated Assessment revealed that SDG 15 targets – related to Life on Land are not reflected in the National Development Plan. This suggests that the connection between marine resource management complement the stated goals in the NDP. However, land management and conservation could be strengthened specifically by means of management of natural resources and areas resulting in an integrated approach to sustainable natural capital management. The island wide development plan EOP does contain 12 designations or zones amongst which conservation and park areas that provide a legal framework to protect ecosystems and habitats. This chapter builds on the plans set forth in the National Development Plan and includes suggested additions to create a coherent accelerator framework for Environmental Sustainability.

3.2.1 Key challenges

FIGURE 11: KEY CHALLENGES RELATED TO NATURAL RESOURCE USE





Curaçao's **natural habitats, ecosystems and biodiversity face various pressures**. The continued expansion of infrastructure and buildings due to urbanization and tourism-related coastal development, is resulting in habitat loss and fragmentation¹⁶². Freshwater is being extracted at an unsustainable rate. The rate of replenishment of Curaçao's two permanent springs, Hato and San Pedro, is low¹⁶³. The semi-arid landscape, combined with excessive over-pumping of groundwater, has resulted in groundwater salinization as seawater intrudes at various areas along the coast^{164,165}. Moreover, while Curaçao was formerly home to good aquifers, urbanisation has reduced infiltration rates¹⁶⁶.

Coastal ecosystems such as reefs, mangroves and seagrass beds are particularly affected. While reef building corals occupied approximately 40% of Curaçao's reefs in 1980, this percentage decreased to 23.2% in 2010.¹⁶⁷ Due to overfishing since the 1950s, Curaçao's fish reef stocks have heavily declined. A shift has taken place from larger, higher value fish to smaller, lower value fish, which is an indicator of overexploitation¹⁶⁸.

The abundance of species that were traditionally caught for commercial purposes, such as snapper and groper, has declined with 90 % over the last 40 years. Also, fish species without a commercial purpose also suffered large losses during the same period.¹⁶⁹ Currently, Curaçao's rank among Caribbean nations in terms of fish abundance is medium¹⁷⁰. Moreover, invasive species form a threat to native ecosystems and species. A total of 31 **invasive species** have been reported on Curaçao.¹⁷¹ Additionally, exotic pathogens and diseases are on the rise due to pollution and coastal land use changes¹⁷². Conversely to terrestrial invasive species, marine invasive species have proven almost impossible to eradicate¹⁷³.

Furthermore, Curaçao's natural resources are threatened by **water pollution**. Sustainable, efficient water management is currently lacking on Curaçao. Pollution -including hazardous and industrial waste- is discharged into the natural environment (both on land and into the sea) and sewage pipes, as well as through non-point sources such as agricultural runoff. 84% of sewage water enters the ocean untreated¹⁷⁴. Domestic sewage water seeps through porous limestone in the calcareous coastal areas¹⁷⁵.

¹⁶² de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹⁶³ Government of Curaçao. *National Report of Curaçao for the Third International Report on SiDS*, 2014

¹⁶⁴ [van Hoorn & van Aart – The use of saline irrigation water – Wageningen.](#)

¹⁶⁵ Van Sambeek, M. - The groundwater quality of Aruba, Bonaire and Curaçao: a hydrogeochemical study - Netherlands Journal of Geosciences 79(4) - 2000

¹⁶⁶ de Bettencourt, J. & Imminga-Berends, H. - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹⁶⁷ Vermeij, M. – The current state of Curaçao's coral reefs – Willemstad – 2012.

¹⁶⁸ Graham, N. A. J. et al. (2005) 'Size-spectra as indicators of the effects of fishing on coral reef fish assemblages', *Coral Reefs*, 24(1), pp. 118–124. doi: 10.1007/s00338-004-0466-y.

¹⁶⁹ Flower, J., Estep, A., Mengerink, K., Lester, S., Vermeij, M. - Curaçao Should Adopt Fish Reproduction Zones to Recover Reef Fish Stocks and Improve Coastal Resources – Willemstad - 2018.

¹⁷⁰ Vermeij, M. – The current state of Curaçao's coral reefs – Willemstad – 2018.

¹⁷¹ Kairo, M., Ali, B., Cheesman, O, Haysom, K. & Murphy, S. - Invasive Species Threats in the Caribbean Region – Trinidad & Tobago.

¹⁷² GESP & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

¹⁷³ GESP & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

¹⁷⁴ Vermeij, M. – MAPS bilateral meeting with Carmabi – Willemstad – 2018.

¹⁷⁵ CBS – Curaçao environmental statistics compendium – Willemstad – 2015.



The water near the city of Willemstad is particularly polluted¹⁷⁶. Water pollution is heavily affecting marine ecosystems and beaches, which are major tourist attractions. Besides affecting marine ecosystems, water pollution containing bacteria, pathogens and diseases pose an increasing threat to human health^{177,178}.

Air and soil pollution are also a challenge for the island. The main source of pollution is the Isla Oil Refinery, which is located to the north-west of Willemstad. Utility plants near Dokweg are also a source of both soil and air pollution. Three air quality monitoring stations are located near the oil refinery, to monitor ambient concentrations of Sulphur dioxide and particulate matter – both of which are damaging to human health in high concentrations. These measurements revealed that for each month between 2010 and 2015, the concentrations of Sulphur dioxide and particulates exceeded the World Health Organization’s threshold for human safety¹⁷⁹. Besides industrial activities and deficient wastewater treatment systems, the poor management of toxic compounds such as waste oil, pesticides and heavy metals, together with inadequate regulations, contribute to terrestrial pollution¹⁸⁰.

Climate change represents a major threat to Curaçao as with other SIDS. Climate Change will have an impact on 3 systems, i.e. coastal systems (Loss of land due to land degradation, beach erosion, coastal flooding and loss of marine biodiversity), terrestrial systems (fresh water availability, and loss of biodiversity on land), and the human systems (health and hygiene, migration, food security, increased natural disasters, energy and impacts on the economy). One must also take into account inter and intraregional impacts such as distant swells that can affect the coast by inundation, increase in Sahara dust and invasive species and aquatic pathogens¹⁸¹.

It will increase the occurrence of extreme weather events including storm surges while increasing sea levels, which poses risks as 40% of Curaçao’s economic activity takes place along coastal regions^{182,183,184}. Freshwater resources are also threatened by climate change: the hotter and drier climate is expected to exacerbate water scarcity¹⁸⁵, while sea-level rise will likely increase the salinization of groundwater. UNOPS’ resilience study “Evidence-Based Infrastructure: Curaçao. National infrastructure systems modelling to support sustainable and resilient infrastructure” revealed that 0.28 % and 1.81% of the road network and its related assets are at risk from a 1 and 4 meter sea level rise and storm-surge event

¹⁷⁶ WAITT Institute - The State of Curaçao’s Coral Reefs – [Willemstad – 2017](#).

¹⁷⁷ WAITT Institute - The State of Curaçao’s Coral Reefs – [Willemstad – 2017](#).

¹⁷⁸ Central Intelligence Agency – World Factbook: Curaçao - https://www.cia.gov/library/publications/the-world-factbook/geos/print_cc.html - 2018.

¹⁷⁹ CBS – Curaçao environmental statistics compendium – Willemstad – 2015.

¹⁸⁰ [Government of Curaçao. National Report of Curaçao for the Third International Report on SIDS. Government of Curaçao, 2014.](#)

¹⁸¹ IPCC 5th assessment report, chapter on SIDS

¹⁸² GESF & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

¹⁸³ [de Bettencourt, J. & Imminga-Berends, H.](#) - Overseas Countries and Territories: Environmental Profiles - Brussels – 2015.

¹⁸⁴ GESF & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

¹⁸⁵ Dutch Caribbean Nature Alliance - Climate change impacts within the Dutch Caribbean – Bonaire - 2016



respectively¹⁸⁶. Moreover, the research analyzed the number of critical facilities – including hospitals, essential government facilities, utilities, police or fire stations, and shelters – that are at risk of these phenomena. The results also indicated that 27 critical facilities are at very high risk of sea level rise, 58 are at very high risk of tsunamis, and 30 are at very high risk of storm¹⁸⁷.

Moreover, the country has a significant **carbon footprint**. As stated in *Chapter 3.3*, in 2014 Curaçao had the second highest CO2 emissions per capita in the world, after Qatar. Transportation, the oil refinery and electricity supply and consumption constitute the three main usages of primary energy on the island, and oil refinery activities constitute most CO2 emissions.

The **limited effectiveness, enforcement and relevance of environmental legislation** is another major challenge. The Nuisance Ordinance obliges developers of large-scale projects, such as in the case of the construction of major hotels and buildings in coastal areas, to conduct an environmental Impact assessment. However, there is a gap in the Ordinance as it does not prescribe the content. The Ministry advises developers to conduct an Environmental Impact Study but enforcement needs to be improved.¹⁸⁸ Moreover, while the island has designated several protected areas, including five RAMSAR wetlands, the management of these areas is weak¹⁸⁹. Many legislative documents are outdated and do not address current challenges in an adequate manner. Additionally, some legislative documents, such as the ‘National Ordinance Principles for Environmental Management’ (Landsverordening Grondslagen Milieubeheer) have been in the making for several years but are yet to be completed or ratified¹⁹⁰

A **lack of (technical) knowledge and capacity** is hampering sustainable innovation and effective environmental management. The implementation of managerial or technological advancements in waste water (not drinking) and agriculture is limited by a lack of capacity within the population. This is related to the fact that currently, specialized knowledge and skills pertaining to sustainable environmental management is not adequately integrated into educational systems. External consultants and experts are often relied upon for advice and expertise. Developing adequate knowledge and skills in the area of waste, water, agriculture and energy will help Curaçao gear towards environmental sustainability. It will also help to develop a sense of autonomy and independence, related to the NDP goal of national identity. Indicative of this is an audit carried out by the Curaçao Court of Auditors, to analyze whether the Ministry of Health, Environment and Nature meets the conditions for effectively creating and implementing environmental policies. The Court concluded that these conditions are not met. This is mainly due to a lack of specialist

¹⁸⁶ Evidence-Based Infrastructure: Curaçao. National infrastructure systems modelling to support sustainable and resilient infrastructure -UNOPS- 2018

¹⁸⁷ Ministry of General Affairs – Risicoprofiel Curaçao 2017-2022 – Willemstad – 2017.

¹⁸⁸ van Uyten, I. Omgevingsrecht in Curaçao: werk aan de winkel – Willemstad – 2017.

¹⁸⁹ Dutch Ministry of Economic Affairs - Convention on Biological Diversity: Fifth National Report of the Kingdom of the Netherlands – The Hague – 2014.

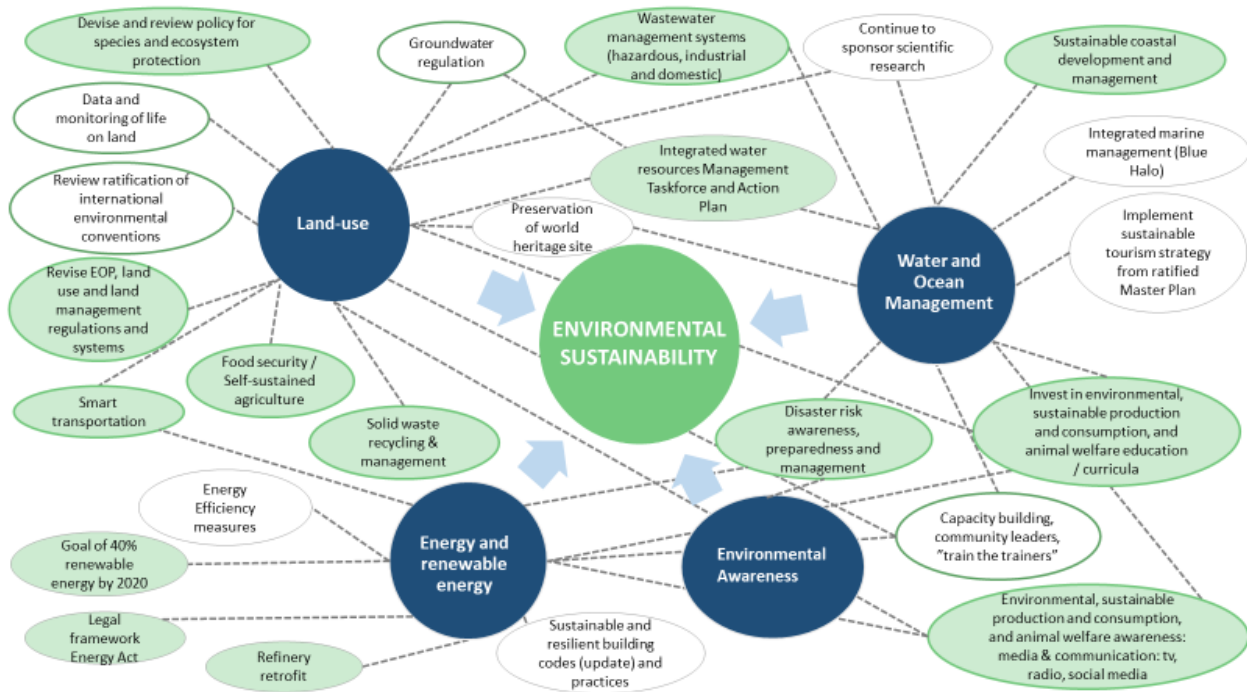
¹⁹⁰ van Uyten, I. Omgevingsrecht in Curaçao: werk aan de winkel – Willemstad – 2017.

knowledge for the oversight of complex industries and the necessity of attracting expertise and upgrading the personnel within the Ministry¹⁹¹.

3.2.2 Positive drivers and priority interventions

As mentioned earlier, the National Development Plan demonstrates clear efforts towards sustainable energy and ocean management. These topics were translated into ‘positive drivers’ within the SDG accelerator framework (Figure 17). However, these drivers alone are insufficient for steering Curaçao in the direction of Environmental Sustainability. A driver reflecting SDG 15 – Life on Land – is needed. This was confirmed during the multi-stakeholder discussions, during which inadequate land-use and the accompanying environmental degradation resulting from this, was a recurring topic. To address these issues, the positive driver ‘Land-use’ was added to the SDG accelerator framework. Interventions were identified for this new driver during the multi-stakeholder consultations.

FIGURE 12: POSITIVE DRIVERS AND INTERVENTIONS FOR ENVIRONMENTAL SUSTAINABILITY



- Interventions with GREY outline indicate the intervention was included in National Development Plan
- Interventions with GREEN outline indicate the intervention was added during the MAPS mission
- Interventions with GREEN fill are PRIORITIZED

¹⁹¹ Algemene Rekenkamer - Randvoorwaarden uitvoering milieubeleid – Willemstad – 2015.



Given the close inter-connections between land, water and coastal systems in Small Island Development States (SIDS), the integration of freshwater watershed management with coastal area management is essential to foster effective cross-sectoral coordination in the planning and management of land, water and coastal uses. Consistent with this rationale, an integrated 'Ridge to Reef approach' is proposed to encompass the new driver on **land-use** and the one on **water and oceans** management. This integrated approach would foster cross-sectoral coordination in the planning and management of freshwater use, sanitation, waste water treatment and pollution control and sustainable land use practices, balancing coastal livelihoods, sectoral development, biodiversity conservation, hazard risk reduction, and climate variability and change¹⁹².

Therefore, the *priority interventions* aimed at maintaining and enhancing Curaçao's ecosystem goods and services through a **Ridge to Reef approach**, are the following:

- **Implement an Integrated Water Resource Management (IWRM) taskforce and action plan.** By reflecting the fundamentally interconnected nature of hydrological resources and balancing water demand with supply, IWRM can facilitate the ecologically sound use of water on the island. The Curaçao government is already collaborating with the Global Water Partnership, NGOs and other stakeholders to formulate an Integrated Water Resource Management plan¹⁹³. The finalization and implementation of this plan should be deemed a high priority by the government. The main barriers to keep in mind, related to IWRM implementation, include supply-driven management, lack of information and technical know-how and insufficient investments¹⁹⁴. Conversely, the key factors contributing to the successful implementation of IWRM include the establishment of an effective and participatory institutional framework; capacity building to sensitize and train water professionals, bureaucrats and civil society; and the establishment of effective management instruments such as instruments for monitoring, scenario development and mapping.

Moreover, the creation of an enabling - legislative, financial and political – environment is important. This includes creating financial incentives to ensure access to affordable technology, and ensuring national laws reflect basic water needs and allow water reallocation, for example ground water management, water markets or people's access to water for food and water security^{195,196}.

In summary, water governance must be strengthened in order to ensure a successful IWRM. Governance should mainly be perceived as a neutral term. What is good for some can be bad for others. In this sense, improved governance is path dependent and needs to be linked to particular development goals in society, such as water services and sanitation for all, equitable reallocation of water between users, or any other goals such as food and energy for all, or conservation/restoration of ecosystems. Water governance relates not only to the state or government but also to civil society

¹⁹² From Ridge To Reef: Water, Environment, And Community Security, GEF 2010

¹⁹³ http://www.tt.undp.org/content/dam/trinidad_tobago/docs/NDP-FEB2016-Final.pdf

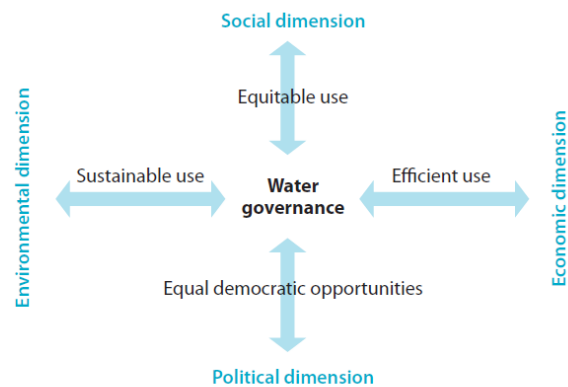
¹⁹⁴ https://www.gwp.org/globalassets/global/toolbox/publications/technical-focus-papers/04-caribbean_tfp_2014.pdf

¹⁹⁵ <https://www.mcgill.ca/cariwin/files/cariwin/LesterIntegratedWaterResourcesManage.pdf>

¹⁹⁶ https://www.gwp.org/globalassets/global/toolbox/publications/technical-focus-papers/04-caribbean_tfp_2014.pdf

and the private sector, and where development takes place within different constellations of these three entities^{197 198}.

There are four dimensions for water governance that must be considered in an effective participatory institutional framework for IWRM: **Social** The equitable distribution of water resources and services among various social and economic groups, and its effects on society; **Environmental**, sustainable use of water and related ecosystem services. The sufficient flow of water of appropriate quality is critical to maintaining ecosystem functions and services that build upon them; **Economic**, efficiency in water allocation and use and the role of water in overall economic growth. Effective poverty reduction and economic growth depend highly on water and other natural resources. Improving water governance will improve durability and sustainability which results in more efficient investments in water; **Political**, equal rights and opportunities for water stakeholders to take part in decision-making processes. Participation facilitates more informed decision making, more effective implementation and enhances conflict resolution. A more effective involvement of commonly marginalized citizens in water-related decision making can greatly improve outcomes¹⁹⁹.



Source: Tropp, H., 'Water Governance Challenges', in World Water Assessment Programme, 2006, *The United Nations World Water Development Report 2: Water, a shared responsibility*, United Nations Educational, Scientific and Cultural Organization (UNESCO), Paris.

- **Develop and Implement an Integrated Coastal Management Policy and Action Plan** to minimize environmental impact, integrate preparedness for and adaptability to climate change, work with nature instead of against it and facilitate ecosystem functionality. The sustainable development and management of coastal areas is not only essential for ecosystem health, but also for sustaining the economy through tourism. The plan should take on an integrated approach, striking a balance between conservation and economic development and containing measures to ensure that coastal ecosystems are not pushed beyond their threshold for resilience²⁰⁰. The government of Curaçao has also made important progress on this field through the Blue Halo Partnership, advancing on this initial work with an upgraded more-holistic Ridge to Reef approach should be considered a priority²⁰¹.
- Furthermore, Curaçao would greatly benefit from implementing of a policy for management of **ecosystems** and formulate a policy of **species** protection on the island both for coastal and terrestrial areas. Currently, species and ecosystems are inadequately safeguarded from the negative effects of urban and coastal development, pollution and environmental degradation, recreation and other

¹⁹⁷ SIWI, WIN & UNDP. (2013). User's Guide on Assessing Water Governance. Available at www.watergovernance.org/resources/users-guide-on-assessing-watergovernance/

¹⁹⁸ UNDP-SIWI Water Governance Facility. 2014. *Beyond the Hardware: Working for Governance, Advocacy and Leadership in Water, Sanitation and Hygiene*. Governance, Advocacy and Leadership in Water, Sanitation and Hygiene (GoAL WaSH) Programme. Stockholm: SIWI.

¹⁹⁹ <http://www.watergovernance.org/>

²⁰⁰ <https://journals.openedition.org/etudescaribeennes/1373?lang=en#tocto1n4>

²⁰¹ Recommendations for Curaçao Sustainable Ocean Policy, Watts Institute, 2016



usages. The creation of a coherent policy for their species and ecosystems can help guide environmental decision making and strengthen the currently weak management of Curaçao's protected parks and wetlands. The policy should take on a holistic, systems-based approach, recognizing the interconnectedness between species, ecosystem and landscape-scale management. It should lay out the responsibilities of the involved stakeholders, and the manners in which collaborations are needed, in an intersectoral manner. Moreover, the policy should effectively integrate the norms, strategies and plans formulated in international agreements. For this policy to be effectively implemented, the performance of quality research on the state of ecosystems and species on the island, as well as the creation of effective monitoring mechanisms, is key.

- **Develop and Implement an Integrated Land-use management Policy and Action Plan**

The productivity and sustainability of a land-use system is determined by the interaction between land resources, climate and human activities. Especially in the face of climate change and variability, selecting the right land uses for given biophysical and socio-economic conditions, and implementing Sustainable Land-use Management, are essential for minimizing land degradation, rehabilitating degraded land, ensuring the sustainable use of land resources (i.e. soils, water and biodiversity) and maximizing resilience. Ultimately, sustainable land use and management (human activities) decide the sustainability/resilience or degradation/vulnerability of land resources interlinked with water and coastal resources²⁰².

This intervention requires advancing several ongoing actions identified during the consultations such as:

- The revised *Island Development Plan (EOP)* puts stricter rules on coastal development by Oostpunt with the goal of diminishing damage done to nearby marine ecosystems due to construction processes, protect the natural habitats in this area, and minimizing pollution of terrestrial origin entering the ocean²⁰³. In addition, the National Ordinance on Environmental Management Principles should be enforced, to oblige developers to submit environmental impact reports for development projects.
- Furthermore, as mentioned in the *Agriculture Policy Plan 2017*, *food security* is a challenge for Curaçao, with an import/export ratio significantly higher than the Caribbean average²⁰⁴. Moreover, climate change is expected to increase threats to food security in the region²⁰⁵. Therefore, it is important that Curaçao makes a concerted effort to increase sustainable agricultural production on the island. Adequate investments should be made towards enhancing smart production methods, ensuring farmer access to innovation, and storage and processing²⁰⁶. The public sector can contribute to stimulating sustainable agricultural production through effective subsidy policies²⁰⁷ and the enforcement of regulations to create a safe investment climate to attract investors. The latter can be achieved by helping smallholder farmers to adopt

²⁰² <http://www.fao.org/3/i8324en/i8324en.pdf>

²⁰³ https://www.gobiernu.cw/files/Wetten/2017/P.B._2017__no._1.pdf

²⁰⁴ FAO, 2018. Table of Food Security Indicators

²⁰⁵ FAO - Food and nutrition security and the eradication of hunger CELAC 2025: Furthering discussion and regional cooperation

²⁰⁶ FAO – Investing in food security – Rome - 2009

²⁰⁷ https://people.stanford.edu/duygug/sites/default/files/Duygu_Akkaya_JMP.pdf



best practices and meet the standards of food quality through inspection and certification, stimulating local research, ensuring that adequate transportation and infrastructure is in place and offering capacity building and trainings²⁰⁸.

BOX 3: SAMOA RIDGE TO REEF APPROACH FOR RESILIENCE

Working from the ridge to the reef²⁰⁹ in Samoa has provided lessons on integrated coastal zone management and watershed protection, including lessons from extreme events such as *Cyclone Evan*. Actions such as re-vegetating coastal areas, building protection structures, protecting coastal water springs and building community awareness through consultations have proven to be very effective. Building on these experiences, the Country is currently developing the 'Living with Rivers and the Sea' manual. Future adaptation works, in particular shoreline and river defense management, will be informed by this manual and the understanding that coastal protection requires integrated watershed management.

If you can really care for your coastal environment, that will be your first line of defense for any kind of disturbance that comes. We know that having a good and healthy environment results in having healthy people too. A well protected environment from the reef to the ridge will be really good for the people of Samoa. – Soalo Tito Alatimu, Principal Forester, Forestry Division, Ministry of Natural Resources and Environment (MNRE).²¹⁰

- **Solid waste recycling and management.** In Curaçao, 3.4 kg per capita per day of solid waste is generated²¹¹. While solid waste management has improved in the past decades²¹², there is still significant room for improvement. Direct dumping on land and into the ocean still takes place on the island;²¹³ The government of Curaçao should make a concerted effort to ensure that adequate legislation is in place towards sustainable solid waste recycling and management and could benefit from the Dutch legislation and technical expertise. The compulsory recycling of sludge and wood waste, the creation of disposal taxes, as well as the compulsory labelling of products with hazardous chemicals, could bring significant environmental benefits²¹⁴²¹⁵. Also, increased access to information on waste awareness (eliminate illegal waste dumping), recycling for households and businesses, as well as public awareness campaigns²¹⁶, should accompany legislation and enforcement. Given that the waste capacity is limited, people's behaviors towards waste needs to be changed to reduce creation of waste.
- **Improve wastewater infrastructure.** As mentioned earlier, wastewater management system is in need of improvement. A large quantity of wastewater – including water from sewage treatment facilities, domestic sewage, agricultural runoff and industrial discharge - is deposited directly into the sea, where it brings risks not only to the marine environment but also to human health by the spread

²⁰⁸ FAO – Investing in food security – Rome - 2009

²⁰⁹ <https://www.pacific-r2r.org/>

²¹⁰ <https://stories.undp.org/coast-to-coast>

²¹¹ PWC. *Environmental Sustainability Ranking*. Willemstad: PWC, 2014.

²¹² <http://www.selikor.com/index.php/corporatelinks-hidden/302-about-selikor>

²¹³ Curaçao MAPS Mission Workshop Participant. *Curaçao MAPS Mission Workshop discussion*. Willemstad, 2018.

²¹⁴ <http://journals.sagepub.com/doi/abs/10.1177/0734242X15600053>

²¹⁵ <https://pdfs.semanticscholar.org/509e/54c4c64d0ec6f077cf48ee2361979cd7fd0f.pdf>

²¹⁶ [Government of Curaçao. National Report of Curaçao for the Third International Report on SiDS. Government of Curaçao, 2014.](#)



of diseases, pathogens and bacteria²¹⁷. The development of a safe, sustainable and efficient wastewater management system is essential. The wastewater system should encompass the safe disposal of hazardous, cruise and large vessel, industrial and domestic waste. The main challenge is to increase sewage treatment capacity and get results through an integrated demand reduction strategy. The government of Curaçao has recently undertaken a Rapid integrated Assessment with the help of the United Office for Project Systems (UNOPS) on improving the issues related to (industrial) waste water discharge into sea. A roadmap to tackle the challenges identified has been drafted and adopted by the council of ministers recently. This effort should be continued as an integral part of the IWRM mentioned above²¹⁸.

Energy and Renewable Energy

- Curaçao's National Energy Policy²¹⁹ provides a clear roadmap for the transition towards a cleaner and more secure energy matrix for the Island. In addition to this, to create the enabling environment for a renewable energy transition and increase energy efficiency, the **legislative and regulatory framework** will have to be reviewed with the aim to improve and strengthen its legislation and regulation to facilitate effective implementation of the National Energy Policy and attract investment. This first step is crucial for the Government to advance on the National Energy Policy pillars, including addressing the current dichotomy between the refinery's positive contribution to the economy and the energy sector its negative impacts as a major contributor to environmental pollution. As mentioned in chapter 5.3, the existing **refinery** needs to be **retrofitted** to a more modern and cleaner operation. One of the options that was recurrently mentioned during the consultation process, was the introduction of LNG as a main fuel, which would result in significant emission reductions while allowing the refinery to continue its operations.
- It is expected that Curaçao's dependence on the refinery as a fuel source will slowly decrease, considering the transition to more **sustainable energy** resources and enhancing energy security by focusing on the use of local natural resources such as wind, solar energy and other commercially viable technologies, without compromising the security, reliability and quality of supply²²⁰. It is recommended to build on Aquallectra's significant input of renewable electricity generation through wind and solar energy and to consider expanding renewable energy generation capacity and to consider renewable energy use in smart transportation systems and other sectors to reduce fuel consumption and achieve the objective to cover at least 50 % of the island's energy needs from locally available renewable energy resources by 2035. Again, the revision of the legislative and regulatory framework to attract the necessary investment for this transition is key.

The following interventions are deemed a high priority for all three drivers:

²¹⁷ https://www.cia.gov/library/publications/the-world-factbook/geos/print_cc.html

²¹⁸ UN Environment (2018). Progress on integrated water resources management. Global baseline for SDG 6

Indicator 6.5.1: degree of IWRM implementation. <http://www.unwater.org/publications/progress-on-integrated-water-resources-management-651/>

²¹⁹ https://www.btnp.org/files/Publicaties_Overige_beelden/NATIONAL_ENERGY_POLICY_for_CURAÇAO.pdf

²²⁰ https://www.btnp.org/files/Publicaties_Overige_beelden/NATIONAL_ENERGY_POLICY_for_CURAÇAO.pdf



Disaster risk awareness, preparedness and management. In the face of increased vulnerability to the effects of climate change including storm surges, sea levels rise and tsunamis; risk awareness, preparedness and management must be strengthened. Currently, whereas Curaçao is one of the few countries in the region to have a comprehensive risk assessment, preparedness is still insufficient²²¹²²². An analysis revealed that police, medical and emergency services do not have the capacity to carry out their duties in the case of a major disaster. Moreover, citizens are inadequately informed about risk preparedness²²³. Curaçao is working on risk mapping, mainly in the context of infrastructure resilience and cultural heritage²²⁴. This should also be included in long-term infrastructure planning, building new infrastructure. Urban and rural development should be done in a risk informed manner with this awareness and associated adaptation measures in mind.

- Other key actions for improving disaster risk preparedness include²²⁵²²⁶:
 - *Enhancing community resilience:* The risk assessments performed by UNOPS²²⁷ are a good step towards improving community resilience, as they allow for determining which communities on the island are most vulnerable to risks. In addition, the implementation of social protection systems, safety nets and contingencies can strengthen community resilience.
 - *Institutional Framework:* The MAPS mission lauds the fact that Curaçao has a specific directorate for Risk Management and Disaster Policy. However, it is important that disaster risk preparedness is properly integrated into the country's entire planning framework and that non-governmental stakeholders are included.
 - *Capacity building, training and public awareness:* Curaçao should continue to invest in and expand training programs for emergency professionals, specialized agencies and organizations, government officials and civil society to ensure everyone knows how to participate in the disaster risk preparedness mechanism. It also entails incorporating disaster risk preparedness and awareness into formal and informal education systems.
- **Invest in environmental awareness, with emphasis on sustainable production and consumption, disaster risk preparedness and animal welfare education, media & communication.** Currently, these topics are inadequately integrated into education systems and receive little or no attention in the media. Consequently, citizens are insufficiently aware of the importance of natural capital, and the negative effects of environmental degradation. Moreover, citizens do not have the knowledge and skillset necessary to contribute to sustainable development. Environmental awareness should be integrated into formal and informal education systems through curriculum development, teacher

²²¹ Ministry of General Affairs – Risicoprofiel Curaçao 2017-2022 – Willemstad – 2017.

²²² GESP & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

²²³ Ministry of General Affairs – Risicoprofiel Curaçao 2017-2022 – Willemstad – 2017.

²²⁴ GESP & GCS - Regional Vulnerability assessment and hazard mapping applications: Hazard database and Disaster management applications – Willemstad – 2012.

²²⁵ Caribbean Disaster Emergency Management Agency - Updates on disaster risk priorities in the region – Barbados – 2016.

²²⁶ United Nations - Disaster preparedness for effective response – New York – 2005.

²²⁷ UNOPS -Evidence-based infrastructure: Curaçao – national infrastructure systems modelling to support sustainable and resilient infrastructure development- 2018



coaching sessions, online courses and workshops amongst other things. Effective public awareness campaigns should be implemented to inform the public about environmental issues, sustainable production and consumption, disaster risk preparedness and animal welfare. Public awareness raising campaigns most often differ between countries and contexts, they generally include increasing concern, informing the targeted audience, creating a positive image, and attempts to change their behavior by using social media, television, radio, performances and other types of art, etc. These campaigns should be connected to the SDGs. *Chapter 4.10* introduces various resources for setting up public awareness campaigns in the context of the SDGs.

3.2.3 Bottleneck Analysis

A recurring *bottleneck* related to the Environmental Sustainability Accelerator is the **lack of or outdated legislation** that is needed to ensure sustainable environmental management. The lack of legislation is hindering the implementation of: recycling and management of solid waste; sustainable land, water and coastal management; efficient wastewater management; sustainable energy transition; and smart transportation systems. Therefore, updating, finalizing and approving of environmental legislations and regulations were identified as key *bottleneck solutions*.

Additionally, a **dispersion of data and data-sharing and analysis for decision-making** is an important *bottleneck* hindering various interventions. There is limited official environmental data and the available data is scattered among institutions and individuals. There is no formal process of systematization and centralization of data with the purpose of data access and sharing, nor for further analyses to support decision-making. This bottleneck was identified by stakeholders to affect the implementation of integrated water management including efficient wastewater management systems; sustainable coastal development and management; and the adequate production of agricultural products. A key *bottleneck solution* is therefore to implement environmental data collection and monitoring systems that provide reliable, accessible, up to date information on waste flows, pollutants and chemicals evident in the natural environment, and agricultural production trends. This bottleneck solution needs to go hand in hand with local expertise to process and analyze data, which is addressed in the following lines. A recommendation here is to share technical capacities and institutional agreements between government ministries and bodies to share the relevant information available required for informed decision making.

A **lack of adequate manpower and expertise** was also identified as a key *bottleneck*. This bottleneck decelerates the execution of institutional mandates and obstructs the legal framework review and update. It is also affecting sustainable land management in general; the workshop participants mentioned how the dismantlement of the Curaçao urban planning department has resulted in the department's low enforcement and oversight capacity²²⁸. A lack of manpower was also identified by the MAPS mission as a key bottleneck towards effective environmental risk awareness, preparedness and management. Ensuring sufficient quality staff is in place, hiring external experts to work with local officials, and working on capacity building through education and training programs are *bottleneck solutions* to these issues.

²²⁸ MAPS Mission Workshop Participant - Workshop discussion – Willemstad – 2018.



3.3 Improved education system

Education is a key focus area in the National Development Plan Curaçao 2015-2030. In this plan, the educational vision of the Curaçao government is introduced: for every citizen of **Curaçao to have equal access to quality education**, and for students to be offered the best opportunities to develop their full potential so that they can effectively contribute to the development of the society. Education is seen as one of the key building blocks to support economic growth and development, environmental sustainability, poverty reduction and good health and well-being. A strong education system necessitates working collaboratively across sectors to ensure a good match of educational and employment opportunities as well as developing supportive and enabling environments to promote and support more entrepreneurship in areas.

Significant progress has been made in past years to ensure educational access and attainment in Curaçao. Currently, education is compulsory for all children 4-18 years, and primary and secondary school enrollment is nearly universal²²⁹. Education in Curaçao is rooted in the Netherlands educational curricula and systems. It is built on solid academic principles, providing a multi-lingual education with Papiamentu and Dutch as instructional languages and English and Spanish as widely taught subjects.²³⁰

Whilst the Curaçao education system has served as a solid foundation for many generations, over the years it has failed to adequately adapt to the changing needs of students as well as the wider society and economy in which they live. There has been limited incorporation of new technologies and little focus on routine use of child-centered teaching and learning methodologies, to engage students and enhance learning in schools²³¹. There has also been a failure to include innovations in the curriculum based on the labor market demand, make the needed legislative changes to facilitate greater diversity in the curriculum, and expand life skills-based health and family life education. With a drop-out rate of 32% of adolescents²³², the majority boys, it is evident that urgent changes are required.

To address these challenges, integrated family policy, including promoting a universal, affordable care system with measures that stimulate a work-life balance (i.e. policy of paternity leave) could provide more support to girls and boys in families with working parents and contribute to their sustainable participation in the education system²³³.

Formal education in Curaçao begins at 4 years. However, recognizing the importance of quality early childhood development services as a key building block for national development, the 2015 Preschool Education Policy was developed to support and encourage early stimulation and engagement of children

²²⁹ Education for All 2015 National Review - Federal Ordinance Compulsory Education was adapted in 2008 to include children 4-18 years

²³⁰ National Development Plan Curaçao 2015-2030

²³¹ UNICEF (2013). The Situation of Children and Adolescents in Curaçao: Key findings and recommendations

²³² The Central Bureau of Statistics (2015) and the UNDP apply a dropout rate between 32% and 40%

²³³ Central Bureau for Statistics (2011) Curaçao.



0-3+. There remains a need for better educating parents on positive parenting as well as ensuring access for a greater number of children to quality Early Childhood Development (ECD) services.

Whilst the compulsory education law ensures that both documented and undocumented immigrant children have access to schooling, there are concerns about the adequacy of support services for children from underprivileged backgrounds, given the school completion rate in the region of 77%. Undocumented immigrant children, for example, cannot receive a diploma when they complete secondary education. As a result, it is virtually impossible for them to go to college and remains for them to find high end jobs²³⁴. There are also limited possibilities for second chance education for youngsters who come in contact with Justice or are leaving a penitentiary institution.

Ministries (including Education and SOAW), academia and Civil Society organizations recognize the need to improve education and skills training to the expectations and specific needs of the labor market, showing a clear mismatch between what is learned by young people during the educational cycle and the demands of the labor market. There is also need for a systematic collection and use of education data.

However, the rigid framework around teacher's work hours and availability; stagnant curriculum adjustments; inability to successfully provide skills training for promising sectors such as hospitality; slow revision of subsidy frameworks and a lack of manpower to strengthen the coordination and guidance of tasks delegated to Civil Society organizations receiving subsidies from government are some of the issues hampering progress towards this goal.

3.3.1 Key challenges

Low early childhood education participation

Despite the 2003 Early Childhood Policy to support quality care for children and to assist them in acquiring basic skills and improve learning readiness on entry to kindergarten at 4 years, a significant number of children do not access childcare and pre-school facilities. In 2013 only 45% of children²³⁵ attended childcare centers or preschools, and there was no information on the quality of care being provided to the other 55%. In addition, there was a great variation in the attendance among the five districts, with the lowest participation rates in the two most densely populated districts - Rayon 1 and 2 as noted below.

Rayon 1: Brievengat to Oostpunt

Rayon 2: Souax, Sta. Maria and Vecinity

Rayon 3: St. Michiel to Mundu Nobo and Otrabanda

Rayon 4: Asiento, Punda and Steenrijk

Rayon 5: Westpunt to Tera Kora

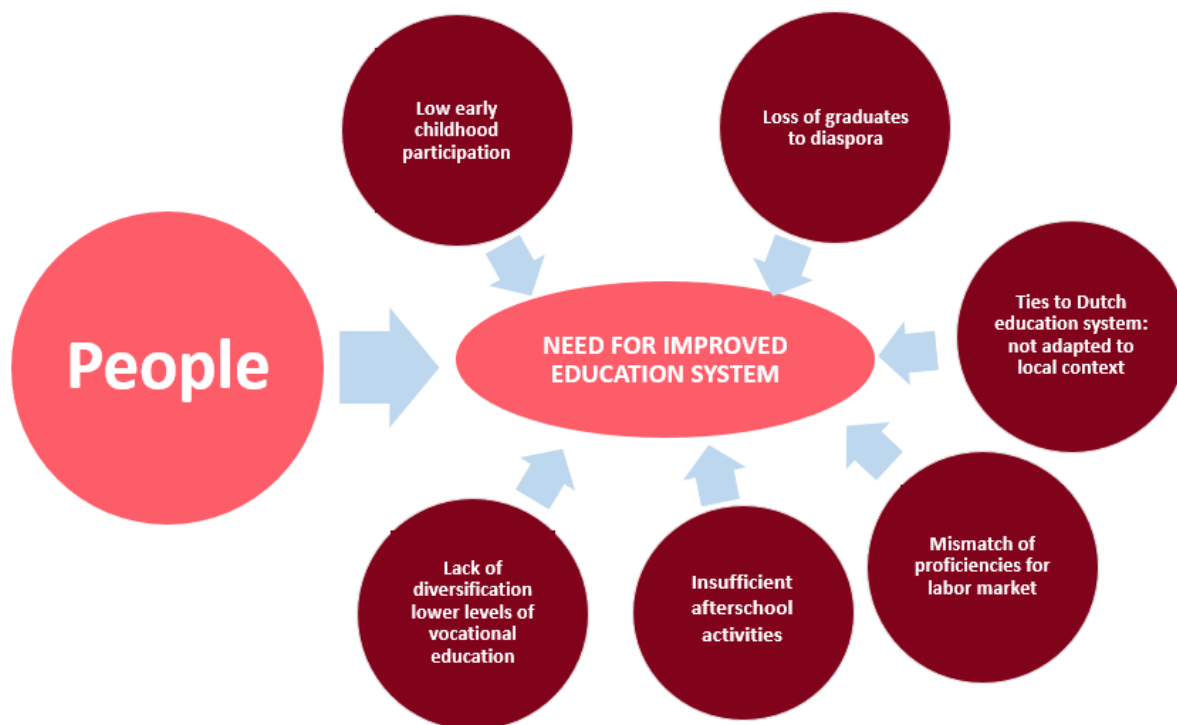
Pre-school education is mainly provided by private institutions, with some centers being subsidized by the government. Some facilities do not meet the minimum standard requirements and quality of pre-school

²³⁴ UNICEF (2013). The Situation of Children and Adolescents in Curaçao: Key findings and recommendations.

²³⁵ Curaçao Education for All 2015 National review

centers varies significantly in relation to the learning environment, curriculum and availability of trained teachers, which is closely aligned with the costs of the centers. This often results in children from poorer households, particularly single parent families, being the users of poor quality services²³⁶. There is also limited flexibility in the opening hours for services, which places additional stress on parents working shifts.

FIGURE 13: KEY CHALLENGES RELATED TO EDUCATION IN CURAÇAO



Loss of graduates to diaspora

Like many Small Island Developing States, Curaçao experiences difficulties in retaining its most educated young people. Studying in other countries is often a preferred option for those who have the financial means to do so. The Curaçao and the Dutch government funds studies in Curaçao or the Netherlands. Whilst in 2013 the University of Curaçao produced 224 graduates, annually about 300 students leave to study in the Netherlands or other countries. The “brain drain” phenomenon was one of concern, frequently mentioned in workshops the fact that many several students who had receive scholarships failed to return. The National Development Plan also noted that many students leave to study abroad and far fewer return²³⁷. It may be necessary to study this in more detail to analyse the extent and impact of this. This may be associated with the difficulty of securing appropriate and decent work on the island and

²³⁶ Curaçao Education for All 2015 National Review

²³⁷ National Development Plan Curaçao 2015-2030



the likely impacts would include the reduced likelihood of students repaying funds received to support their education and lack of contribution to the overall development of the national economy.

Insufficient adequate after-school activities

The primary school day runs 7:30 -12:30 and despite this early finish there is a limited availability of after-school activities. This is particularly disadvantageous for children from low-income families who often return to empty homes and remain without adult supervision for several hours. According to the 2013 UNICEF Situation Analysis the Ministry of Education has been exploring various options to address this challenge. Ideas floated included consideration of '*education after regular hours*', to explore mandatory participation in culture or sporting activities as well as perhaps extending the school day until five in the afternoon. Whilst there may be merit to these ideas they also come with significant cost and would also necessitate changes to regulations.²³⁸ To date however there have been no changes implemented in this regard.

Mismatch of proficiencies for labor market

An area of major concern is the persistent difficulties in matching job opportunities with qualified candidates. Many employers are unable to find skilled candidates for their openings, while youth unemployment stands at 37%. The education system is generally considered to not be responsive to the demand on the labor market. The Ministry of Economic Development and Social Affairs, Labor and Wellbeing are conducting research to initiate Manpower planning. The findings so far indicate that there are few practice-oriented programs, outdated teaching offerings like outdated technical instruction for construction work, poor internship guidance and graduates receiving diploma without the necessary skills. In addition, girls are relatively frequently channeled into more traditional options and exposed to stereotypical opinions on their vocational education, with related consequences with respect to their choice of profession. Women on the island are mainly occupied in services and sales work, clerical support and elementary activities.²³⁹

At the same time, even when viable options are available, many students seem to select more "office-type" jobs like bookkeeping and accounting. Jobs are increasingly being based in services. Strengthening the Education system does not merely entail matching abilities to the labor market. A greater emphasis on the "soft skills" like communication, critical thinking, problem solving, team work is needed.

Lack of diversification at lower levels of vocational education

The current system, in which higher performing students at the end of the 8-year Foundation Based Education are channeled into the academic streams at secondary school, is proving to be a challenge for

²³⁸ UNICEF (2013). The Situation of Children and Adolescents in Curaçao.

²³⁹ According to ISCO, elementary occupations consist of simple and routine tasks which mainly require the use of hand-held tools and often some physical effort. Tasks performed by workers in elementary occupations usually include: selling goods in streets and public places, or from door to door; providing various street services; cleaning, washing, pressing; taking care of apartment houses, hotels, offices and other buildings; washing windows and other glass surfaces of buildings; delivering messages or goods; carrying luggage; ([for more info](#))



students and educators alike. The range of options within curricula for vocational students is limited, and what is offered is often not in concert with the job market requirements. Consequently, there is a high level of drop outs at secondary level: 23% of adolescents (the majority being boys) are not in school or training despite the 2005 National Ordinance on Mandatory Social Training.²⁴⁰

Once students enter one stream, it is difficult to make the transition to another stream. As the same time, there is a need for a greater range of options in the school curriculum for vocation in concert with the range of options in the job market. Therefore, to ensure that maximum opportunities are available for all, there is a need to reform the examination process that determines the eligibility for VSBO, higher general secondary education (HAVO) and pre-university education (VWO) to allow for greater coherence and transfer within and between the various streams.

Ties to Dutch education system: not adapted to local context

Despite the introduction of Papiamentu into schools, it is generally felt that the current educational model results in a very poor identification of young people with the education offered and the connection to local society. Traditionally the language of instruction schools is Dutch, some primary and secondary schools are allowed to teach in Papiamentu or a combination of both languages. Most primary schools teach in Papiamentu in the first two years, and switch to Dutch afterwards. There is a high demand (with a long waiting list) for the four primary schools that only use Dutch as the language of instruction. One challenge with Papiamentu is the highly limited availability of school supplies in this language. In addition, students have the option of taking exams in Papiamentu or Dutch, and because of the structure of the tests most students opt for Dutch²⁴¹.

Beyond language, the curriculum does not sufficiently emphasize local culture, history, citizenship, sports and the environment. Life skills-based health and family life education (including areas like eating and fitness, sexuality and sexual and reproductive health²⁴², managing the environment), physical education and sports are not part of the core curriculum. Generally outmoded and rigid teaching approaches persist. Students have little opportunity to engage in activities that foster student leadership and empowerment.

3.3.2 Positive drivers and priority interventions

Educational Reform

Educational reform is a term given to efforts to change public education to make it more accessible and relevant. Modern education reforms are increasingly driven by a growing understanding of what works in education, and what actions are needed to successfully improve teaching and learning in schools. This area will explore processes and actions towards more comprehensive long-term changes in the education

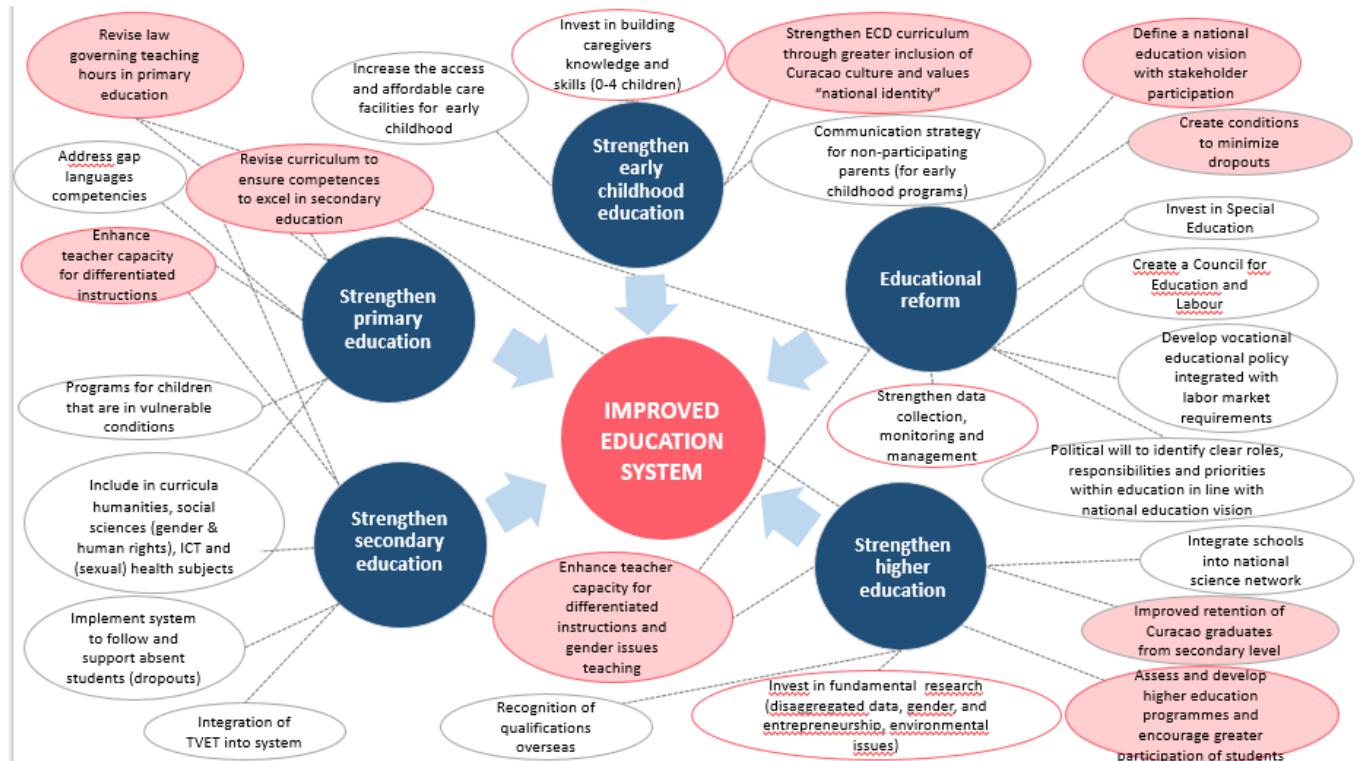
²⁴⁰ UNICEF The Situation of Children and Adolescents in Curaçao.

²⁴¹ UNICEF (2013). The Situation of Children and Adolescents in Curaçao: Key findings and recommendations.

²⁴² The percentage of teenage pregnancies has remained stable in recent years although in 2013 reached 9%, adolescents are getting pregnant at younger ages and the number having more than one child before age 18 has increased. (Source: NGO Shadow Report of Curaçao (2015) for use by the CEDAW Committee at Geneva, Switzerland)

systems, as an overall driver for improving the educational system, whilst the more short-term efforts to tweak the existing system to achieve improved efficiencies will be addressed under the various education levels.

FIGURE 14: POSITIVE DRIVERS AND INTERVENTIONS NEEDED TO ACHIEVE AN IMPROVED EDUCATION SYSTEM



- Interventions with GREY outline indicate the intervention was included in National Development Plan
- Interventions with PINK outline indicate the intervention was added during the MAPS mission
- Interventions with PINK fill are PRIORITIZED

Key actions within the driver of educational reform include:

- As a priority, there is a need to **define a national education vision with wide stakeholder participation** (government, private sector, academia, NGO and civil society overall), in order to address the needs and interests of the entire population, including children, immigrants, disabled people, men and women who live in most vulnerable conditions and single parents.
- **Conduct a study with disaggregated data by sex, age and ethnicity to identify the key reasons for the high level of student drop-outs** at the secondary level and put systems in place - in the short and long term - to minimize student drop-outs
- **Development of a vocational educational policy** which would allow for greater integration of the vocational program with labor market requirements. This would entail the better outfitting of schools and/or closer collaboration with the private sector to offer a wider range of training programs.
- Full roll-out of the 2015 **Special Education** Policy, to mainstream it within Curaçao’s national planning framework to the extent possible and expand the offerings of special services as required.



- **Strengthening of disaggregated data collection** (by sex, age, ethnicity), developing a monitoring, evaluation and management system to allow for better and more integrated use of data for programming, policy development to improve student engagement and learning outcomes.

Other actions for educational reform include:

- Improve infrastructure (school, buildings)
- Develop relevant policies (for scholarships etc.)
- Improvement of the educational care structure for types of education such as early childhood, secondary, primary etc.
- Increase collaboration with all relevant stakeholders, schools and parents

BOX 4: RIGHTS-BASED EDUCATION ON THE CARIBBEAN

The UNICEF Eastern Caribbean Area Office has been supporting child-centred, rights-based programming eight small island developing states and four British Overseas Territories. While All these governments have invested in ensuring universal primary and secondary school access, inadequate attention has been paid to the quality of that learning experience and the impact of school policies on children’s learning as well as their emotional and behavioural outcomes. Of concern was the limited student engagement and persistence in use of corporal punishment as most of these countries still permit the use of corporal punishment. Boys are disproportionately affected, which contributes to their high drop-out rate – twice that of girls at the secondary level.

To change education policies and practices to ensure a safe and protective school environment required the empowerment of stakeholders at all levels of the education system. As a critical first step, this included the modelling of more proactive and positive disciplinary approaches to demonstrate their effectiveness. Also essential was an emphasis on enhanced parental engagement and student participation, as well as greater student-centred teaching and learning approaches. In partnership with the University of the West Indies School of Education UNICEF has fostered a focus on rights-based education and positive behaviour management in teacher preparation programmes – a critical step to ensure a continuous supply of properly trained teachers. After 4-8 years, 58% of primary and 39% of secondary schools in the ten participating countries have implemented school-wide “Positive Behaviour Management” strategies. In addition, 35% of primary and 56% of secondary schools have functioning councils that facilitate dialogue among students as well as between students and school staff.

Source: UNICEF Report on Regular Resources 2016 Results for Every Child

Strengthen Early Childhood Education

Early childhood development (ECD) is key to a full and productive life, and failure to adequately invest in ECD can inhibit optimal development and performance throughout children’s lives. Indeed, ECD interventions can have lasting effects on intellectual capacity, personality and social behavior. Neuroscience also confirms good nutrition, stimulation from talk, play and responsive attention from caregivers are critical in the brain development of young babies. Children from the most disadvantaged backgrounds should be prioritized, since they most likely to be exposed to extreme stress – chaotic schedules, neglect, abuse²⁴³. In addition, policies that support single working parents to allow for work-life balance are very fragmented and do not take into account the care needs of the children and their parents, leaving women, mainly, as the ones responsible for taking care of children.

²⁴³ Stuurgroep Kinderrechten. Adviesrapport Naleving Internationaal Verdrag Rechten van het Kind 2018.



Strong early childhood development programming should therefore prioritize focusing on:

Increasing access to affordable, quality childcare facilities - particularly for low-income families and single working parents utilizing subsidies as relevant. Community child-care facilities would need to meet the minimum quality standards to be licensed to operate. Improve registration of all early childhood childcare centers.

- Investing in **building the knowledge and skills of parents and caregivers/teachers** for the positive, holistic and multi-faceted development of children 0-4 years.
- Promoting and supporting **greater inclusion of Curaçao's culture and gender sensitive values into the ECD curriculum**. This would assist in instilling local values and contribution to strengthening national identity.
- Facilitating public awareness and education on the importance of **quality early childhood experiences**, coupled with a system working collaboratively with the health sector to track children and support home visits and/or enrollment in community care services. Improve inspection for preschool education.

BOX 5: BEST PRACTICE IN THE AREA OF EARLY STIMULATION 0-3 years

The Roving Caregivers Programme (RCP) is a Caribbean home-visiting program targeted at vulnerable families with children in the age group from birth to three years old. It aims to change parenting practices in order to enhance healthy child development. RCP has been implemented in Jamaica since 1993 and has been adopted by several other Caribbean countries, including Grenada, Belize, St. Kitts and Nevis, St. Vincent and the Grenadines and St. Lucia. The objective of RCP is to fill the gap caused by a lack of access to other ECD whether due to the absence of ECD services in the community, or because daycare services are too expensive. Twice weekly for 2-3 years, an RCP facilitator visits the home of the child and engages with the child and parent/caregiver for 45 minutes. The Facilitator uses age-appropriate stimulating activities, such as singing songs or playing with blocks, shapes and colors. The caregiver is expected to join in the activities such that she or he is able to continue the interaction in the absence of the facilitator. The parent is taught to make home-made toys and topics such as positive discipline are also covered.

Positive results have been reported from the various countries as being effective in improving school readiness. Belize also reported closer parent-child bonds, toys available for children and parents engaging children in a number of stimulating activities.

Source: Caribbean Early Childhood Development Good Practice Guide, CDB; UNICEF 2018

Strengthen Primary Education

Foundation-based Education for children 4-12 years has been in place since 2008. This was envisaged to support the use of modern teaching methods, with regular monitoring of quality as a means of abolishing "inequity of opportunity between students with special attention to students coming from under privileged families".²⁴⁴ There have been some challenges with the optimal implementation of this initiative, which need to be addressed.

²⁴⁴ Education for All 2015 National Review.



Currently, the curriculum is heavily focused on the academics with limited room for areas like physical education, music and drama, qualitative health and sexual and reproductive education and family life education. The early dismissal of school means that students not only have a limited number of contact hours in school for academics, but also limited opportunities for additional academic support if it is required as well as limited opportunities for engagement in extra-curricular activities.

Two priority areas have been identified as follows:

- **Build the capacity of teachers** to support improved psycho-social environments with a greater focus on student-centered teaching and learning, enhanced student and parental engagement and the use of pro-active, positive disciplinary strategies.
 - This requires attention to gendered teaching, differentiated instruction, teaching life skills and providing opportunities for student leadership at the classroom and school level (e.g. the establishment of student councils). When students feel that teachers have their best interest at heart, behavior and learning outcomes improve.
- **Restructuring the curriculum** to ensure students master key competencies for the secondary education.
 - Include culture, arts, humanities, social sciences (gender and human rights), ICT and health, including sexual and reproductive subjects in curricula.
 - Put programs in place to address the **gap in language competencies**.
 - Develop special programs to **address the needs of children from under-privileged and vulnerable households, and children that need special attention**.

Strengthen Secondary Education

Senior general secondary education (HAVO) and pre-university education (VWO) start with a two-year period, with a basic secondary curriculum followed by one-year in preparation for a specialist subject cluster stage. The VSBO (the vocational stream) also starts with a two-year period, with a basic secondary curriculum followed by a transition to vocational education (SBO) or HAVO (as a option). Efforts will focus on addressing the current key challenges of limited range of options for vocational students, the restricted depth of the training to reach certified TVET standards and the exit of students before completing their education.

To allow the education system to address the needs of adolescent students, key focus areas will include:

- At the primary level a key focus would be on **building the capacity of teachers** to support improved psycho-social environments with a greater focus on student-centered teaching and learning, enhanced student and parental engagement and use pro-active, positive disciplinary strategies. This would allow for more resilient students at secondary education level. See recommendation at primary education.
- Integration of **competency-based TVET** into the VSBO and SBO programs so that students are required to reach proficiency levels for international certification and easier transition into Technical Colleges.



- Improve **disaggregated data systems** (by sex, age, and ethnicity) to follow-up on absent students and support them to complete their education and to improve services and policies
- Revise education standards and processes for graduation (refers to exams).

Strengthen Higher Education

There is a need for a greater collaboration between the Higher Education providers and prospective employers to ensure coherence to better attract students and retain qualified young professionals.

- Identify and implement strategies to attract and improve **enrollment of qualified secondary schools' graduates**.
- **Awareness campaign and collaboration with relevant institutions local and abroad to attract students to local institutions.**
- Encourage **greater uptake** for female and male students in new program areas offered by local universities.
- Invest in **fundamental research** (using gender disaggregated data) in areas like entrepreneurship, environment, agriculture, ICT etc. Moreover, provide incentives for developing theses in the areas where further development and innovation is desired, i.e. renewable energy, recycling and waste management, SME, etc.).
- Institutionalize internship programs and guidance for students within the private sector in different areas so as to help to retain students in the national labor market.
- Establish MOU's with different universities in the Region and the Americas to further knowledge-sharing and collaboration to the benefit of local students.

3.3.3 Bottleneck Analysis

In the case of the improved education system, one of the *bottlenecks* mentioned at different levels of education was the **lack of teachers with good up-to-date pedagogical skills**. This was mentioned at primary and secondary levels, but with particular concern regarding high level of students failing to successfully complete secondary school, especially boys. Other *bottlenecks* related to the high drop out at secondary level were the **lack of a system for tracking and following-up** on chronically absent students as well as **lack of services to support students** to overcome the myriad barriers to maintain school attendance and effective learning. *Bottleneck solutions* included training of all teachers to acquire better pedagogical skills and gendered-teaching skills as well as engage School Attendance Officers who work with students and their families for more consistent school attendance. Also employ more-child-centered pedagogies teaching methodologies and provide student leadership development opportunities. Integral to this would be ensuring relevant curriculum options for the range of student abilities and capacities.

The **outdated mindset** on education evidenced by the persistent traditional perspectives on the role and purpose of education and the **reluctance to embrace new curriculum options** in line with job market, were identified as key *bottlenecks*. This, coupled with the overly prescriptive nature of the law on primary education and the **lack of political support and resistance from the Unions** for the needed adjustments to this law, were identified as major *bottlenecks*. *Bottleneck solutions* proposed included documentation of current weaknesses in educational approaches and outcomes as a key input into a national dialogue on



education to determine a common vision on education and identifying key curriculum adjustments and courses of action. Other critical solutions included a dialogue with Unions to address potential changes in teachers working conditions, securing support for and special funding to cover needed legislative adjustments and strengthening teacher training.

3.4 Poverty reduction

Poverty and inequality are expressions of social and economic exclusion and discrimination among citizens. It is necessary to offer the minimum subsistence services (food, clean water, security, healthy environment, shelter), as well as access to basic social services and skills, so that people can choose life options consciously and freely. This entails going beyond providing a decent income; this is a key condition, but not the only one to achieve well-being. It is important to look at poverty from multiple dimensions (i.e. from a lack of employment to access to care services, productive and financial assets, and social protection etc.) to consider which factors affect the wellbeing of Curaçao inhabitants and put them at risk of falling into poverty. In addition, many forms of exclusion transcend income and are associated with unequal treatment, discrimination, violence or stigmatization based on ethnicity, race, skin color, identity and sexual orientation, gender, physical or mental disability, religion, migrant status or nationality. Closing material gaps is not enough to eradicate these forms of exclusion.

According to the Central Bureau of Statistics the number of households living below the poverty line has decreased since 1992.²⁴⁵ In 2014, 25.1% of households were living below the poverty line. However, single households, widows and individuals that possess no more than a primary school qualification are most vulnerable to falling below the poverty line if no targeted interventions are undertaken. Households led by a woman are twice as likely to be poor than when a man is at the head, 35% versus 17%.²⁴⁶ In particular, a household whose head is seeking employment is at risk (67.4%) of ending up in poverty. Furthermore, this report shows that in case the head of the household is not economically active, there is a greater chance (36.3%) to be below the poverty line.

The alignment of Curaçao's National Development Plan (NDP 2015- 2030) with 4 of the Sustainable Development Goals (SDG 4, 8, 7 and 14) creates a framework for working, amongst other things, on the alleviation of poverty and the creation of shared prosperity. However, the NDP doesn't register poverty alleviation as a focus area but rather as a priority area supportive of Education and Inclusive Economic Growth.²⁴⁷ It must be stressed that although citizens in Curaçao have access to social security and protection services, the support is not always adequate for those facing other dimensions of poverty such as one parent household, the elderly, those without adequate and affordable childcare services and those with a disability. Recognizing that the NDP has no specific focus on poverty reduction and doesn't elaborate on the targets under SDG 1 "*End poverty in all its forms everywhere*", the need for an intervention to eradicate poverty was underscored in 2017 with the development of the pilot "*Urgentie*

²⁴⁵ Income Distribution and Poverty in Curaçao; Census 2011; report June 2014.

²⁴⁶ Census 2011.

²⁴⁷ NDP.



Programma” (September 2017 –December 2018)²⁴⁸. The Urgency Program also speaks to goals of the 2017-2021 government program which prioritize accelerating poverty alleviation efforts. The Urgency program was developed as a pilot program; an action-oriented framework to improve the living and working situation of selected citizens and tackle multi-dimensional poverty (more than income) at the neighborhood level.

Although the Urgency Program considers the absolute poverty line, the impact of multi-dimensional poverty and longtime poverty - including poverty stress - on individuals and communities is recognized as well as its influence for breaking the poverty cycle.

The Urgency Program has no separate budget. Rather, ministries are to work together to implement initiatives within their regular budget, leaving an implementation gap of slightly more than 3 million guilders. The program’s success and further expansion into other areas is strongly dependent on the ability to mobilize additional resources from the private sector and other actors.

The Urgency Program focuses on 5 “Game Changer” areas: Education, training and development; Economy and employment; Health and Environment; Family, community and safety and; Good governance. Interventions are conducted in 4 neighborhoods in which the community took ownership of identifying their priority problems and solutions. The programme focuses on SDG 1 but is intended to contribute to the realization of other SDGs, such as SDG 3, 4, 5, 7, 8, 11 and 16. The program was established based on: desk research, mapping the status of neighborhood development, current and planned government policies, programs and projects targeting poverty; as well as insights from meetings in neighborhoods and with neighborhood organizations to prioritize actions and interventions and identify partners. As this was a recent process and outputs and findings were validated, the program can serve to further guide the identification of key positive drivers.

3.4.1 Key challenges

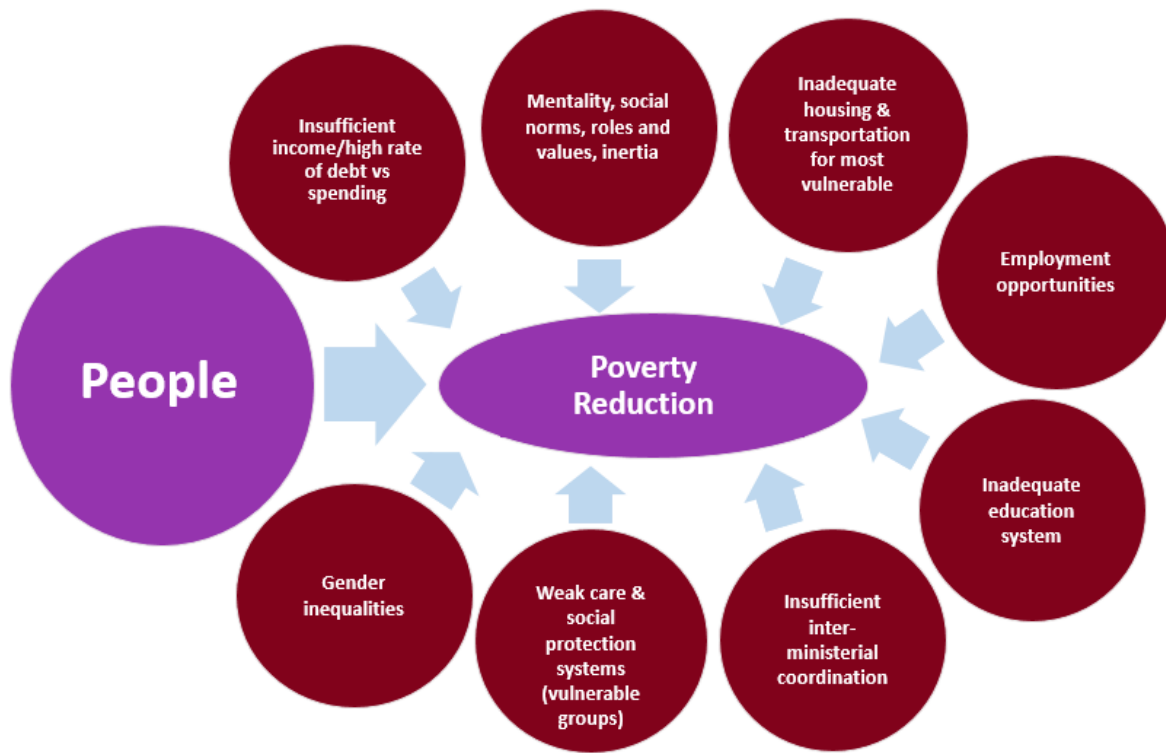
Insufficient income/high rate of debt vs spending

Curaçao has one of the highest standards of living in the Caribbean and is categorized by the World Bank as a high-income country. Its free market economy is somewhat diversified, with oil refining, tourism, financial services and ICT (information and communications technology) predominating. However, poverty and inequality on the island have increased. There are many low-skilled jobs in named sectors not allowing for sufficient income generation to rise above poverty. In 2011, 20 percent of households with the lowest income received only 5 percent of the total income of all households. By contrast, 20 percent of households with the highest income receive 48 percent of the total income in Curaçao. Hence, the group of wealthy households receive 9.5 times more income than the group of poor households²⁴⁹. The poor income distribution is mainly caused by a drop in hourly wage inequality for workers with different skills levels, as well as by greater and better redistribution of public social spending.

²⁴⁸ Urgentie programma Curaçao 2017.

²⁴⁹ CBS Report: The first results on income distribution and poverty, based on the Census 2011.

FIGURE 15: KEY CHALLENGES RELATED TO POVERTY IN CURAÇAO



Mentality, social norms, roles and values, inertia

The first social cohesion survey conducted in 2015²⁵⁰ indicated that citizens have a low degree of confidence in each other and in institutions. On the other hand, the survey revealed that citizens are open to migrants (especially those who speak Papiamentu) within society, as well as being highly positive about their neighborhood and proud of Curaçao. However, according to a study on regional migration and integration in Curaçao, there is a need to raise awareness regarding the contribution of migrants to Curaçao's development. These findings are important, because 42% of Curaçao's population has a migrant background and strong pillars are needed to guide the building of a national identity.

Bottlenecks to rise out of poverty named during the MAPS sessions relate among other things to the dislike to work in the hospitality sector, traditional gender roles and macho behavior of boys and men, shame and stigma to access social benefits or support, and behaviors and attitude towards health.

The Global School Health survey revealed that certain behaviors affecting health are associated with education levels; the health profile of students consistently improves with increasing education levels²⁵¹. Risky behaviors, such as skipping school, smoking, using alcohol and marijuana, weapon carrying, involvement in fights and unsafe traffic behavior, were most common among students in the lowest

²⁵⁰ 2015 Social Cohesion Survey Results Central Bureau of Statistics – 2015.

²⁵¹ The Curaçao Global School-based Student Health Survey Study - 2015 .



educational level. The student's home and social environment play a role in this. Students with lower education levels more frequently lived in a one-parent household, could not rely on any adults when they had personal problems and had parents or guardians that did not respect their privacy and that did not provide for their necessities. These students were also more likely to report they were bullied, experienced forced sexual intercourse, did not have any close friends and were hungry due to a lack of food at home.

Gender Inequalities

In Curaçao, gender inequalities are still affecting men and women, boy and girls, and people with different sexual orientation and identity. Exclusion and discrimination limit the opportunities for creating equal conditions, including access to decent work, as well as obstructing the wellbeing of society and economic growth. Persistent stereotypical views about the roles of women and men in society, labour market and in households, are visibly present on the island. Moreover, there is a wide misconception about gender equality. The high political participation of women in politics in Curaçao is used by different sectors of the society as an assumption that all gender inequalities on the island have been solved and that there is therefore no need for further actions.²⁵² Due to barriers hampering inter-ministerial coordination, little attention is paid to issues at the intersection of gender equality and poverty.

Moreover, there is a lack of national institutionalization on gender issues reflected in the absence of a national institute for gender issues²⁵³, the lack of a national gender policy, the low inclusion of gender in the other sectorial policies and the absence of gender as a topic reflected in the NDP. This makes gender inequalities invisible and causes a deceleration of the achievement of the SDGs; not just related to SDG 5, but also to the national thematic priorities such as inclusive economic growth, education and employment. A lack of effective policies in the different sectors addressing work-life balance (i.e flexible work, paternity leave), early childcare services, qualitative and quantitative sexual and health reproductive education, on curricula that are gender sensitive, human rights and vocational curricula, on prevention of violence against women and children, could be contributing to poverty among specific groups and households living in vulnerable conditions.

In addition, a lack of gender specialists to draft, adjust and/or evaluate policies, programs, projects and budgets through a gender lens negatively impacts development opportunities of individuals and households²⁵⁴. Attitudes and behavior related to adolescent pregnancies show that rates have not significantly dropped over the last two decades. Although the adolescent fertility rate of 32 is far below the Caribbean average (62) it is still 50% higher than in Aruba and seven times higher than in the

²⁵² This affirmation is part of the results of multi-actors workshops and multiple interviews with representatives of government and the NGO Shadow Report of Curaçao (2015) for use by the CEDAW Committee at Geneva, Switzerland.

²⁵³ With the constitutional reform in 2010, the Bureau for Women's Affairs was closed down, and placed under the Ministry of Social Development, Labor and Welfare and women's affairs and gender were incorporated into the Family and Youth Sector.

²⁵⁴ This affirmation is part of the conclusions of the Workshop developed on the Poverty Reduction Pillar during the MAPS mission, June 2018.



Netherlands.²⁵⁵ Teenage mothers are more likely to drop out of school, three-quarters does not have a school diploma and school attainment is relatively low, making them more likely to suffer from poverty and accompanied social, emotional and health problems²⁵⁶.

BOX 6: PROMOTING A GENDER EQUALITY SEAL FOR THE PUBLIC SECTOR

The United Nations Development Program (UNDP) together with governments of the region has proposed to promote a Gender Equality Seal for the Public Sector to support and recognize the efforts made by public institutions towards the achievement of substantive equality between men and women.

In this context, the Gender Equality Seal for the Public Sector is a solid and practical mechanism that establishes clear indicators performance standards in key dimensions to guarantee the incorporation of the gender perspective in the State. The standards and indicators of each of the dimension correspond to an acceptable minimum level of quality standards related to gender equality and defined from the international and national commitments that countries have acquired in this area. The results of the analysis help to design concrete plans for public administration reform to carry out gender-sensitive policies for the achievement of the 2030 Agenda for Sustainable Development.

The proposed dimensions are:

1. **Planning for gender equality:** Design and formulation of public policies, resources, disaggregated information systems and links with the 2030 Agenda. And contribution of public policies to achieve gender equality.
2. **Architecture and institutionalization of gender equality:** organizational structures and horizontal and vertical coordination mechanisms, external communications and knowledge management.
3. **Capacities for gender equality:** Leadership, parity, expertise in gender and learning processes, human resources management.
4. **Work environments for gender equality:** Internal communication policies, co-responsibility policies and work and life balance, policies for the prevention of sexual harassment and gender-based violence.
5. **Participation, partnerships and accountability:** Citizen participation in the policy cycle and participation in accountability mechanisms.

More information: www.americaingenera.org

Inadequate housing & transportation for most vulnerable

Most households in the lowest quintile live in socially disadvantaged neighborhoods sometimes in unlawfully occupied lands, with poor living conditions; poor housing and infrastructure, including inadequate water supply, waste management and roads; a lack of job opportunities; as well as public health and safety issues. Shame and fear of stigma and discrimination prevent some in need to disclose their housing situation and access social housing and/or subsidies²⁵⁷. Lack of reliable public transportation, insufficient street lightning and other safety issues (such as insufficient patrols in neighborhoods) were reported to have a significant negative impact on the participation and attendance of training and

²⁵⁵ <https://data.worldbank.org/indicator/SP.ADO.TFRT>, The fertility rate among adolescents in Latin America and the Caribbean is one of the highest in the world, surpassed only by the countries of sub-Saharan Africa. In general, the Latin American and Caribbean countries have a maternity rate in adolescents that is above 12%, a figure that tends to be more expressive in the group of adolescents with lower income and lower educational level (ECLAC,2018)

²⁵⁶ Factsheet Tienermoeders – Volksgezondheid Instituut Curaçao -Maart 2015.

²⁵⁷ MAPS workshop.



educational opportunities and highlighted as one of the challenges of youth to feel safe in their neighborhoods.

Limited employment opportunities

Similar to most Caribbean countries, the University of Curaçao (the only full fledge university recognized by law in Curaçao) registers 3 times more female graduates than male graduates at its faculties, exception is the faculty of technical Sciences in the period 2010-2013²⁵⁸. Data from the CBS further shows the youth unemployment rate in 2017 to be 2 times higher than the national unemployment rate (32,8 and 14,1 respectively). The male unemployment rate is at its highest since 2014, with an increase from 11.3 percent in 2014 to 12.9 percent in 2017. The female unemployment rate increased with an even higher rate, from 14.6 percent in 2016 to 15.2 percent in 2017²⁵⁹.

The closing of hotels and downsizing of major companies resulted in substantial changes in the labor market. Youth between 15-24 are the most susceptible to labor market fluctuations. Unemployment decreases the family's income, hampers development opportunities and increases the burden on welfare benefits and support²⁶⁰. Many first-generation migrants perform low skilled jobs for which local workers are not easily found, including hospitality sector jobs. However, only 2% of welfare recipients are first generation migrant.

Need to improve education system

The lack of progress in improving the education system is worrisome, seeing that education is a means to drive development, stimulate economic growth, raise awareness of own responsibility towards their natural capital, allow citizens to take ownership of their lives and lift families out of poverty²⁶¹. The mismatch between education and labour market results in lower employment possibilities and ultimately higher unemployment.

Only two thirds of employees only have basic and secondary education. Citizens who are lower educated are overrepresented when it comes to unemployment and having low paying jobs. These citizens, including their families, often reside under the poverty line. Additionally, these employees often do not receive benefits such as paid leave, vacation days, overtime and/or pensions, creating additional stress. In some neighborhoods, around three quarters of the economically active population is out of work.

Adolescent pregnancy and single motherhood

Figures from 2011 show that sex education remains a challenge in Curaçao. Due to a lack of sex education, 42% of women use contraceptives incorrectly. As a result, one in three pregnancies end in abortion and one out of nine girls become a mother before their 20th birthday. In addition, approximately 35% of HIV/AIDS cases are undocumented. Through the National Action Program for Youth Development, the government aims to develop policies to reduce these figures, using the SDGs as a base.²⁶²

²⁵⁸ Education for all 2015 National Review.

²⁵⁹ IMF, 2016; Central Bureau of Statistics of Curaçao, 2018. [Labour force of Curaçao by sex, 2014-2017](#); Central Bureau of Statistics of Curaçao, 2018. [Labour force of Curaçao total, 2014-2017](#).

²⁶⁰ Supply side of labor market Curaçao – CBS – 2017.

²⁶¹ Curaçao education for all review – 2015.

²⁶²



In the predominantly Roman Catholic community the number of registered abortions among girls 14-19 is strikingly high. Between 40% - 54% of adolescent pregnancies end in an abortion. The link between poverty and teenage pregnancy is very strong, with specific repercussions in areas such as educational attainment, job training and integration, sexual and reproductive health, subsequent pregnancies, expectations and life plans, conformation of the family unit and stability of the unions and responsibility of the couple or biological father of the first child.

From each of the 4 pilot neighborhoods, 20 selected single mothers (including adolescent mothers) receive special training ranging from home economics and budgeting to personal planning. They also learn how to find a job or start their own business with the objective of becoming self-sufficient. Moreover, opportunities for adolescents are offered under the Social Formation Obligations, which targets all young people aged 16 - 24 years and older who do not attend school or work. Although young mothers are not the explicit target group, the fact that childcare is provided allows participation in a variety of practical learning work paths. Many teenage mothers participate in the program.

Incomplete care systems

Recognizing and tackling the prevalence of unpaid work among women is essential both for reducing poverty (Goal 1) and for promoting inclusive and sustainable economic growth (Goal 8). In most developing countries, women spend at least twice as much time as men performing unpaid work. This deprives women and girls of time needed for earning income, getting an education, acquiring new skills and participating in public life.

While early childhood care systems have improved in recent years, there is room for improvement. A needs assessment carried out in 2006 showed that there were 9055 children in the age of 0- 4 years, of which 3517 were attending a center for early childhood education. This means that there were more than 5000 children that are not attending any early childhood facility. Of those that were visiting a center, 1500 (43%) come from a socially weak environment from whose parents have an income of between Naf.1000 and Naf. 2500.

Other vulnerable groups

The CBS projections stress the proportionately large contribution of migration to population growth. Seeing as migrants contribute to closing the workforce gap for primarily low skilled jobs, the projection of future migration scenarios requires attention. Undocumented migrants put additional stress on the already weakened labor market and social services such as health care and education. There is a fear that the constant flow of small numbers of undocumented migrants will eventually have a disruptive effect on poverty reduction initiatives and current social stability²⁶³.

Approximately half of the people that are arrested (people that have come in conflict with the law) in Curaçao have previously been in contact with the Ministry of Justice for a crime²⁶⁴. Figures presented in the strategic plan of the Ministry of Justice fail to provide insight into whether the detainee was convicted

²⁶³ Risicoprofiel Curaçao 2017-2022. Ministry of Home Affairs -2017

²⁶⁴ Strategisch Beleidsplan Ministerie van Justitie 2016-2020.



or released or reveal information about the composition of the recidivists group. However, a global profile has been recorded based on experiences shared by the probation service. Drug addiction, low education level, financial condition (poverty and debt) and the social environment (neighborhood and friends) are aspects where recidivists show similarities. Family members in conflict with the law often cover two and even three generations. Without appropriate interventions, the cycle will continue; next generations will remain vulnerable to coming in contact to crime if their basic needs are not being met.

Insufficient inter-ministerial coordination

Close to a decade of political instability effecting all government administrative levels and the high rotation within top ministerial positions has hampered efforts for governance and cooperation. For the coordination, implementation and monitoring of most programs, including the Urgency Program and the National Youth Action program, the government needs to build on existing structures and ministries need to work effectively together. However, major challenges around the execution of development plans in Curaçao were registered²⁶⁵ and highlighted during the MAPS mission. Some of the challenges negatively influencing inter-ministerial coordination include: insufficient Human Resources; limitations and barriers to establish joint budgets and a lack of coordination capacity. Weak supportive legal frameworks hinder the efficient and effective implementation of provisions and interventions as necessary adaptations are not yet executed and there are inconsistencies with legal products changed after 10-10-10²⁶⁶. In the case of poverty alleviation, no system is in place for systematically measuring, monitoring and reporting on the causes and effects of poverty and inequality.

3.4.2 Positive drivers and priority interventions

This accelerator and its interventions are constructed based on the approach in the Urgency Program and the discussions in the mission workshops and consultations. It is important to acknowledge the multiple thematic areas covered by the Urgency Program, from education, to employment, to health and family as well as good governance. The following drivers and interventions are proposed:

Improved care systems

- ***Strengthening personal, family and neighborhood resilience.*** During the MAPS mission workshops, it became clear that there is a need to develop and deliver programs at various levels; from providing guidance and training of life-skills to vulnerable poor groups to strengthening the social skills of different groups such as community workers, service providers, parents, teachers and students. Additionally, it is necessary to develop and deliver comprehensive, culturally appropriate and gender-neutral programs in and out of schools, neighborhoods and other social environments. Moreover, interventions are needed to change mentalities and norms that are hampering individual development and weakening family structures. These interventions should be focused on improving the resilience of poor and/or vulnerable groups. In addition, social networks within neighborhoods need to be strengthened. The precondition for successful implementation of these programs is highlighted as being: “neighborhood development through

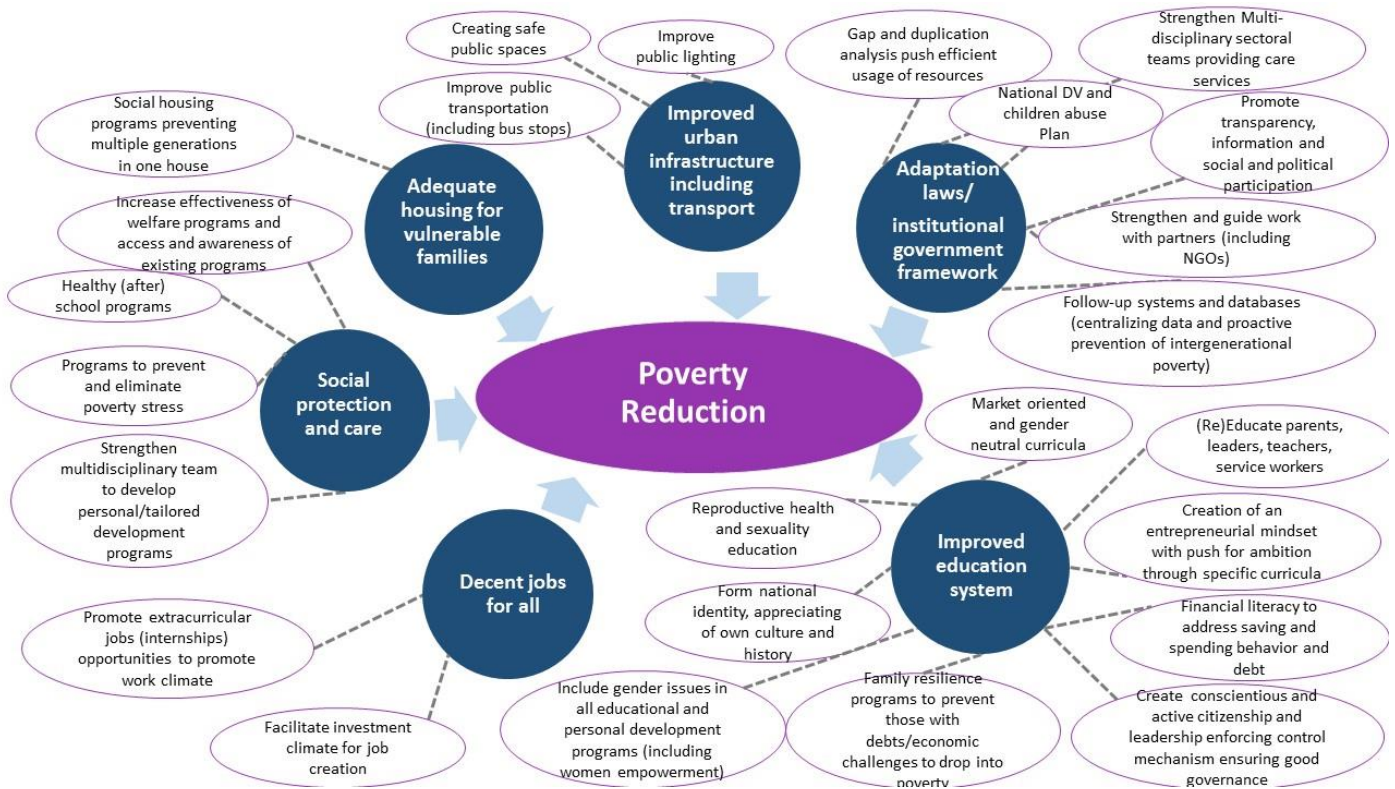
²⁶⁵ Towards a National Development Plan Process in Curaçao – UNDP 2013.

²⁶⁶ National integrity system assessment 2013.

the residents themselves. They initiate, facilitate and take ownership of the interventions. Establishment of an economically, culturally and socially viable neighborhood is done from within the neighborhood, through the establishment of social relations, mobilizing and recognizing the capacities and assets of residents, organizations and institutions of the community”.

- **Increase availability of quality childcare.** Increasing the availability of affordable, quality childcare services that are consistent with the needs of working mothers and fathers can bring substantial economic and social benefits. These include the ability to train and educate girls and boys, create work with distinct levels of qualification, and reduce the women’s opportunity cost for leaving the labor market. Obtaining this “triple dividend” requires childcare staff to be properly trained in creating a stimulating learning environment – which includes adequate salaries and working conditions, including training opportunities.
- **Safeguard welfare system.** The greater need for elderly care, support services and protection through a universal and affordable welfare system calls for a stronger economic performance; skilled workers will be needed to maintain the current welfare system including the pension system will be challenging. Therefore, it is necessary to invest in adolescents and youth now, to harvest the benefits of the demographic dividend before the demographic transition.

FIGURE 16: POSITIVE DRIVERS AND INTERVENTIONS NEEDED TO ACHIEVE POVERTY REDUCTION



- *All interventions were formulated during the MAPS mission*



Housing & public transportation alternatives

Inability to access jobs and services due to inadequate transportation means and infrastructure enforces urban poverty and social exclusion. As part of the Urgency Program, the Ministry of Social Affairs offers support to selected individuals through a debit card on which the Ministry deposits funds to pay for public transportation to and from work. Although the efficiency and effectiveness of this system are still to be evaluated it is important that a public transportation policy is adopted which allow for direct subsidy and improved access and connection, within the current fiscal capabilities. Based on Census data, sixty-five neighborhood profiles were created to monitor poverty and its impact²⁶⁷. Regarding housing, during the consultation it was proposed to investigate potential social housing schemes which have proved to be successful in the region to put them up for dialogue and adoption if budget allows.

Expanded employment opportunities

One of the suggestions to achieve this is reviewing of legal framework and procedures in financial institution to present the case and raise awareness on potential opportunities to interested candidates. Guidance for “new” entrepreneurs and business owners to ensure proper financial accountability.

Improved education system

While the importance of improved access to quality education at primary and secondary level as well as vocational education is amply covered by the improved education system accelerator, it is important to also emphasize the importance to increase access to higher educational levels for poverty reduction. This requires specific interventions addressed for the poor, for example, institutions offering higher education - such as the University of Curaçao - have greatly increased the number of students enrolled. It would be recommended the poor are prioritized when the matricula increases. This is important, seeing as a higher educated workforce can contribute to state building and push development aspirations.

Coordinated actions and policies to prevent adolescent pregnancy and single motherhood

Prioritized evidence-based interventions most effectively to reduce adolescent pregnancies are the delivery of age appropriate comprehensive sexuality education and improved access to modern contraception methods²⁶⁸. While support and guidance during a training and / or work best protect young women against the negative (socio-economic) consequences of young motherhood.

BOX 7: SUPPORTING ADOLESCENT MOTHERS AND SCHOOL RETENTION

Partnership between the Women’s Centre of Jamaica Foundation and UNFPA has been effective in ensuring the continuing education of pregnant girls by empowering them with access to reproductive health information and services, life skills, and information technology training. Furthermore, a supportive policy environment contributed to adoption of the ‘Policy for the Reintegration of Adolescent Mothers into the Formal Education System’. Assessment of the program demonstrates reduction of repeat pregnancy, with less than 3 per cent of Women’s Centre graduates experiencing repeat unwanted pregnancies. Compared to girls who did not participate in the programme, research shows increased use of contraception after the first birth, increased educational attainment with more girls completing high school, and increased employment and income. *Good practice UNFPA Jamaica*

²⁶⁷ Government of Curaçao, United Nations Development Program. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

²⁶⁸ Jong (&) Moeder – 2010



Attention to vulnerable groups

A renovated and innovative package of national public policies should be developed to face the challenge of eradicating complex forms of exclusion associated with ethnic or racial identity; gender; skin color; sexual orientation; violence perpetrated by men against intimate partners. These policies should make use of mechanisms for questioning socially accepted standards, stereotypes and values that validate certain hierarchies and machismo behavior that are notably problematic for the underprivileged migrants, the LGBTQ collective, female sex workers which are taboo subjects for a part of the society in the Island.

Moreover, the need for a migration policy was more than once expressed during the MAPS mission consultations. There is also a need to develop integrated and updated systems with data disaggregated by sex, age, ethnicity in a variety of areas (such as education, health, income, violence, care work). This data should be disseminated in order to increase awareness of the multiple forms of inequalities and exclusion evident in Curaçao.

Inter-ministerial coordination

Breaking the siloes and adopting a multidimensional perspective to reduce poverty necessary, in particular when this is done under the SDG umbrella. The fact that poverty alleviation is directly under the Prime Minister's responsibility may positively influence the needed cooperation and facilitate the alignment of stakeholders around the implementation of the priorities.

3.4.3 Bottleneck Analysis

An important *bottleneck* for the Poverty Reduction accelerator is **the lack of enforcement, monitoring or coordination for NGOs delegated activities**. The Court of Audit has also addressed this problem in their study of the deviations from investigation to deviations from subsidy regulations²⁶⁹. According to their investigation, up to 60% of subsidies given to NGOs were not supported by an activity report, annual report or financial report. This problem derives in failure to provide quality services to reduce poverty these subsidies aim. The *bottleneck solution* suggested here goes into a more active civil society, with more transparency and accountability mechanisms available. In general, better monitoring systems databases to proactively work on the prevention of intergenerational poverty were encouraged.

Poor knowledge, poverty stigma and social awareness as well as resistance on issues related to gender, discrimination and sexual and reproductive rights have been expressed by many stakeholders as a strong bottleneck to advance in favour of adjustment of national legal and policy framework to favour transformational change in the educational and employment sector.

On the other hand, **budgetary constraints** were identified as *bottlenecks*. In this case, bottleneck solutions invited to improve information sharing and transparency how to access social housing. A **siloeed approach** of policies was also mentioned as *bottlenecks* during the stakeholder consultation, with the

²⁶⁹ Court of Audit. Subsidie. Afwijkingen op de Subsidieverordening en het subsidiebeleid over de jaren 2010 tot en met 2015. June 2018.



recommendation to strengthen multi-disciplinary teams for the development and implementation of tailored development programmes and care services.

Additionally, the lack of **manpower and technical expertise** was identified by some stakeholders as an important *bottleneck* hindering the implementation of key interventions for poverty reduction. Ensuring the availability of sufficient quality staff through: capacity building through educational and training programmes; mainstreaming of migration into development planning; improved internships and on the job learning; engagement with regional centers of excellence; increased sharing of regional expertise are *bottlenecks solutions* identified during the meetings of this mission. Strengthening the institutional architecture on these issues, in terms of capacities and resources, and developing and new package of inclusive and integrated policies have been emphasized as sustainable solutions for the reduction of the multiple dimension of poverty.

3.5 Youth empowerment

The 2030 Agenda recognizes young people to be ‘critical agents of change’. In the context of SDG implementation, stimulating youth participation and empowerment should be seen both a means and an end in itself. On the one hand, securing intergenerational equity²⁷⁰ is an important objective of the Agenda. Youth will be inhabiting a world shaped by the consequences of decisions made by generations above them. Therefore, considering the role, views and experiences of children and young people is essential for creating a long-term vision around the 2030 Agenda. At the same time, youth are key ‘SDG accelerators’; tapping into their creativity, curiosity and innovative ideas can accelerate the implementation of effective policies towards achieving the SDGs²⁷¹.

In Curaçao, young people under the age of 30 make up approximately 37 percent of the population²⁷². This population group faces many structural issues, including high unemployment rates, high educational dropout rates, a strong prevalence of adolescent pregnancy, low early childhood participation, domestic violence and participation in criminality. To address these issues specifically, and to ensure youth participation in implementing the 2030 Agenda, the accelerator ‘Youth Empowerment’ was formulated. The ‘Actieprogramma Jeugdontwikkeling 2015-2020²⁷³’ forms the basis of this accelerator. Moreover, a workshop with youth representatives was organized during the MAPS mission, to provide input for the accelerator while allowing to identify priority interventions. The ‘Actieprogramma Jeugdontwikkeling’ was introduced in 2015, with the idea of providing a complement to the National Development Plan by focusing specifically on the youth perspective. The youth-oriented plan was created through a

²⁷⁰ Thompson, J. Research Paper no. 7 2002-03. Intergenerational Equity: Issues of Principle in the Allocation of Social Resources Between this Generation and the Next. Sydney: Social Policy Group for the Parliament of Australia, 2003.

²⁷¹ UNDESA. Youth development links to sustainable development. UN.org. - <https://www.un.org/development/desa/youth/news/2017/10/youth-development-links-to-sustainable-development/> (accessed 2 July 2017).

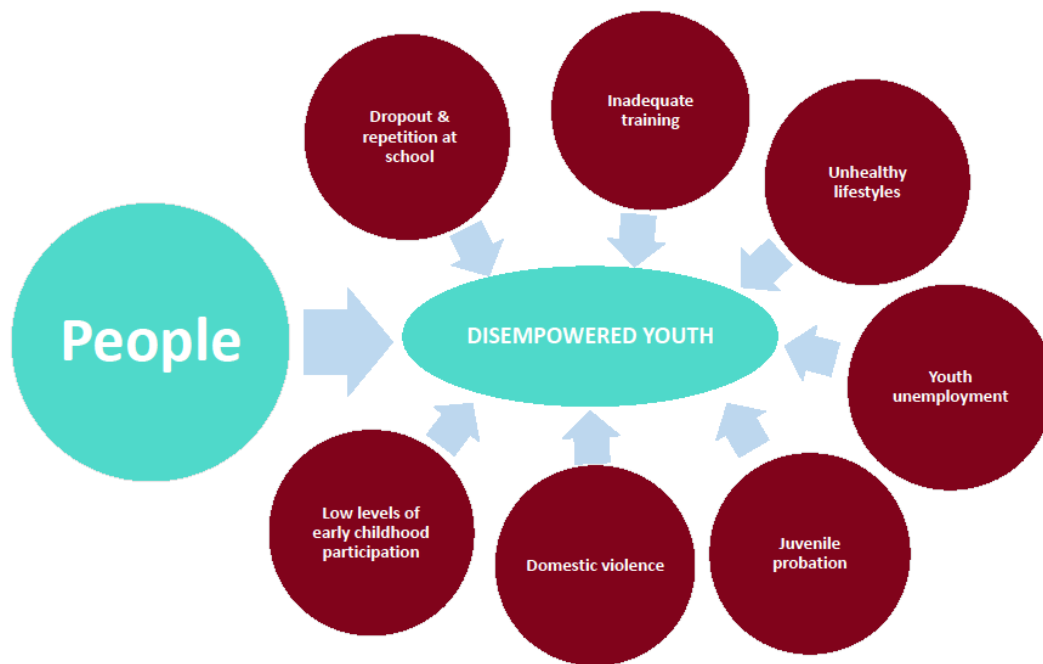
²⁷² Central Bureau of Statistics. Demography of Curaçao Census. Willemstad: Central Bureau of Statistics, 2011.

²⁷³ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

participatory process, and it provides a broad framework for youth development with goals for the period 2015 -2020. The document introduces five policy areas, including “education and care”, “health and wellbeing”, “employment and entrepreneurship” “living and environment” and “safety”. These areas contain specific goals and plans to be carried out before the year 2020, to foster youth development²⁷⁴. While many of these goals are yet to be achieved and the implementation of the Actieprogramma Jeugdontwikkeling is currently on hold, the program is seen as a guiding document by the Curaçao government; the current government’s coalition plan emphasizes the wish to work on furthering the implementation of the Actieprogramma Jeugdontwikkeling²⁷⁵.

3.5.1 Key Challenges

FIGURE 17: KEY CHALLENGES LEADING TO YOUTH DISEMPOWERMENT IN CURAÇAO



Based on the ‘Action Plan for Youth Development’, as well as consultations and workshops held during the MAPS mission, the following main challenges were identified:

- **Dropout and repetition at school.** The Action Programme describes how students are at times ‘pushed’ out of the educational system, as their wants and needs do not align with the curriculum²⁷⁶. The narrow focus of the education system and the lack of diversity limits students from developing

²⁷⁴ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

²⁷⁵ Government of Curaçao. *Regeerprogramma 2017-2021*. Willemstad: Government of Curaçao, 2017.

²⁷⁶ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.



themselves to their full potential²⁷⁷. Moreover, there is a lack of support and care to prevent students from dropping out²⁷⁸. Teenage mothers are more likely to drop out of school: three-quarters does not have a school diploma and school attainment is relatively low. Moreover, according to a 2013 study, the number of adolescents having more than one child before the age of 18 is on the rise²⁷⁹.

- **Inadequate training.** Inadequate training is hindering young people in Curaçao from entering employment with the knowledge and skillset needed to succeed in their career²⁸⁰. Course offerings are limited, and do not prepare students for a diversity of careers. Because of the lack of adequately training people, employers have difficulties finding candidates with the right knowledge and skillset for their positions²⁸¹. A mismatch exists between the people graduating and the candidates needed within the Curaçao labor force, as has been referred to also in the economic accelerator.
- **Youth unemployment.** According to CBS, a total of 32.5% of youth were unemployed in 2017. This is lower than earlier years; at the end of 2016, the youth unemployment rate totaled 36.8%. However, it is significantly higher than the average unemployment rate, which stood at approximately 14 % in 2017²⁸². Both youth that complete their studies locally as well as students studying abroad have trouble finding employment in Curaçao²⁸³.
- **Unhealthy lifestyles.** Youth on Curaçao are prone to unhealthy behavior in different areas of their life. Firstly, many youth are at risk of obesity²⁸⁴. A study by UNICEF states that 25 % of children and 30 % of adolescents are overweight²⁸⁵. Moreover, Curaçao has a high prevalence of adolescent pregnancies²⁸⁶. Another issue is the consumption of alcohol and other drugs and the accompanying risk of addiction. A study by UNICEF revealed that among children in secondary school, two thirds had consumed alcohol while one third had smoked cigarettes. Moreover, 2% of primary students and 4% of high school students had smoked cannabis²⁸⁷.
- **(Domestic) violence.** Many youth on Curaçao will deal with child abuse, sexual misconduct or domestic violence some time in their life: a total of 25% of all men, and 38% of women reported being

²⁷⁷ Curaçao MAPS Mission Workshop Participant. *Curaçao MAPS Mission Workshop discussion*. Willemstad, 2018.

²⁷⁸ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

²⁷⁹ United Nations Children's Fund (UNICEF) - The Situation of Children and Adolescents in Curaçao – New York - 2013.

²⁸⁰ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

²⁸¹ Government of Curaçao, United Nations Development Program. *National Development Plan Curacao 2015-2030*. Willemstad: Government of Curacao, 2018.

²⁸² Central Bureau of Statistics. *Supply side of the labour market Curaçao Results of the labour force survey 2017*. Willemstad: Central Bureau of Statistics, 2017.

²⁸³ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

²⁸⁴ World Health Organization, Pan American Health Organization, Centers for Disease Control and Prevention, Curaçao Ministry of Health, Environment and Nature. *The Curaçao Global School-based Student Health Survey (GSHS) Study 2015*. Willemstad: Government of Curaçao, 2018.

²⁸⁵ United Nations Children's Fund (UNICEF). *The Situation of Children and Adolescents in Curaçao*. New York: United Nations, 2013.

²⁸⁶ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

²⁸⁷ United Nations Children's Fund (UNICEF). *The Situation of Children and Adolescents in Curaçao*. New York: United Nations, 2013.



exposed to these types of abuse²⁸⁸. At the same time, there is a high prevalence of youth criminality and violence. Of the violent crimes registered between 1998 and 2005 on Curaçao, 11% were committed by youth 13-17 years old and 27%. Moreover, 41% of drug-related crimes committed between 2003 and 2005 were carried out by people between the ages of 21-30²⁸⁹

- **Low levels of participation in early childhood programs.** A challenge raised in the National Development Plan, the Urgency Programme and the Action Plan for Youth Development is the low level of children attending early childhood programs²⁹⁰²⁹¹²⁹². Early childhood enrollment stands at approximately 44%, compared to an average of 66% for the region of Latin American and the Caribbean²⁹³. As *Chapter 5.2* demonstrates, early childhood care is important for the optimal development of children; it prepares children for primary school, has the ability to reduce dropout rates, and stimulate language development²⁹⁴.

3.5.2 Positive drivers and priority interventions

The *Actieprogramma Jeugdontwikkeling* was translated into the SDG accelerator framework for the purpose of this analysis. As mentioned, the *Actieprogramma Jeugdontwikkeling* revolves around the five policy themes “education and care”, “health and wellbeing”, “employment and entrepreneurship” “living and environment” and “safety”. Each policy theme contains accompanying key objectives and results for the period 2015-2020. The policy themes were translated into the ‘positive drivers’, and the accompanying key objectives and results stated into the ‘interventions’ needed to support the drivers (*Figure 2*). During the youth workshop, different groups worked separately on each driver, adding the interventions they felt necessary to complement the ones already stated in the Action Programme (*Figure 3*). After interventions were added, the groups worked on prioritizing interventions using the same assessment method employed during the multi-stakeholder workshop (*Figure 4*).

²⁸⁸ van Wijk, N. & de Bruijn, J. Risk factors for Domestic Violence in Curacao. *Journal of Interpersonal Violence* 15, Epub (2012). 3032-53.

²⁸⁹ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

²⁹⁰ Government of Curaçao, United Nations Development Program. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curacao, 2018.

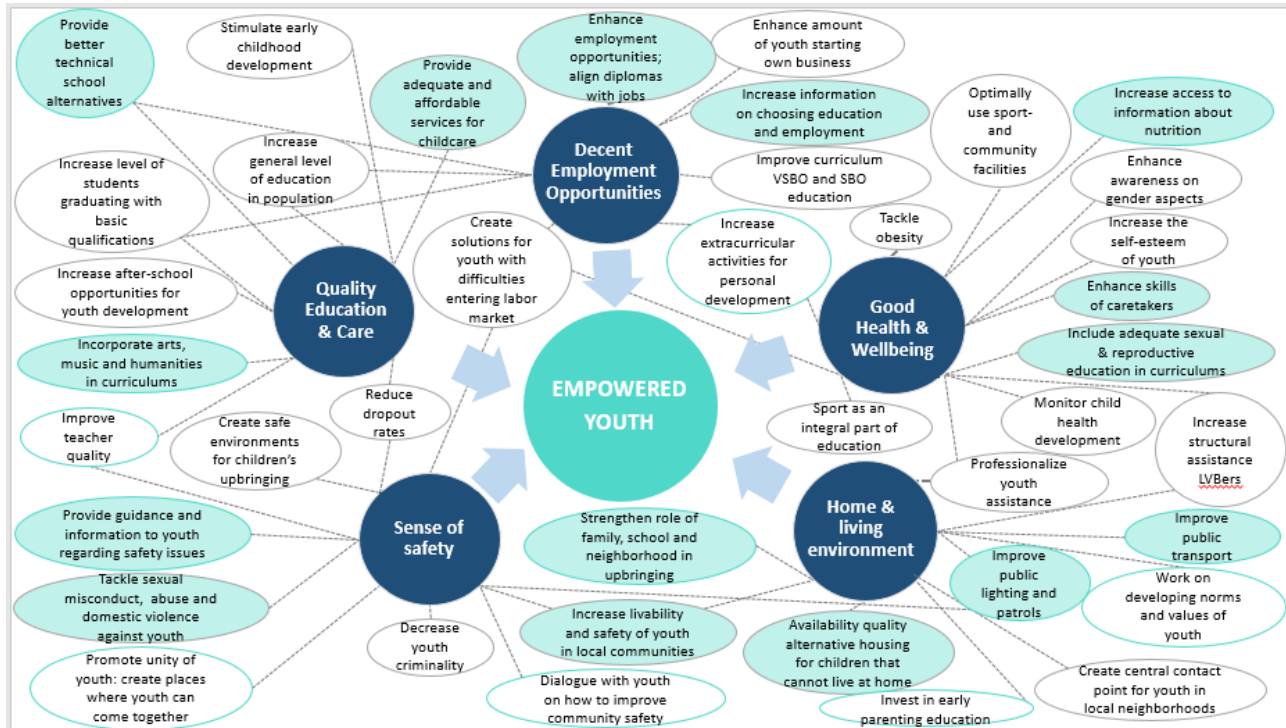
²⁹¹ Government of Curaçao. *Urgentieprogramma*. Willemstad: Government of Curaçao, 2015.

²⁹² Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

²⁹³ Government of Curaçao, United Nations Development Program. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curaçao, 2018.

²⁹⁴ Curaçao Ministry of Education, Science, Culture and Sports. *Education For All 2015 National Review for UNESCO*. Willemstad: Government of Curaçao, 2015.

FIGURE 18: POSITIVE DRIVERS AND INTERVENTIONS NEEDED TO YOUTH EMPOWERMENT



- Interventions with GREY outline indicate the intervention was included in Actieprogramma Jeugdontwikkeling
- Interventions with BLUE outline indicate the intervention was added during the MAPS mission
- Interventions with BLUE fill are PRIORITIZED

The interventions related to the driver ‘Quality education and care’ that are considered a priority include the following:

- **Provide better technical (vocational) school alternatives.** The students expressed concerns about the recent closing of the vocational school Feffik²⁹⁵, and the fact that there are not enough adequate alternatives to this school. Creating sufficient, high quality vocational school options is important to ensure that young people have enough opportunities to develop themselves. Moreover, it can help guarantee that people graduate with the skills necessary to enter the island’s workforce.
- **Incorporate arts, music and humanities in curricula.** This intervention is also mentioned in *Chapter 5.2*. As of now, these disciplines are poorly reflected in Curaçao’s education system²⁹⁶²⁹⁷. The students at the workshop expressed the need for a broader variety of course offerings at all levels of education, but specifically higher education, to foster personal development and cater to the interests of young people. It could also contribute to reducing the brain drain, seeing as the limited course offerings are one of the reasons students opt to study abroad. Moreover, curricula expansion could be used as a

²⁹⁵ Curaçao Chronicle - Sitek Furious About Closure Vocational School Feffik - <http://curacaochronicle.com/politics/sitek-furious-about-closure-vocational-school-feffik/> - 2018.

²⁹⁶ Curaçao MAPS Mission Workshop Participant. *Curaçao MAPS Mission Workshop discussion*. Willemstad, 2018.

²⁹⁷ Nuffic - Onderwijssysteem Curaçao, St. Maarten en de BES-eilanden -Den Haag – 2015.



tool for stimulating a culture of creativity and innovation and for fostering the “orange economy” which is also identified in the NDP as a sector of interest²⁹⁸.

- **Providing adequate and affordable services for early childcare.** Besides being prioritized by the youth delegates, this intervention is mentioned in the National Development Plan, the Urgency Programme and the Action Plan for Youth Development²⁹⁹³⁰⁰³⁰¹. As *Chapter 5.2* mentions, the 2015 Preschool Education Policy was implemented with the goal of stimulating early stimulation and engagement of children under 4 years old. However, limited progress has been made on implementing this policy. The implementation of this policy should be prioritized, to improve early childhood care and increase early childhood programs. *Chapter 5.2* provides more information on this.

BOX 8: LEGISLATION FOR THE RIGHTS OF YOUTH

In 2013, El Salvador introduced the General Law of Youth³⁰². The purpose of this law is to protect the fundamental rights of youth, encourage the participation of youth in the social, economic, political and cultural sphere, and lay the groundwork for the creation of sound public policies, programs and strategies aimed at fostering youth development. It establishes the basic guidelines and priorities for addressing youth in sectoral policies, specifically in the areas of youth participation; safety, violence and abuse; educational rights; youth employment; health and wellbeing; social, environmental and cultural inclusion; and recreation and free time. The law also formally calls into existence the “National Youth Institute (INJUVE)”. This institute forms a central working body towards youth development: it coordinates with other state institutions to facilitate the design, implementation, execution and evaluation of public policies related to youth.

The main priority interventions within *In Decent employment opportunities*:

- **Increase information on choosing education and career.** According to the youth workshop participants, teachers do not devote sufficient time to education and career coaching. As a result, students are often ill equipped to make important decisions regarding their future. Educational institutes should start with education and career coaching from an early age onwards through coursework, workshops, individual counseling and priority option.
- **Enhance employment opportunities; align diplomas with jobs.** This was a recurring topic in many conversations with stakeholders. Efforts should be undertaken to analyze the current and future needs of the labor force, and accordingly make structural changes to the higher education system. Moreover, the school curricula should be adapted to stimulate innovation and an entrepreneurial mindset.
- The main priority interventions within the ‘Good Health and Wellbeing policy theme’ relate to the current lack of information and guidance about healthy lifestyles:

²⁹⁸ Somers, S. - The Knowledge Zone on Curaçao the potential of a creative economy for the sustainable development of a small island developing state – Wageningen – 2012.

²⁹⁹ Government of Curaçao, United Nations Development Program. *National Development Plan Curaçao 2015-2030*. Willemstad: Government of Curacao, 2018.

³⁰⁰ Government of Curaçao. *Urgentieprogramma*. Willemstad: Government of Curaçao, 2015.

³⁰¹ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.

³⁰² Government of El Salvador – Ley General de Juventud – San Salvador – 2013.



- **Increase access to information about nutrition and include adequate sexual and reproductive education in curricula.** These topics were also stated as priorities within the government's *Urgentie programma*³⁰³. Besides being adequately incorporated in school curricula, knowledge regarding these topics should be dispersed through nation-wide information campaigns.

The three following interventions were deemed a priority under the theme 'home and living environment':

- **Improving public transport and increasing public lighting and patrols.** These interventions also relate to the Sense of Safety driver, as they are essential for enhancing the safety and security of communities. A report on public transport in Curacao revealed that the lack of public lighting at bus stops is a key problem that citizens have with the public transport system³⁰⁴. Increasing public lighting and patrols can decrease the prevalence of street violence, crime and harassment, while reducing the chance of nightly traffic accidents³⁰⁵³⁰⁶³⁰⁷. Improving public transportation is important for strengthening the autonomy and independence of youth on Curaçao.
- **Provide quality alternative housing for children that cannot live at home.** The *Actieprogramma Jeugdontwikkeling* describes how limited options are available for youth that seek to live independently from their parents or caretakers³⁰⁸. The government should prioritize the expansion of quality alternative housing options for young people, specifically for those that are trapped in unhealthy domestic environments.

BOX 9: COMMUNITY ADOLESCENT/YOUTH FRIENDLY SPACES

Youth Friendly Spaces have been established across Guyana in seven of the geographic regions. They are equipped with the necessary tools including computers, materials, games and personnel for providing youth friendly information and services. Peer counsellors are recruited and trained to provide outreach services using edutainment and satellite tables. Each space is managed by a Site Coordinator who handles the day-to-day activities and provides youths with the necessary information and services. Steering Committees provide oversight, support and monitoring. The spaces receive the support of Neighborhood Democratic Councils, civil society including youth and faith-based organizations, sectoral ministries, and international organizations. Activities include comprehensive sexuality education and services, information on gender, and life skills training for adolescents and youth to make healthy life choices, increase employability and foster responsible citizens. The save spaces encouraged young people's participation through capacity building activities to enhance their self-esteem and confidence to take leadership at the community and national levels. Counselors and peer educators have reached families with information on GBV, SRH, acquire basic life and job skills making them more resilient and empowering them and to take responsibility for their personal development. *Good practices UNFPA Guyana*

³⁰³ Government of Curacao. *Urgentieprogramma*. Willemstad: Government of Curaçao, 2015.

³⁰⁴ Pinn, R. & Griffith, M. - OV Klantenbarometer 2016 – Willemstad – 2016.

³⁰⁵ Farrington, D. & Welsh, B. - Effects of improved street lighting on crime: a systematic review – London – 2002.

³⁰⁶ Farrington, D. & Welsh, B. – *Making Public Places Safer: Surveillance and Crime Prevention – Oxford – 2009.*

³⁰⁷ Bullough, J., Donnell, E. & Rea, M. – To illuminate or not to illuminate: Roadway lighting as it affects traffic safety at intersections – Accident Analysis and Prevention – 2013.

³⁰⁸ Het Nationaal Platform Jeugdontwikkeling, Ministerie van Algemene Zaken. *Actieprogramma Jeugdontwikkeling*. Government of Curaçao, 2015.



Interventions prioritized under the ‘Sense of safety’ theme include:

- **Tackle sexual misconduct, domestic violence and abuse.** Curaçao recently introduced an action plan to tackle these issues: the *Nationaal Plan Ter Bestrijding van Geweld Tegen Kinderen/Jongeren en Huiselijk/Relationeel Geweld*³⁰⁹. The inter-ministerial working group related to the plan should increase efforts to stimulate the implementation of priority actions per ministry. Moreover, an adequate monitoring and evaluation system should be put in place, to ensure that these actions are accomplished in a timely manner.
- **Increase the livability and safety of youth in local communities.** In a way, this is ‘achieved’ by implementing some of the other interventions such as improving public lighting and transport, creating alternative housing options for youth, and tackling sexual misconduct. Additionally, creating emergency contact points for youth, as well as the creation of safe, local meeting points for young people could increase the unity of youth and promote a sense of community safety.

3.6 Cross cutting interventions

Finally, it is important to note that there a number of interventions that are relevant for and impact several accelerators. This is depicted in figure 19 below. This reflects the integrated nature of the 2030 Agenda and the need for overcoming traditional ways of working and breaking down silos. Moreover, this figure serves to indicate priorities within stated priorities that could guide budget allocations and actions of concerned ministries and other stakeholders.

An important cross cutting theme in the identified intervention areas is related to governance, a priority area also mentioned in the National Development Plan. To recapitulate, the NDP mentions four areas of governance that would need particular attention: 1) Political (working across political divides, strengthen transparency and ethical standards, developing costed policy platforms and clarity on regulatory framework and business models; 2) Strengthened media scrutiny; 3) Informed public debate during elections and administrations; and 4) Institutional capacity (Human Resources systems, responsive public services; roles, standards and response frameworks; performance management and strategic and business planning).

In the accelerators depicted in the Roadmap, there is indeed coincidence with these areas, in particular with the regulatory framework and the institutional setting. For example, review of legislation and streamlining of regulations are identified as bottlenecks solutions related to the Environmental Sustainability accelerator (challenges identified were weak enforcement of legislation and or outdated legislation) as well as the accelerator related to Inclusive, Sustainable Economic Growth (excessive red tape, labor laws hampering labor market flexibility).

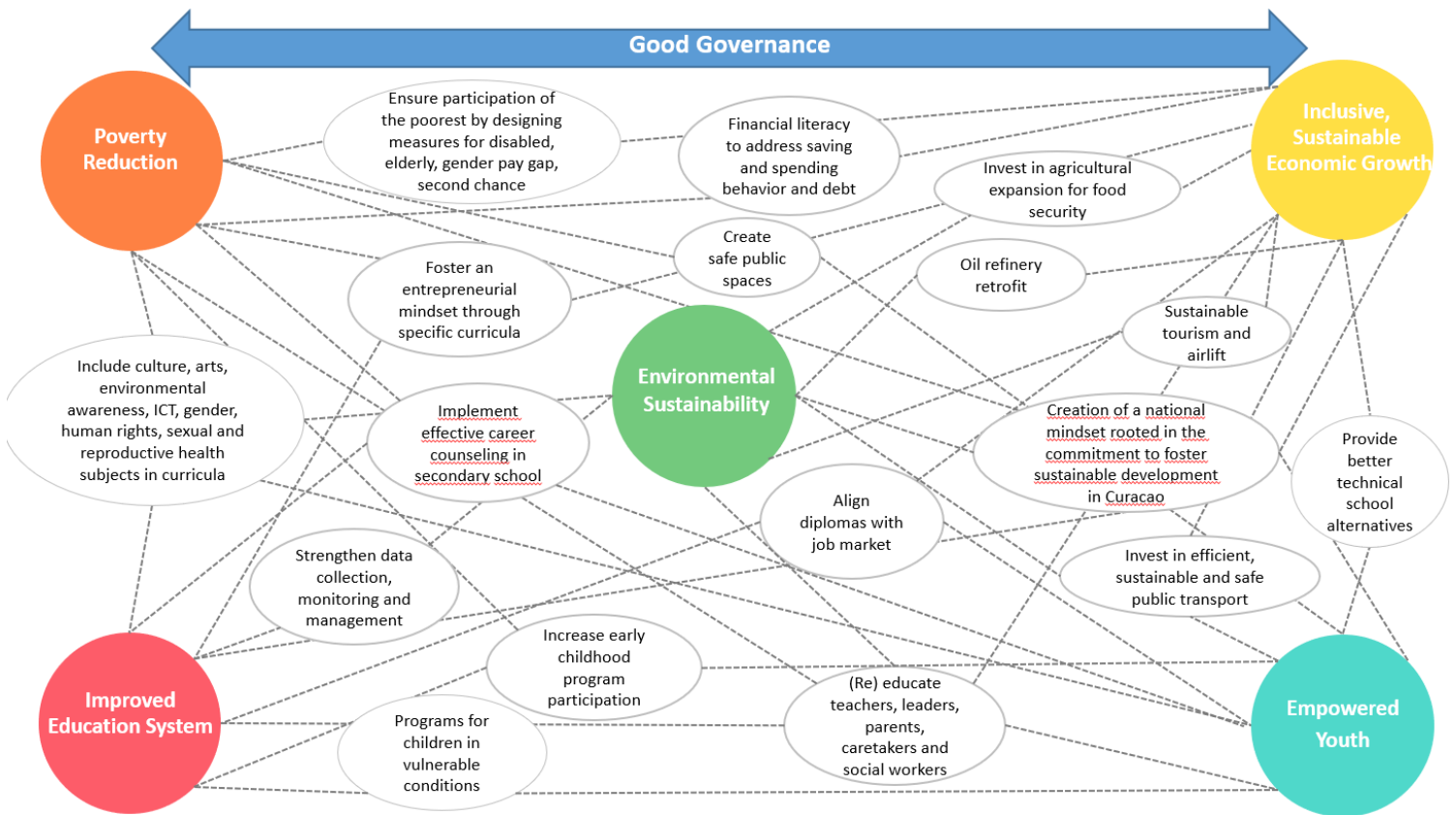
One issue identified in the dialogue with stakeholders is the need for greater interinstitutional coordination. In addition, to promote good governance, it is important to ensure participatory institutional frameworks, involving civil society, private sector and academia in policy making and

³⁰⁹ Government of Curaçao in Collaboration with Curaçao NGOs. *National Plan to Eradicate Violence Against Youth and Domestic Violence*. Willemstad: Government of Curaçao in Collaboration, 2018.

implementation. Examples of this are found in the areas of inclusive economic growth, social services and natural resource management, such as for water.

Likewise, the need for improving human resource systems is valid for the Government apparatus as a whole, as well as specific accelerators. For instance, the shortage of enough quality staff, through capacity building and educational and training programmes, was identified as a bottleneck solution related to the Poverty Reduction accelerator. Also, human resource development is depicted as particularly relevant for the Education sector and should benefit from sector-specific policies.

FIGURE 19: CROSS CUTTING INTERVENTIONS





IV. FINANCING THE 2030 AGENDA

Achieving Curaçao's national priorities and realizing the SDGs will require sorting different challenges regarding public spending but also attracting significant private investments in a competitive international environment, since public finance alone may not be sufficient to drive the island's aspirations. Among the main challenges are the slow economic growth, the pressure from the Board of Financial Supervision (College Financieel Toezicht - CFT) and the desired budget neutrality when implementing the SDGs.

However, financial responsibility and a manageable level of public debt can offer opportunities to increment investment in critical sectors, re-orient public spending, reform taxation and spur innovation and public-private partnerships. A multifaceted financing strategy may accompany the identification of SDGs accelerators and reduce public resource constraints to have a greater impact on the country's social and environmental standing. Innovative solutions can be considered along with measures geared towards attracting private investment and increased effectiveness in public spending. This section presents the financial outlook of Curaçao followed by initial considerations and suggestions for financing the 2030 Agenda.

BOX 10: FINANCING THE SDGs-UNPACKING THE AGENDA

A major task for policy-makers in financing the 2030 Agenda will be to devise financing solutions to attract and direct investments to areas where greater co-benefits and multiplier effects can be achieved. UNDP has identified four broad financing strategies/objectives that should be considered in the development of financing strategies for the 2030 Agenda or single accelerators and initiatives connected to the implementation of the SDGs:

- **Generate revenues**, i.e. any existing or innovative mechanism or instrument that can generate and/or leverage financial resources to allocate to the SDGs. Examples include attracting impact investment, the introduction of green taxes, the issuance of debt instruments, etc.
- **Realign current expenditures**, i.e. any measure that can reorient existing financial flows towards the SDGs. This result can be achieved by phasing out and reforming fossil fuel subsidies and using these freed resources to invest in renewable energy or green infrastructure instead. Another example is increasing budget allocations towards poverty eradication programmes.
- **Avoid the need for future expenditures**, thus freeing up future resources for investment in other areas, i.e. any measure that can prevent or reduce future investment by eliminating or amending existing counter-productive policies and expenditures. This can be achieved by taxes that can generate a double dividend such as sugar or tobacco taxation or fines for introducing alien invasive species.
- **Deliver financial resources more effectively and efficiently**, i.e. any measure or instrument that can enhance cost-effectiveness and efficiency in budget execution, achieve synergies and/or favor a more equitable distribution of resources. Examples include the establishment of enterprise challenge funds, the establishment of central procurement units or staff incentives to increase delivery of resources.

Source: www.undp.org/content/sdfinance

Financial outlook

Curaçao is emerging from a period of political uncertainty after two elections in 2016-17. The country has graduated from a three-year recession in 2015, but the economy has not recovered its growth levels. The



economy is highly dependent on the labor-intensive tourism-between 11,000 and 13,000 jobs are associated to tourism or 20 percent of employment-oil refining and international financial services. Prospects for diversifying growth will depend on new investment projects in the renewable energy sector, trade and logistics and innovation. Tourism growth prospects are mild.

The fiscal space will be moderately constrained in the short term. Fiscal constraints may however curb public investments while the measures taken to stimulate the economy may produce results only in the mid-term. The recovery in the tourism sector will play a large role along with the success in economic diversification. Curaçao's small economy will continue to remain highly vulnerable to external shocks, including the political context in Venezuela.

Curaçao is classified as a high-income country and is not eligible for Official Development Assistance from OECD DAC members, and borrows on market terms from multilateral lendersment projects. The country has received US\$20 million in grant from the European Development Fund for renewable energy investment and may be able to access European funding instruments.

Government spending per person per annum-is approximately US\$8,500. Expenditures are expected to grow with reference to transfers and subsidies, especially in social security and transfers/subsidies to government entities. Health, education and justice-including police, penitentiary system, etc.-take the dominant shares in the recurrent budget. Operating expenses are under scrutiny for reduction, including on personnel and personnel costs. The capital budget is mostly invested in health infrastructure, transport, energy-including renewable energy, and community centres.

With regards to expenditures, IMF recommends reforms to strengthen fiscal discipline: weaknesses in tax administration and public financial management have been identified along with the need to establish a sound medium-term fiscal framework. With no flexibility in monetary policy, fiscal measures and public investments remain the most effective options for the Government to manage economic shocks and pursue growth strategies. The preservation of an enabling environment for the private sector will remain crucial along with direct and indirect incentives for promoting sustainable investment and practices. The deficit of the old-age pension fund is being financed through budgetary transfers, representing a risk factor for public finance commitments.

The country debt was 46 percent of GDP in 2016, an increase of 13 percentage points from the record low in 2012 and above the 40 percent threshold considered safe for small economies. The debt stock remains still under the average 70 percent of Caribbean countries thanks to the debt relief from the Netherland in 2009/10. Foreign debt makes up 90 percent of total public debt mainly because of bond issuances.

Curaçao has an advanced financial system, which competes to occupy a position among regional-international financial centres. The IMF assesses the financial sector to be stable, but highlights weaknesses in private credit with signs of deteriorating assets among banks. The Dutch Caribbean Securities Exchange is an international Exchange for domestic and international securities. The financial sector still plays an important role in employment, direct contribution to GDP and foreign capital transactions.



An open and tourism dependent economy, Curaçao is highly vulnerable to external shocks. The modest economic upswing after 2015 is accompanied by fiscal constraints and a growing but sustainable public debt situation. In the short-term, the Government is expected to implement actions to modernize the budget process, strengthen accountability in public spending, strengthen medium-term fiscal planning and make tax administration more efficient.

The National Development Plan 2015-2030 identifies several needs for financing the country's development aspirations. Additional capital investments are foreseen in education, economy and sustainability. The NDP is cognizant of that "the largest expenditures will be required from private funds for the upgrading of equipment and infrastructure, either within utilities or within industrial service businesses". The NDP provides a baseline for current expenditures and an estimate of capital expenditures based on the review of sectoral plans.

The costs of (and time needed to) identifying and reducing /eliminating the challenges or bottlenecks mentioned under the case of improved education should specifically be mentioned here. The government budget at the moment and in the coming years will be under a lot of pressure, taking into account the slow economic growth Curacao is experiencing and the effect of the supervision from CFT will have on the budgets. The suggestion is to make as much "budget neutral" decisions as possible when implementing the SDG's and if possible, search for benchmarking countries/islands for cost/benefit analysis.

4.1 Results-Based Budgeting and Expenditure Optimization

Results-Based Budgeting

While Curaçao has already engaged in Results-Based Budgeting (RBB) its reach is still very limited according to the consultations. Although the governing program used an RBM approach, there is still work to be done to improve capacities within government apparatus to work according to results-based management principles and to further apply this to budgeting. Curaçao is still in a initial phase with deploying this as a common approach. RBB implemented mostly on government office supplies but not for programmes, ministries, or government's development goals. RBB-also referred in literature as performance-based budgeting, aims to improve the efficiency and effectiveness of public expenditure by linking the funding of public sector organizations to the results they deliver, making systematic use of performance information.

BOX 11: RESULTS-BASED MANAGEMENT

The United Nations Development Group defines results-based management as "a management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the achievement of desired results (outputs, outcomes and higher-level goals or impact). The actors in turn use the information and evidence on actual results to inform decision-making on the design, resourcing and delivery of programmes and activities as well as for accountability and reporting."

United Nations Development Group, Results-Based Management Handbook: Harmonizing RBM concept and approaches for improved development results at country level, p. 2. <https://undg.org/wp-content/uploads/2016/10/UNDG-RBM-Handbook-2012.pdf>



To respond to the needs of the 2030 Agenda for increased accountability to support implementation, Results-Based Budgeting (RBB) or even more broadly Results-Based Management (RBM) can be an effective tool to move from input and activity accountability and place focus on the results achieved for the resources invested. It has been acknowledged that there is no single road to implement RMB and each organization needs to adapt to its specificities, mandates and context.

Without being restrictive, some suggestions to gradually move forward into RBM are:

- I. Set a plan to gradually progress on the introduction of results-based budgeting in the next four years.*
- II. Start with programmes with modest goals and less demanding planning to more ambitious ones with more complex planification processes*
- III. Improve governments capabilities by distributing documentation and offering training in all ministries*
- IV. Make it a continuous process by incorporating feedback from one year to another.*

Optimization of expenditures linked to the SDGs;

While the introduction of a full-fledged RBB framework is a mid to long term goal, the government could conduct public expenditure reviews to ensure that the public budget is balanced toward social and environmental considerations, and the SDGs. These reviews have often been the basis for building the underlining infrastructure (tagging of expenditures) for implementing more ambitious RBB initiatives. Countries with a relatively developed program-based budgeting system can introduce more rapidly a budget classification that groups and then bridges programs with the SDGs. There could be scope for identifying synergies and introduce efficiency/effectiveness measures. Environmental, biodiversity and climate expenditures may be considered. Typical dimensions for analysis include:

- I. Return on Investment measures for public investment;*
- II. Better tracking, targeting and monitoring of investment-expenditures towards the SDG/SDG accelerators, including budgeting for the SDGs.*

Budget decisions are based on their own set of processes and parameters. Some reports suggest that the UN's functional classification system could be used to bridge budget allocations with the SDGs, but the system was never designed for that purpose.³¹⁰ International organizations and civil society organizations have started to consistently monitor public expenditures and development finance towards social and environmental goals. Despite interesting results, finance ministries have largely continued their routine budget planning and execution processes due to the perceived high political costs of introducing changes in the determination of budget allocations.

³¹⁰ Please note that it may be impossible to achieve a 100% budget alignment with the SDGs.



BOX 12: BUDGETING FOR THE SDGs AROUND THE WORLD

Mexico presented in 2018 the first budget aligned to the SDGs. The President's Office and the Ministry of Finance have established a joint unit working along with spending agencies to link their budget programmes to the 17 SDGs. Other countries around the world have similar alignments. In Brazil, for example, has linked multi-year programmes, objectives, goals and initiatives to the SDGs. <https://ppacidadao.planejamento.gov.br/sitioPPA/paginas/agendas-transversais/agendas-ods-modulo.xhtml>

In Nepal during annual budget preparations for fiscal years 2016/17 and 2017/18, ministries working together with the National Planning Commission and the Ministry of Finance classified 484 programmes by SDGs. SDG coding was done only for development programmes, and not for regular spending. In this way, SDG coding identified 58.4 percent of the total budget which was allocated to development.

The province of Assam, in India, decided to redesign the budgetary process around the SDGs and discussed new approaches to mobilizing resources for the SDGs. July 2016, the government released an SDG-oriented outcome budget for the fiscal year 2016/17, the first in India. For the 2017/18 budget, 55 percent of it was tagged for the SDGs.

Good practices. Integrating the SDGs into Development Planning (infographics). <http://www.asia-pacific.undp.org/content/rbap/en/home/library/sustainable-development/country-briefs-on-sdg-integration-into-planning.html>

Monitoring and Evaluation for Outsourced Services

One of the persistent observations during the consultations was the issue of slack monitoring and evaluation of outsourced services to NGOs in different sectors, which is creating overlaps, duplication, less than ideal quality service and lobbying to keep these subsidies to NGOs. The Court of Audit published a report on deviations from subsidy regulation and policy³¹¹. They found ministries did not keep records with all relevant documents, about 65% of the subsidies did not comply with all provisions in subsidy regulation and in 60% of the cases the institutions (NGOs) did not produce an activity report, annual report or financial report. In addition to the regulation breach, the Court of Audit highlights that the government has not yet formulated a subsidy policy.

If the outsourcing of services is to be continued, it will require a strict system to avoid duplication of tasks, improve quality services and penalize underperforming. Some of the recommendations made by the Court of Audit in this respect are not to divert from the subsidy regulation and to produce a subsidy policy as soon as possible, establishing clear objectives to be achieved through subsidy provision.

Monitoring and evaluation can help Curaçao to gather information from past and ongoing activities to be used as inputs for fine-tuning, reorientation and future planning. Without effective planning, monitoring and evaluation, it would be hard to judge if outsourced services are going in the right direction, whether progress and success can be claimed, and how future efforts might be improved.³¹²

Although a more structured monitoring guideline should be implemented, some initial recommendations regarding M&E of outsourced services could be:

³¹¹ Court of Audit. Subsidie. Afwijkingen op de Subsidieverordening en het subsidiebeleid over de jaren 2010 tot en met 2015. June 2018.

³¹² For more see UNDP's Handbook for Planning, Monitoring and Evaluation for Development Results. Available here: <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>



- I. *Start by setting procurement for outsourced services with very specific purposes. For example, provide reproductive health counselling to adolescents in Sint Willibrordus, Jan Kok and Tera Kora during 2019.*
- II. *Agree on a minimum set of outputs to be for the outsourced service. For example, distribution of leaflets in high schools, quarterly workshops and two events with distribution of free preservatives in Sint Willibrordus, Jan Kok and Tera Kora.*
- III. *Set a baseline to compare performance. For example, Sint Willibrordus, Jan Kok and Tera Kora reported 12 cases of adolescent pregnancy in 2017.*
- IV. *Establish goals of the intervention. For example, to reduce by half the number of cases of adolescent pregnancy in 2019.*

Assessing fiscal progressivity

No records of recent studies analysing the impact of fiscal measures on inequality was found. Fiscal policy, understood as the combination of direct and indirect taxes and subsidies, could be informed by collecting factual evidence on its impact on progressivity. Based on functional definitions of income and using micro-simulation models, it is possible to conduct a detailed analysis and assess the effects of fiscal policy in the redistribution of income and poverty, covering the evaluation and analysis of the status quo, planning for future reforms and making the necessary preparations before the implementation of these reforms. These models are based on micro-data, usually household income and expenditure surveys, analyzing a statistical representation of the entire population.

As a planning tool, the so called “fiscal toolkit” quantifies ex-ante variations in well-being across levels of a population and apply hypothetical tax or expenditure reforms, in such a way in that the results obtained through these simulations can facilitate the design of public policy and the creation of indicators for income distribution, poverty and inequality levels, both for the total population as well for population sub-groups.

4.2 Revenue Optimization

Reduction of tax avoidance/evasion

The challenge of increasing public revenues remains one of the critical impediments to fulfil the ambitious 2030 development agenda. This is explicit in the SDGs in target 17.1 that seeks to “Strengthen domestic resource mobilisation, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection.” It is also acknowledged in the Addis Ababa Action Agenda (AAAA) that significant additional domestic public resources will be critical to realising sustainable development and achieving the SDGs.

Tax systems could be improved by modernization (e.g. digitalization) and the expansion of the tax base. One way of increasing revenue is through mechanisms to make tax collection more efficient, minimising tax elusion and tax evasion. The AAAA has also argued in favour of assuring that all companies, including multinationals, pay taxes to the governments of countries where economic activity occurs and value is created, in accordance with national and international laws and policies. Improving auditing capabilities could lead to increased revenues, in particular to assuring large companies are paying their fair share of



taxes in Curaçao. Examples in the Caribbean of good practices can be found with the Tax Inspectors Without Borders programme.

BOX 13: TAX INSPECTORS WITHOUT BORDERS (TIWB)

TIWB is a joint initiative of the OECD and UNDP designed to support developing countries to build tax audit capacity. Tax administrations are on the frontline in the battle against tax avoidance. Tackling complex international tax arrangements that divert profits otherwise liable for corporate tax, calls for skilled tax auditors. A well-trained tax team can identify high-risk cases and uncover the arrangements that strip much-needed tax revenue from governments. TIWB facilitates well-targeted, specialized tax audit assistance around the world. TIWB programmes can include: pre-audit risk assessment and case selection, investigatory techniques, audit cases involving transfer pricing issues, anti-avoidance rules, or sector-specific issues, relating for example to natural resources, e-commerce, financial services or telecommunications.

Website: www.tiwb.org

Smart taxation and public subsidies' reforms

Curaçao maintains a complex web of subsidies and tax exemption schemes. While comprehensive studies should be carried out before implementing new taxes, a reform could start by exploring the performance of the existing framework and the potential of making it **greener and more inclusive/effective**. A larger review of the **revenue regime** may include:

- I. *Completion-recalibration of the fiscal reform programme;*
- II. *Increased efforts in expanding the tax base with further modernization of the tax administration and reduction of tax avoidance/evasion and tax arrears to increase the fiscal space for the SDGs;*
- III. *Opportunities to review and introduce smart taxation, including environmental taxes, sugar taxes, sin taxes and other economic incentives to shift behaviours and investment decisions;*
- IV. *Negotiation of new parameters to be included in the reviews conducted by the financial supervision authority that go beyond the GDP/finance and include SDG dimensions.*

BOX 14: FINANCING SOLUTIONS FOR SUSTAINABLE DEVELOPMENT PLATFORM – SMART TAXES

The Financing Solutions for Sustainable Development platform (<http://www.undp.org/content/sdfinance/>) provides online provides guidance to review and operationalize financing solutions needed to implement SDG-oriented strategies - a national development plan, the country's biodiversity strategy or Nationally Appropriate Mitigation Actions. It is a compass to navigate across different options or financing solutions, and describes their potential, advantages, disadvantages, risks and characteristics. The platform profiles case studies and refers to external sources, including e-learning and advanced guidance material. Examples of solutions reviewed in fiscal policies follow:

- *Taxes on Fuel:* sales tax any individual or firm who purchases fuel for his/her automobile or home heating pays. Fuel taxes can reduce the consumption of fossil fuels and greenhouse gas emissions while generating public revenues.
- *Taxes on Renewable Natural Capital* (water; timber): Any fee, charge or tax charged on the extraction and/or use of renewable natural capital (e.g. timber or water).
- *Taxes on Tobacco:* Excise taxes on tobacco products can raise fiscal revenues, improve health and well-being, and address market failures.



4.3 The SDGs and Innovative Finance

The AAAA advocates for countries to use their own national development strategies and plans to respond to the SDGs and calls for the adoption of integrated national funding frameworks to support cohesive nationally owned sustainable development strategies reiterating that each country has the primary responsibility for its own economic and social development, poverty eradication and sustainable development. This concept implies countries may need to re-shape their thinking about development finance to be able to respond to the SDG challenge of providing economic, social and environmental development. The United Nations has developed tools to respond to the growing demand of countries to handle the increasing complexity of national and international financing sources for development, seeking to gather fragmented approaches on the use of different sources of funds.

BOX 15: THE DEVELOPMENT FINANCE ASSESSMENT (DFA)

The Development Finance Assessment (DFA) provides planning and finance ministries with data and analysis on the quality of their national strategies and/or development plans and their results frameworks, changing trends in development finance and their alignment with national priorities and results. It also helps to make recommendations on how institutions and systems can be adjusted to ensure that different sources of development financing are managed within a coherent framework that better supports the implementation of the SDGs.

The main objective of the DFA is to present an assessment of development finance to provide an overview of development financing flows, institutions and policies, that align this funding with national development priorities to include recommendations on a roadmap to increase the alignment of the financing flows of their National Development Plan and the 2030 Agenda.

Source: UNDP, Development Finance Assessment and Integrated Financing Solutions: Achieving the Sustainable Development Goals in the Era of the Addis Ababa Action Agenda. Available here http://procurement-notice.undp.org/view_file.cfm?doc_id=117734

Leveraging innovative finance, including green and blue financing

Curaçao is a small state, with small population and tax base. As a high-income country it has virtually no access to concessional finance. In this context, it is important for the country to explore a menu of innovative development finance mechanisms, which can enhance the conditions of existing flows to frontload finance as well as adding value by reducing risks. The following solutions may be considered:

- Green and blue bonds (e.g. transport, waste and water) to finance Curaçao's green/blue agenda;
- Regulatory provisions promote a competitive and SDG-oriented financial sector;
- Responsible-impact investment to expand available financing options, with possible thematic focus on example, IT, finance, or on financial institutions (e.g. pension fund).

Public-private partnerships and other forms of collaboration between private capital and the Government often feature long-term agreements covering the financing and provisioning of public goods/services. These forms of collaboration bear both opportunities and risks, particularly in public finance constrained contexts. The identification of current/past use of public-private instruments and the capacity of the Government to negotiate/monitor those agreements should be assessed. Attention should be given to climate-resilient options for sustainable infrastructures and economic diversification plans.



BOX 16: THE BLUE/GREEN BONDS MARKET

Blue/green bonds are financial instruments similar to conventional bonds but with the characteristic of committing the issuer to invest the proceeds exclusively in green projects. The market (to which blue bonds can be considered a sub-category) was estimated in 2016 at US\$118 billion. If non-certified green bonds are included, issuances are estimated at US\$694 billion. Green bonds can be issued by both public and private financial institutions in Curaçao and or in foreign capital markets. An in-depth analysis of the financial and other conditions required for the development of such instruments may be required to inform concrete action in this area, for instance, for the promotion of renewable energy and other sectors with potential economic and employment generation such as the ocean economy. On the latter Grenada is one of the world's first countries to develop a forward-looking vision on "blue growth." Grenada's vision is to optimize coastal, marine and ocean resources to become a world leader and an international prototype for "blue growth" and sustainability. Grenada's ocean space is 75 times larger than its land area, presenting opportunities to diversify its economy in fisheries and aquaculture, aquaponics, blue biotechnology, research and innovation. UNDP is collaborating with Grenada on the development of these new instruments.

For more information: www.undp.org/content/sdfinance/en/home/solutions/green-bonds.html



V. MONITORING THE 2030 AGENDA

5.1 Statistical System and Capacities

The National Statistical System

The National Statistical System (NSS) is not formalized in Curaçao. The Statistics Ordinance, as established by National Decree No. 19 (C.T.) of 6 May 2011³¹³ recognizes the Central Bureau of Statistics (CBS) and the Central Bank of Curaçao and Sint Marteen (CBCS) as producers of official statistics. Through the Minister of Governance, Planning and Public Services, the Statistics Ordinance authorizes the Director of the CBS to collect official statistics, except in the banking sector where collection of data shall take place in consultation with and through the Central Bank of Curaçao and Sint Marteen.

In practice, in addition to CBS and CBCS, several ministries, departments, and institutions of the government collect official statistics and form part of an informal NSS. Key among these are the Ministry of Finance, the Ministry of Health, the Environment and Nature, the Ministry of Social Development, Labour and Wellbeing, the Ministry of Education, Science, Culture and Sport, the Ministry of Economic Development and the Ministry of Justice, as well as the Chamber of Commerce (KvK), the Curaçao Tourist Board CTB) and The Public Health Institute of Curaçao (VIC). Within these ministries and institutions, several departments have custody of administrative records that form part of official statistics.

Statistical Production in Curaçao

The CBS, as the National Statistical Office, has the primary responsibility for producing official statistics in Curaçao. The CBS collects, processes and disseminate statistical information on the economic, social and demographic situation of Curaçao on a regular basis. Table 3 contains a list of major statistical publications of the CBS and their periodicity.

Additionally, the CBCS publishes data on the economic and financial sectors of Curaçao. Five categories of statistical tables are published in this regard. These include the balance of payments, international investment position, monetary and financial, public finance, and real sector. These tables are complemented by statistical information contained in the banks' publications that include the annual report, quarterly bulletin, and monthly consolidated balance sheet.

Overall, the production and dissemination of economic and financial data in Curaçao is sufficiently broad. With the exception of demographic data, data production on the social and environmental conditions is not as well developed. This is reflected in data provided in May 2016 by the CBS in a survey of statistical capacities of the National Statistical Offices to produce data for the SDG indicators from the Global Monitoring Framework³¹⁴. The results of the survey are summarized in Figure 20. The survey showed

³¹³ The Governor of Country of Curaçao, Consolidated text for the regulation of the Statistics Ordinance, Publication Sheet Ao 2011 No 19 (C.T.)

³¹⁴ For background to this survey, see Economic Commission for Latin America and the Caribbean (ECLAC), Annual report on regional progress and challenges in relation to the 2030 Agenda for Sustainable Development in Latin America and the Caribbean Santiago, 2017.



that at best 16% of the global indicators could be produced by the CBS. It also revealed that there was lack of data for the production of most social and environmental indicators, especially those indicators relating to SDGs 2, 4, 5, 6, 11, 13, 14 and 15.

TABLE 3: MAJOR STATISTICAL PUBLICATIONS OF THE CBS

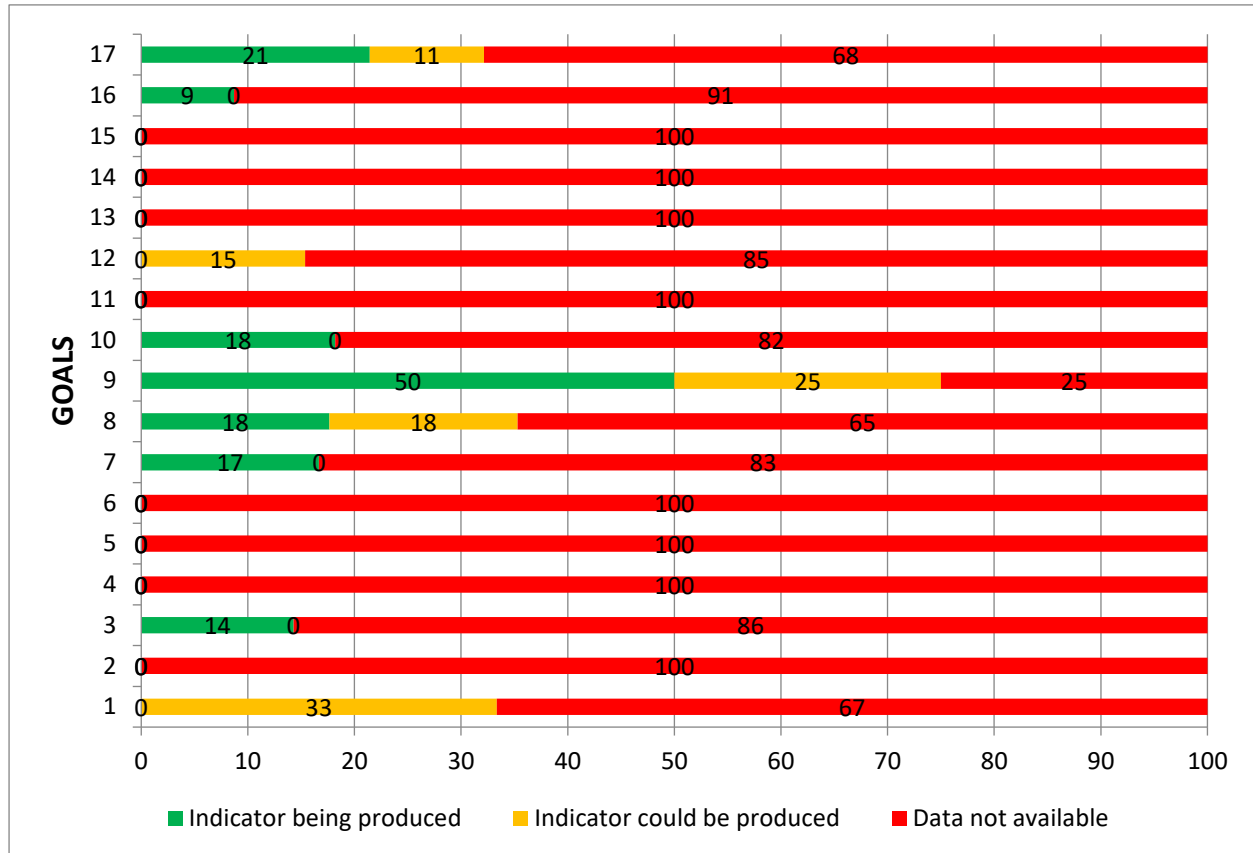
Survey/Publication	Frequency	Date last conducted/ published
Business Cycle Survey Results of the Business Cycle Survey conducted by CBS	Twice a year	Business Cycle Survey Results <u>2017</u> published in April 2018
<u>Census</u> Collection of all the censuses taken on the islands of the Dutch Caribbean	Decennial	2011
Economisch Profiel (Economic Profile)	Monthly	1995
<u>Labour Force Survey</u> Results of the Labour Force Survey/ ArbeidskrachtenOnderzoek	Annually <u>2011</u> , 2014-2015, 2016, 2017	<u>Labour Force Survey</u> Results 2017 published in January 2018
<u>National Accounts 2000-2012</u> National Accounts/Nationale Rekeningen	Annually	2012
<u>Statistiek Bedrijven</u>	Periodically	<u>Statistiek bedrijven 2001- 2005</u> published in 2007
<u>Business Survey</u> Results of the Business Surveys conducted by CBS	Annually	1987
<u>Consumer Price Index</u> Consumer Priceindex/Consumenten Prijsindexcijfers reeks totale bevolking	Monthly	June 2018
<u>Foreign Trade Statistics</u>	Annually	2013
<u>Modus : statistisch magazine</u>	Quarterly	2017
<u>Statistical Yearbook</u> Collection of all the Statistical yearbooks of the islands of the Dutch Caribbean	Annually From 1956 to 2013	2017
<u>Curaçao Environmental Statistics Compendium 2016</u> (environment)	2015, 2016	2016
<u>Inkomens en inkomensverdelingen in Curaçao Census</u> <u>2011</u> (income)	once	2011
<u>Woningbehoefte onderzoek Curaçao 2016</u> (housing)	2008, 2016	2016
<u>International Comparison Programme (ICP)</u> <u>Publications</u>	2011, 2014	2014
<u>Participation Survey Publications</u>	once	2016
<u>Population Projections 2015-2050</u>	once	2015
<u>Publicatie Criminaliteit en herstelrecht op Curaçao in</u> <u>2014</u> (Security & Justice)	once	2014

It is important to note, however, that the results of the survey do not reflect capacities that reside within other data producers in Curaçao. This limitation was addressed during the MAPS mission at the session with CBS and other data producers. Specifically, the Ministry of Education, Science, Culture and Sport and the Ministry of Health, the Environment and Nature indicated availability of data at their respective



ministry to produce some of the SDG indicators within their areas of responsibility. While this revelation constituted a welcome development, the lack of prior knowledge by the CBS of the capacities of the other data producers is a reflection of a non-formalised and non-functioning NSS in the Curaçao which needs to be addressed. A functioning NSS will also promote the use of standard procedures and methodologies for data collection, processing and dissemination in accordance with international guidelines and standards.

FIGURE 20: STATUS OF DATA AVAILABILITY OF SDG INDICATORS IN CURAÇAO AS MAY 2016 (%)



Opportunities and challenges for a functioning National Statistical System for monitoring the 2030 Agenda

The formalisation of a National Statistical System will greatly promote a coordinated approach to the production and dissemination of data for monitoring the implementation of the SDGs and for the follow-up and review of the 2030 Agenda in Curaçao. When all data providers operate under an overarching institutional body, cooperation and support among the different data providers are enhanced. A number of line ministries are already working with different United Nations agencies and other international development partners in areas that would enhance the country’s ability to produce SDG data but this is not currently being done in a well-coordinated manner. With a formally established NSS, such activities will be better streamlined for gain of efficiency in information sharing and increased partnership in data collection. With respect to the latter, many government ministries and agencies conduct national surveys, with or without the involvement of the CBS, in which other government agencies could benefit by



contributing a module to the survey questionnaire or using the data produced from such surveys to enhance their service delivery to the citizens.

With the existence of a National Socioeconomic Database (NSED) as tool for socioeconomic data collection across ministries, Curaçao is uniquely positioned to leverage information and communications technologies (ICT) to facilitate automation of the process of populating this database with existing and newly generated data from various government ministries and departments. As such, all ministries should be required to input their data on the SDG indicators into NSED.

However, a number of challenges exist that will hinder this and other coordinated approaches to the production and dissemination of official statistics in the country.

Statistical capacity is low across the public sector and statistical literacy is low among the general public. Apart from the CBS with appreciable staff with technical capacity in statistics, and to some extent the CBCS with economists and the Ministry of Health, the Environment and Nature with epidemiologists that have statistical capacities, most ministries and departments of the government do not have staff with technical competency in statistics, although these public entities engage in data collection that feed into official statistics. The CBS also only functions at 69% staff capacity as of June 2018. In essence, there was a general agreement among statistics stakeholders during the MAPS mission that rich administrative records exist in some ministries but the lack of statistical literacy among the custodians of these administrative records severely limits, if not prohibits, access by other government agencies, including the CBS, to these databases. This raises the importance of a clear directive from the government on a data sharing policy across the public sector. A data sharing policy will promote the exchange of data among government agencies for official statistical purposes and with adequate protection put in place for confidentiality and data security. Even with clearly defined protocol for data sharing, the easy of data exchange will depend on the degree of uniformity in data storage and archiving procedures in place across government data portals. Therefore, lack of a uniform ICT system constitutes a challenge to the optimal use of administrative records for the production of official statistics.

The lack of an established unique identifier (ID number) for use to identify individuals and businesses across government databases is a major challenge to the use of administrative data for official statistics in Curaçao. Although companies and persons have several identification numbers (which may be unique or not), there is no single one adopted by the government as the number to use for every transaction in the public sector. This makes it difficult to validate the representativeness of administrative data especially when records from several sources are merged in a database. With the promise of the 2030 agenda to leave no one behind, representativeness of data for monitoring and reporting on the progress in achieving the SDGs is crucial to ensure that the most vulnerable and hard to reach sub populations are adequately reflected.



Recommendations

Institutional strengthening

- **Restoration of the Curaçao Bureau of Statistics (CBS) to full staff capacity:** The CBS, as the National Statistical Office of Curaçao, is grossly under staffed. Operating at 69% of staff capacity, the CBS is critically challenged in performing its statutory duties. With the added responsibility that the monitoring and reporting on the 2030 Agenda will bring on the CBS, it is important for the Government, as a matter of urgency, to move expeditiously to provide the CBS with the resources needed to employ additional staff so that it can operate with 100% staff complement.
- **Formalize the National Statistical System:** The most efficient way to capitalize on the opportunities that abound and address most of the challenges in the statistical ecosystem of Curaçao is to formally establish the National Statistical System with the CBS having the coordinating role of the system. This will ensure that the collection, production and dissemination of official statistics are done in a coordinated way. This will also allow for a systematic way of measuring progress towards the attainment of the SDGs.
- **Introduce Data Sharing Policy across Government departments:** The current obstacle to data sharing among government departments due to lack of explicit authorization by government for data producers to share data for official purposes will require legislative mandate through a revised Statistical Ordinance that covers the NSS and not just the CBS. However, pending a legislative action, the government should introduce a data sharing policy across the public sector that encourages, if not mandates, government departments to share data with entities of the NSS for the purpose of official statistics, including for the production of SDG indicators.
- **Establish data literacy workshops for non-statisticians in the public sector:** The value of statistical literacy, especially within the public sector, is highlighted by the fact that many non-statisticians work with and handle administrative records with major implications for official statistics without having the basic understanding of statistics or statistical methods. This situation has contributed to a widespread lack of appreciation for the value of data in informing policies and programmes which has translated to a low level of evidence-based decision making in the public sector. Thus, it is important to sensitize managers and staff across different levels of government to the value of data and disaggregated data (by sex, age and ethnicity) in informing evidence-based decisions as well as provide them with training in basic statistical methods to enhance their understanding of statistical information and to improve their ability to identify inconsistencies in administrative records that they work with or that may be presented to them.

Improvements in data production

- **Establishment Statistical Commission of the National SDG Secretariat:** The establishment of a Statistical Commission comprising of five key data producing organisations, namely, the Central Bureau of Statistics Curaçao (CBS), the Central Bank of Curacao and St. Martin (CBCS), the Chamber of Commerce (KvK), the Curaçao Tourist Board CTB) and The Public Health Institute of Curaçao (VIC), under the proposed Curaçao's National SDG Secretariat for the 2030 Agenda and the SDGs is a first and necessary step in bringing about an environment of improved data production as it relates to the SDG indicators. This committee could also serve as a template for the operationalization of a



broader NSS. Most importantly, the committee can implement a uniform or compatible ICT platforms between the two organizations which can then be adopted by the NSS.

- **Adoption of a unique identifier for official purposes:** Different identification numbers are currently in use for companies, including Social Security Number, CRIB, and Chamber of Commerce number. For individuals, the Personal ID number, which may not be unique, is in use. In mining data contained in administrative records for the purpose of official statistics, it will be necessary to merge different data sources across government departments. Seamlessly doing so will require that information on individuals and legal entities across different data platforms be combined without duplication. The only way to ensure that while still maintaining the confidentiality of the data is to identify records through an ID number that uniquely represents that person or entity. Therefore, the government should consider introducing a unique ID number, or adopt one that may already exist, as the number that must be provided when transacting with government and which must be used by government departments to keep records of transactions with individual and corporate citizens.
- **Ensure the timely conduct of censuses and other national surveys:** The decennial census represents one of the key sources of demographic and social data in most Caribbean countries. In Curaçao, census is conducted approximately every ten years with the last census being in 2011. By routine, the next census in Curaçao should take place in 2021 and planning for this census should be underway by now. However, there are no visible signs that the CBS has started planning for the census. Curaçao did not provide data for an ECLAC study³¹⁵ on the 2020 round of population census that documents the plan of 21 Caribbean countries for their next census. As identified in that study, the census represents an important source of data for the denominator of most SDG indicators. Given that the census in the 2020-2029 decade will be the only one to be conducted prior to the 2030 timeline for the 2030 Agenda, it is very important that the government makes every provision for the census to be conducted comprehensively and timely, with particular attention paid to the enumeration of vulnerable and minority populations, so as to ensure that no one is left behind in the effort to achieve sustainable development by 2030.
- **Production of updated and disaggregated gender data and integration in the national statistical systems³¹⁶ (NSS):** A key challenge hindering implementation and monitoring of SDG 5 and several gender-related targets under the other SDGs, it is a lack of adequate gender-sensitive data (as shown in Figure 20), including data that is disaggregated by sex, age and other characteristics, as well as a lack of data on trends in SDG 5 implementation. Counting on data disaggregated not only by sex, but also by age, income and ethnicity and other characteristics provides meaningful insight into differences in wellbeing across women and men, and girls and boys, as well as actionable information for policy to address gender inequalities and other forms of discriminations and exclusions that have been detected in Curaçao society. Even though the CBS produces data disaggregated for some social and economic indicators (i.e. employment, education), this multiple disaggregation mechanism should be systematized and mainstreamed in all sectors.
- **Improved and dedicated budget for financing census and surveys:** Census and surveys serve as rich sources of official statistics. However, funding for these data collection exercises has been dwindling overtime. However, without consistency in data collection, the quality of data for official statistics will deteriorate. The Government needs to devote resources for census and other national surveys, including to develop gender-specific surveys (i.e. Pilot Survey on the Use of time or Domestic Workers)

³¹⁵ Planning for the 2020 round of population censuses in the Caribbean. LC/TS.2017/155, LC/CAR/TS.2017/16, 2018.

³¹⁶ This production should be under the responsibility of the NSO within the NSS, as the gatekeepers of official statistics, is strategically positioned to mainstream a gender perspective to ensure the production of unbiased data to inform decision-making, policy formulation, and monitoring.



or mainstreaming gender in sectoral surveys (i.e., Survey on gender gap in youth employment or education, on citizen security, etc.). While gender-specific surveys will serve as a key entry point to make visible the persistence of gender gaps and advocate for evidence-based public policies that address many important gender data gaps, well-funded census and Household Budget Survey will ensure that data on critical denominators for the SDG indicators are produced.

5.2 Performance Management Systems

Information dashboards

In addition to the need for tracking progress on SDG targets and indicators, it is important to monitor progress of the breadth of national plans and programmes, and SDG-related projects and initiatives undertaken by both governmental and non-governmental actors in the country. To this end, information monitoring dashboards are helpful tools. Information dashboards can help to strengthen collaboration, build synergies and stimulate the creation of new partnerships. They can also increase transparency and help fortify the accountability of institutions and entities undertaking projects.

The definition of an information dashboard is “a visual display of the most important information needed to achieve certain objectives, that has been consolidated into a single screen, so it can be monitored at a glance”³¹⁷. Linking to various databases and monitoring mechanisms, an information dashboard displays real time metrics, key performance indicators and other data outcomes related to projects, processes or institutions, allowing to measure progress in the multiple dimensions in which interventions are being made. The aim is to provide insight into current performances and progress. An information dashboard can be used to navigate complex databases, and it makes data understandable for individuals that are not necessarily experts in data analysis. Therefore, it can be a helpful tool for a wide variety of stakeholders. The tool is especially relevant in the field of development, in which the amount of large, complex databases is extensive. In fact, one of the lessons learned from the MDGs was that information dashboards can play a “catalyzing role” in engaging stakeholders. For this reason, and for their effectiveness in communicating progress, information dashboards are expected to play an essential role in monitoring and implementation of the SDGs³¹⁸.

The government of Curaçao has a dashboard for the monitoring of the Coalition Program. The dashboard was developed to monitor only the activities for each ministry, not outcomes or impact. There is the intention of turning the National Socio Economic Database (NSED) into a system for monitoring progress on the Sustainable Development Goals or the National Development Plan. During the MAPS mission, various stakeholders expressed their interest in a monitoring dashboard that could be built upon the existing framework and expand it to include the NDP and other planning instruments including the prioritized actions suggested in this implementation roadmap.

³¹⁷ Few, Stephen (2013), Information Dashboard Design, California: Analytics Press

³¹⁸ <http://www.asia-pacific.undp.org/content/dam/rbap/docs/meetTheSDGs/SDG%20Dashboards%20UNDP-SIGOB.pdf>



The SDG Platform

The SDG Platform is an information dashboard that was created by UNDP with the idea of supporting a steering SDG body in the successful delivery of results on a broad and complex agenda like the SDGs. Paying special attention to partnerships, data and accountability (MAPS crosscutting elements) the concept of such a tool is one that helps not only monitor activities and progress on the agenda but also engage people in sustainable development.

The SDG platform is an information tool to be used by the highest Executive Office (President or Prime Minister) and/or the institutional body mandated to follow-up on the SDG implementation. In particular, it is designed to:

- (1) manage the implementation of the agenda, by helping coordination across institutions and identifying synergies and gaps to accelerate progress,
- (2) serve as engagement mechanism with nongovernment actors around the SDG agenda, by mapping how different actors in the delivery networks contribute to particular targets and goals,
- (3) support monitoring progress and country-led reporting on the SDGs to the appropriate in-country and international audiences

This tool, together with a political team at the steering body of the SDG agenda, will be able to facilitate coordination at the highest levels, apply a whole of government approach, and create long-term stakeholder engagement to the agenda to create public support beyond the political cycle, critical for successful implementation of long-term strategies. The SDG platform tool is a massive aggregator of data that combines information on initiatives (programs, projects and services) that contribute to the delivery of the SDGs, result indicators from different sources, and has capacity to produce automated reports. The initial analysis of on-going initiatives is akin to a rapid assessment, but the platform allows to keep the data “alive” to produce updated and on-the-spot reports.

The SDG platform allows to combine and explore massive data from on-going initiatives and different sources. Through a methodology of alignment, each of the initiatives is aligned to the SDG goal (s) and target (s) it contributes to, allowing for interconnectedness as each may contribute to more than one goal and target. Initiatives can also be georeferenced by municipality or to the level of granularity for this the country has information. They can also be tagged by gender approach, life cycle and targeted vulnerable group(s), be linked to the public and private institutions involved in the delivery of the initiative, and contain information on investments.

BOX 17: PANAMA'S SDG PLATFORM

In a pilot created for the government of Panama, the SDG Platform compiles information from the Presidency results-based management system. An initial alignment exercise involved more than 2K on-going government initiatives and a total investment of USD. 25+ billion that are under the supervision of the Office of the President (Secretaría de Metas) and are part of the Government priorities. In the future, additional portfolios of programs, projects and services will be added from sectorial implementing bodies, as well as non-government initiatives run by private sector and civil organizations.



VI. INSTITUTIONAL SDG COORDINATION

The integrated approach implicit in the Sustainable Development Goals requires increased intersectoral coordination, a whole-of government approach and increasing involvement from stakeholders from civil society, private sector and academia. Implementing the 2030 Agenda demands a shift in political culture, participation and strengthening of dialogue and cooperation between public and private-sector stakeholders at national, regional and local levels of administration. In the two and a half years since the adoption of the 2030 Agenda, the countries of the region have been establishing coordination mechanisms and planning instruments for the SDGs and building multi-stakeholder partnerships³¹⁹.

The mechanisms and institutions responsible for implementing the 2030 Agenda should orient policy towards achievement of the Goals; coordinate different institutions and sectors; mobilize resources and direct spending; manage partnerships; and perform reporting, monitoring and evaluating functions.

The trend observed in most countries has been to couple these institutional mechanisms with high-level political decision-making entities that have a mandate for intersectoral coordination; in the majority of cases, the technical secretariat functions are delegated to planning agencies or to the office of the head of Government. The countries have followed two methods: assigning new responsibilities to existing institutions to reflect the new challenges or creating new institutions with specific functions.

The government of Curaçao is firmly committed to integrating the 2030 Agenda into the national development processes. To do so effectively, this will require a strengthened public policy coordination architecture, entailing internal coordination within the Government, as well as mechanisms to engage with the broader stakeholder community, civil society and the private sector, and international organizations supporting SDG implementation. This participation would help build consensus and engagement around key development challenges, and in this also help to overcome social and institutional fragmentation, in line with the National Development Plan's objectives of National Identity and Good Governance and Leadership.

Curaçao's current structural inter-ministerial coordination mechanisms for follow up on national and sectoral development plans and policies are the **Council of Ministers** and the **Council of Secretary Generals**. There are also a number of ad hoc working groups at the ministerial and sectoral level around specific policies or topics, such as the economic working group of the National Development Plan, the ministerial group on optimization of government and the policy consultation group on the Urgency and Coalition Program.

The main national **consultative bodies** are:

- The Social and Economic Council, consisting of a Board of eight members: four representatives of the business world, of which two representing employers and two employees; two persons from civil society; and two persons appointed outside from public service, industry and NGO circles. It serves as a permanent board of advice of the government on matters of a socio-economic nature.
- The National Dialogue 'Kòrsou ta Avansá', that has a tripartite character, consisting of representatives of government, employee and employer organizations and is chaired by the Prime

³¹⁹ <https://foroalc2030.cepal.org/2018/en/documents/second-annual-report-regional-progress-and-challenges-relation-2030-agenda-sustainable>



Minister. This organ discusses “in a structured and institutionalized manner...the ambitions, plans and wishes with regards to the long term economic and social policy of the country and the issue of labor and employment in its broadest sense”. Amongst other, it bases its analysis on proposals, reports, documents and studies regarding to social-, labor-, trade- and enterprise policy in the area of training, education, and expert development.

The UN MAPS mission discussed with Government officials and the Prime Minister’s Office the options for establishing a National SDG Commission with key stakeholders. This Commission would build on the structures created for the follow up of the National Development Plan and assume the follow up both of the NDP as well as the SDGs. It would have as its central mandate the articulation of the 2030 Agenda for Sustainable Development with the national planning and investment instruments, as well as monitoring and reporting on the SDGs.

The key criteria used for proposing the institutional set up for follow up on the 2030 Agenda were:

- To provide a robust system for follow up on national planning instruments related to the 2030 Agenda, the National Development Plan 2015-2030, and other national and sectoral plans.
- All coordinating mechanisms in the Commission should have an executive character in order to directly conduct planning and have responsibility for effective implementation.
- Not create new organizational commissions or working groups but use existing structures as far as possible (such as those set up for follow up on the NDP). The institutional set up would serve as a means to formalize and streamline existing inter-ministerial working groups. Organizational commissions or working groups, should be small, focused and with participants that have time and commitment.
- It should formalize mechanisms for participation of civil society, private sector, academia and others.
- The institutional set up should be flexible and open to future amendment.

In this context, the following proposal is made for the organization of **Curaçao 2030: National Commission for the 2030 Agenda and the SDGs**:

Structure and functions of the Commission:

Council of Ministers:

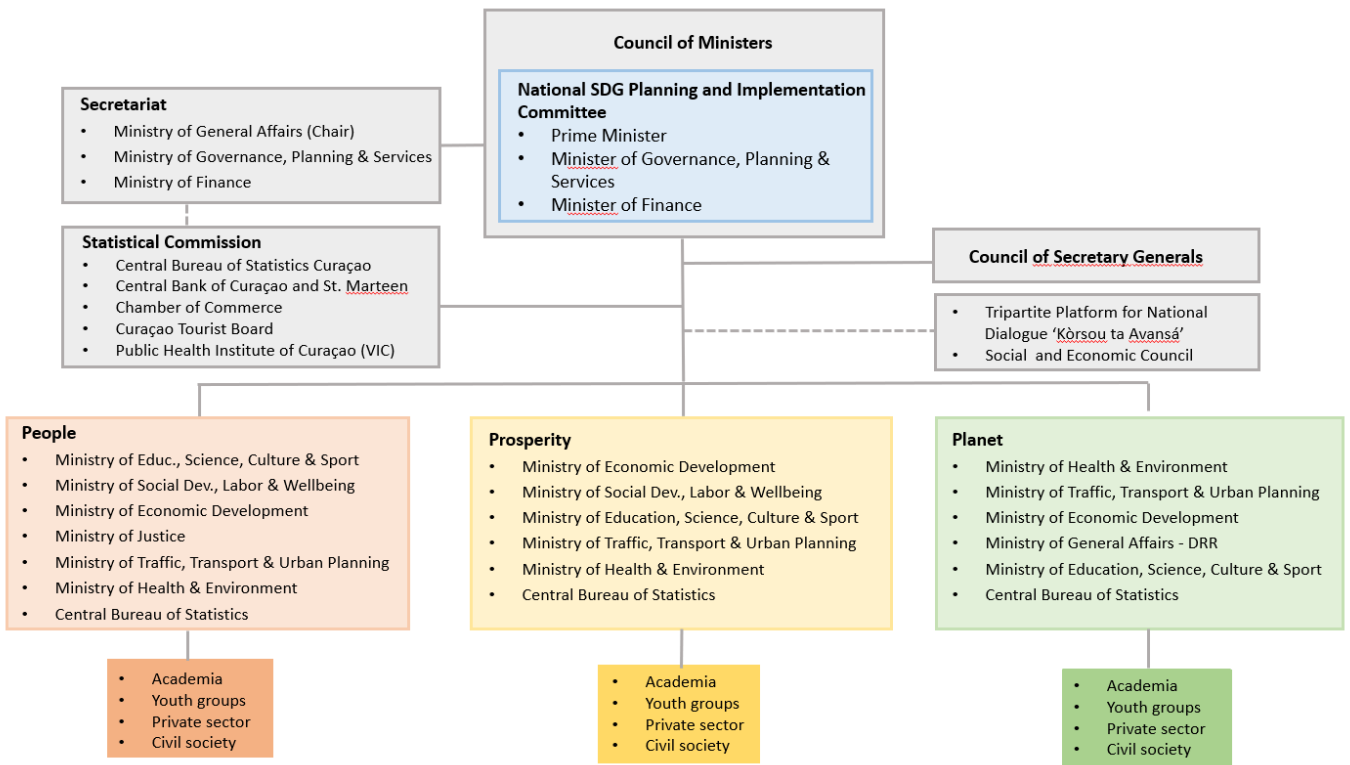
The Council of Ministers is the highest-level coordination mechanism of Curaçao and meet on a weekly basis to review, discuss and decide on national policies and programmes and other government priorities. This organ could include in its agenda on a quarterly basis a review of SDG related issues. Its functions vis-à-vis the 2030 Agenda are high-level and include the following:

- Coordinate the implementation of the 2030 Agenda for Sustainable Development, defining the mechanisms and interventions for this purpose, in line with national planning and investment instruments.
- Instruct and facilitate that government departments and public entities adopt and adapt in their planning instruments the 17 Goals and the relevant targets of the 2030 Agenda for Sustainable Development; as well as adopt the corresponding indicators for the monitoring of these targets.

Determine the appropriate institutional strategy for achieving alignment and implementation of new and existing planning instruments.

- Promote the coordination, articulation and synergies of national and sector policies, plans, programs and projects and Government institutions, as well as with the private sector, academies, civil society, labor unions, media, the UN and international development agencies, and other stakeholders, for the effective implementation of policies related to 2030 Agenda and the SDGs.
- Ensure the coordinated collection and production of statistical data under the coordination of the CBS to allow for measuring progress on fulfillment of the SDGs and their targets and take informed decisions based on evidence.
- Ensure adequate monitoring of progress in meeting the SDGs, and report on advances to the public.
- Instruct coordination of national consultations on Sustainable Development as necessary.
- Exercise other functions that derive from the previous ones.

FIGURE 21: CURAÇAO 2030: NATIONAL COMMISSION FOR THE 2030 AGENDA AND THE SDGs



National SDG Planning and Implementation Council

This is a new body integrated by the Ministers that have global oversight functions in terms of planning and implementation of public policy: the Prime Minister, the Minister of Governance, Planning and Services, and the Finance Minister. Additional Ministries may be invited to address specific sectoral issues. This Council would ensure the effective implementation of the SDGs through public policy, planning, programs and actions, and monitoring and evaluating progress on the SDGs and their respective targets. The Council will be supported by the SDG Secretariat which will liaise between the various sub-



commissions and consultative bodies. The Council would bear responsibility for steering the Secretariat and informing the Council of Ministers. It would meet on a bi-monthly basis and have the following **functions as related to the SDGs:**

- Decide on the necessary mechanisms, methodologies and processes for the implementation of the 2030 Agenda and reaching the SDGs, ensuring institutional effectiveness within the Government structures.
- Identify challenges and gaps in implementation and propose solutions, monitor and report on progress on the SDGs, identify measures for strengthening the statistical capacities of the country.
- Identify and clear political roadblocks.
- Facilitate the preparation of the Voluntary National Reports to be presented at the UN High Level Political Forum on Sustainable Development, the Forum of the Countries of the Americas Latin America and the Caribbean on Sustainable Development, or any other body.
- Promote inter-ministerial coordination and public- private partnerships for the implementation of strategies that aim at the achievement of the SDGs.
- Recommend financial mechanisms and ensure adequate budgeting to permit adequate resource mobilization for the SDGs.
- Promote national and international cooperation mechanisms and knowledge exchanges to strengthen the capacities for attaining the SDGs and provide inputs for advancing on the SDGs.
- Establish communication strategies and awareness raising campaigns on the 2030 Agenda, the SDGs and progress towards their achievement.
- Other function for progressing on the 2030 Agenda and the SDGs.

National SDG (Planning and Implementation) Secretariat:

- The Secretariat will be the backbone of the National Commission for the 2030 Agenda and the SDGs facilitating a well-functioning National Commission. The Secretariat will be formed by representatives (technical and/or political aides) of the Ministry of General Affairs, the Ministry of Governance, Planning and Services and the Ministry of Finance, with participation of other ministries as necessary. The lead role will be assumed by the Ministry of General Affairs. The secretariat should be trained in tools and methodologies that can support the respective sub-commissions.

The function of this Secretariat will be:

- Convene the meetings of the sub-commissions, preparing agenda and meeting minutes.
- Prepare and submit documentation for the bi-monthly SDG Council meetings. Present in each bi-monthly meeting updated reports, including technical documents, on the execution and progress of the plans and projects of the Commission and sub-commissions.
- Prepare and submit documentation for the Quarterly Council of Ministers SDG meetings. Present in each quarterly meeting updated reports, including technical documents, on the execution and progress of the plans and projects of the Commission and sub-commissions.
- Prepare and submit, together with the sub-commissions an annual action plan for the consideration of the SDG Council and the Council of Ministers; prepare annual report based on this action plan.



- Support the inter-ministerial coordination for implementation of the 2030 Agenda and the SDGs, facilitating the sub-commissions.
- Ensure the adequate mechanisms for monitoring and reporting on advances on the SDGs and provide updated information to National SDG Council and the Council of Ministers.
- Coordinate the implementation of communication strategies and awareness raising campaigns on the 2030 Agenda, the SDGs and progress towards their achievement.
- Guide consultations processes related to the 2030 Agenda and the SDGs internally in the National Commission and with other public & private stakeholders.
- Other tasks assigned by the commission relevant to the 2030 Agenda and the SDGs.

Statistical Commission:

The Statistical Commission will have specific roles and responsibilities with regards to monitoring and reporting on progress on the SDGs. It will be formed by the current producers of official data, namely: the Central Bureau of Statistics Curaçao (CBS), the Central Bank of Curacao and St. Martin (CBCS), the Chamber of Commerce (KvK), the Curaçao Tourist Board CTB) and The Public Health Institute of Curaçao, (VIC). In particular, the Central Statistical Bureau, ascribed to the Ministry of Governance, Planning and Services, has a central role in the production and collection of indicators to measure progress on the SDG targets. Amongst other, it manages the National Socioeconomic Database which collects data from all the Ministries of the Government of Curaçao, the State-Owned Enterprises (SOE's) and NGO's, the Central Bureau of Statistics and the Central Bank of Curaçao and Sint Maarten, and gives insight into SDG data (see chapter on data). These structures are crucial for measuring progress on fulfillment of the SDGs and their targets and will have an important technical support role for the whole Commission as well as for the Sub-commissions on Prosperity, People and Planet. The CBS will participate as part of the Sub-commissions to facilitate compilation and assessment of data. Its suggested functions are:

- Conduct an initial feasibility, and subsequently periodic, evaluation of measurement of Indicators proposed at the international level.
- Generate and keep updated the Single Indicator Matrix, including its technical and institutional registration system that ensures the quality of the information that is generated.
- Manage, with the support of the sub-commissions, the compilation of the data of the sources identified as the most appropriate for each indicator.
- Propose a Map of SDG Indicators, their baselines and their targets, for each sub-commission.
- Propose to the thematic sub-commissions the statistical development plans necessary to comply with the effective monitoring of the indicators, especially for those considered in Tiers II and III of the Global Indicator Framework.
- Support the Sub-commissions in the establishment of national targets and indicators that are not clarified or specified in the overall map.
- Provide the National SDG Secretariat with the corresponding official data for the preparation of the various follow-up reports that will be required, for global, regional and national scenarios.
- Propose to the SDG Secretariat measures for strengthening the statistical and monitoring capacities of the country.
- Tend to any other requests of the Commission and the sub-commissions related to the development of their work plans.



Consultative bodies:

Both the Social and Economic Council and The National Dialogue 'Kòrsou ta Avansá' should act as sounding boards on progress and execution and be kept regularly informed by the National Planning and SDG Integration Committee and/or the 2030 Agenda Secretariat.

The task of the Social and Economic Council is to advise the government on all issues that are of socio-economic nature, upon request from one or more ministers or on its own initiative; and that of the Diálogo National, to assess and advice on economic and social policy and the issue of labor and employment. These functions will remain and take into account the 2030 Agenda, the SDGs and their specific targets and indicators. The advice given by these bodies will aim at supporting a coordinated and coherent implementation of the 2030 Agenda. They will also be key for discussing prioritization and tradeoffs between objectives to help prioritize action.

Council of Secretary Generals

The SG Council will serve as a coordinating mechanism, with briefing on progress of SDGs and the 2030 Agenda to feature as a regular agenda item, as necessary, during their bi-weekly meetings.

Sub-Commissions: People, Prosperity and Planet

The MAPS mission detected a number of commissions and ad hoc working groups in different thematic areas. Under the Ministry of Economic Development, there exists today different types of working groups for following up on the goals regarding the economic pillar of the National Development Plan; in the social area, there are ad hoc groups for collaboration in neighborhoods around the Urgency Program; likewise, under the Ministry of Health, Nature and Environment, there are commissions established for Disaster Risk Reduction, water and ocean management, and pollution. Several of these commissions or working groups consist of the same members that cover different areas of work.

There is thus an opportunity for, on the one hand, formally structure these working groups and bring them together to allow for more coherence and oversight, and on the other, better streamline the work carried out in these commissions or working groups in order to achieve greater effectiveness.

The proposal is to organize the line ministries in three major sub-commissions: People, Prosperity and Planet, with the membership depicted in Figure 21.

It is suggested that the sub-commissions meet on a monthly basis, to establish annual workplans, discuss progress and coordinate inter-ministerial interventions, review progress on these and current policies and sectoral planning instruments and support the existence a monitoring system and measurement of advances in targets. Quarterly, these Commissions will meet with non- State stakeholders, to ensure participation and engagement in the implementation of the 2030 Agenda.



The functions of the sub-commissions are:

- Prepare, implement, monitor and report an annual action plan based on existing planning instruments and prioritized interventions;
- Prepare and propose to the Commission, the methodologies that are necessary for the national appropriation of the 2030 Agenda for Sustainable Development, in terms of planning instruments at sectoral and territorial levels.
- Collaborate, at the request of the members of the Commission, on the design of public policies that lead to the achievement of the established goals.
- Support the establishment of national targets and indicators, the compilation of the data for indicators, and establish and implement statistical development plans to comply with the effective monitoring.
- Present updated reports on the execution and progress of the plans and projects of the sub-commission.
- Maintain close interaction with the SDG Secretariat.
- Report upward to the relevant Ministers.
- Ensure compliance with the work programs sanctioned by the Commission.
- Maintain a dialogue and coordinate with non-state stakeholders that are part of the sub-commission.
- Other functions and tasks assigned by the National Commission.



VII. PARTNERSHIPS AND AWARENESS-RAISING

Building momentum among key stakeholders

Implementing the 2030 Agenda requires the participation of all members of society: besides the government, NGOs, the private sector, the media and civil society all play a role in realizing the ambitious and transformative SDGs. Therefore, the commitment and participation of local stakeholders is essential. SDG communication and awareness-raising can help engage all members of society, build ownership of the goals and stimulate effective local implementation efforts. It can also aid the creation of solid, inclusive partnerships, which is essential when seeking to localize the SDGs.

The SDGs are inherently interlinked with the daily work of **local government officials**. At the same time, the government is perfectly equipped to link the SDGs to local contexts, establish mechanisms for citizen participation and stimulate institutional accountability around SDG implementation. Therefore, the sensitization of government officials is key.

Support for building momentum around the SDGs from within the government:

- United Cities and Local Governments developed [The SDGs: What Local Governments Need to Know](#); a report that aims to inform local government officials about the SDGs and guide implementation efforts. An accompanying [app](#) is also available
- United Cities and Local Governments developed [The Role of Local Governments in promoting gender equality for sustainability](#)
- The Basel Institute of Commons and Economics released a helpful [tool](#) to inform policymakers about the SDGs and guide them in prioritizing implementation efforts. The tool gives insight into which SDGs should be targeted to maximize local impact while minimizing the need for financial resources. Moreover, it maps the ways in which SDGs are interconnected.

Since **Parliamentarians** are an essential link between the Government and stakeholders, as well as having legislative, budgetary and oversight powers, Parliament's support to the 2030 Agenda is of particular importance for its success. At the same time, the SDGs are highly relevant to Parliamentarians, seeing as most of the issues coming before Parliament have a clear link to the SDGs. During the MAPS mission, the Curaçao parliament demonstrated a strong commitment towards the 2030 Agenda, and towards ensuring the highest living standards possible for all citizens of Curaçao. Parliamentary SDG engagement can be multifaceted; spanning coordination, lawmaking, budgeting, monitoring, and facilitating public participation. Using the resources below, Parliamentarians can be guided effectively in doing so.

Support for parliamentary engagement with the SDGs:

- ['Parliament's Role in Implementing the Sustainable Development Goals'](#) guides parliamentarians in how they can play an effective role in SDG implementation.
- [Parliaments and the SDGs](#) is a self-assessment toolkit that helps parliaments assess their preparedness for SDG engagement, and assist in creating helpful partnerships, mechanisms and strategies.
- [The 'Guide for Parliamentary Engagement in Implementation, Monitoring and Evaluation of the SDGs' is another helpful guide for parliamentarians or engagement in implementing, monitoring and evaluating the SDGs.](#)



The International Organization of **Supreme Audit Institutions** (SAIs) recognizes that SAIs play an important role in the implementation of the 2030 Agenda and the SDGs. The role of SAIs with regard to reviewing and monitoring the implementation of the SDGs is carried out via the following four approaches^{320, 321}:

- ✓ Assessing the preparedness of national governments to implement the SDGs,
- ✓ Undertaking performance audits in the context of the SDGs,
- ✓ Contributing to the implementation of SDG 16, which envisages effective, accountable and transparent institutions, and
- ✓ Possibilities for SAIs to act as models of transparency and accountability in their own operations.

The Organization of Latin American and Caribbean Supreme Audit Institutions (OLACEFS) has actively contributed to advancing the 2030 agenda within Supreme Audit Institutions. It has coordinated a coordinated audit on SDG preparedness in Latin America (see Box xx) and has also issued guidance notes on the role of SAIs and the promotion of citizen participation³²². Likewise, the attention to the matter has been raised in the Caribbean Organizations for SAIs, CAROSAI.

The MAPS mission meeting with the Supreme Audit Institution of Curaçao showed a keen interest in engaging in the 2030 Agenda. There is already a team constituted for auditing SDG preparedness, and previous audits on the Ministry of Social Affairs and the Ministry of Health and Environment are useful inputs for guiding SDG work in these sectors. The SAI participated in the HLPF in 2017 in an event on audits for SDG preparedness, as well as on a training on gender audits undertaken in Chile. It has also held conversations with the Prime Minister and Government on undertaking SDG related audits.

The Supreme Audit Institution of Brazil (TCU) and the 2030 Agenda

The Federal Court of Accounts of Brazil (TCU) has been actively engaged in the 2030 Agenda. In line with United Nations resolution 69/228/2014 and the INTOSAI Strategic Plan, TCU developed a strategy to evaluate the preparation of national governments to implement the 2030 Agenda. This strategy includes the following actions:

- TCU was one of the first SAIs to undertake preparation audits at a national level³²³;
- Internationally, the TCU led a coordinated audit with 11 Latin American countries to evaluate the preparation of national governments for the implementation of the SDGs. In addition, an analysis of the context for target 2.4, related to sustainable food production, was undertaken.
- Several communication products are currently being prepared to disseminate the results of this coordinated audit.
- The methodology created by the TCU is being replicated in another coordinated audit under the collaboration of OLACEFS and IDI / INTOSAI in SDG 5 (gender equity);
- The TCU also participated in the preparation of the IDI / INTOSAI Guide document to enable auditors to carry out preparatory audits;

³²⁰ <http://www.intosai.org/about-us/sdgs-sais-and-regions.html>

³²¹ <http://www.idi.no/en/elibrary/cpd/auditing-sustainable-development-goals-programme#document-auditing-preparedness-for-implementation-of-sdgs-a-guidance-for-supreme-audit-institutions>

³²² "On the promotion of citizen participation in monitoring and control of Sustainable Development Goals – 2030 Agenda"

"SAIs and their contributions with a view to achieving the SDGs"

³²³ revista.tcu.gov.br/ojs/index.php/RTCU/article/view/1356/1501

- Furthermore, the TCU has developed an online course on the role of SAIs in the implementation of the 2030 Agenda. To reach a larger number of stakeholders, this course will be offered in English, Spanish and Portuguese and will be available at any time without the need for tutors, in the MOOC mode.
- In addition, the TCU prepared a chapter of the National Voluntary Report presented by the Brazilian government in 2017 at the United Nations High Level Political Forum in New York on governmental actions for the implementation of SDGs.



The government should collaborate with the **private sector** to help align local business practices with the SDG targets. Moreover, the product and service distribution channels of the private sector can be utilized for communication and advocacy efforts. A public-private partnership platform for SDG awareness, information and innovation can help to incite new ideas and spark meaningful collaborations.

Support for private sector engagement in the SDGs:

- The document [‘Inclusive Business Policies: How Governments can Engage Companies in Meeting Development Goals’](#) can be used by the government as a guidebook for stimulating private sector participation.
- The [SDG Compass](#) aims to help businesses with SDG action and implementation.
- [Gender Equality Seal Certification Programme for Public and Private Enterprises: Latin American Companies Pioneering Gender Equality](#). With the adoption of the 2030 Agenda for Sustainable Development, the Gender Equality Seal Certification Programme provides a concrete tool for the public and private sectors to come together to help achieve the Sustainable Development Goals by reducing gender gaps and promoting both equality in the workplace and women’s economic empowerment.
- To encourage private sector investment in sustainable businesses, an analysis of market opportunities is provided in: [“Better Business, Better World. Sustainable Business Opportunities in Latin America and the Caribbean.”](#)



The **Tripartite Platform for National Dialogue** can function as a key mechanism for SDG implementation. As was already suggested in the National Development Plan³²⁴, the Tripartite can play an advisory role for the government towards sustainable development. This can be accomplished through the creation of a working group or advisory council. *Chapter (9)* provides more information on the proposed institutional mechanisms for SDG implementation. An SDG workshop day should be organized with future SDG advisory bodies, to ensure adequate knowledge on the 2030 Agenda. Moreover, organizations participating in the Tripartite could conduct dialogues and focus groups with their members, to ensure that Tripartite delegates advising on the SDGs make full use of the knowledge and resources of their backing.

The **Social and Economic Council (SEC)** can also play an important role towards implementing the 2030 Agenda. Similar to the Tripartite Platform for National Dialogue, SEC should function as an advisory body to the government to ensure effective implementation, monitoring and evaluation of the SDGs. See *Chapter (9)* for information on how the Social Economic Council can function as an SDG advisory body. Moreover, the SEC should specifically be consulted for participation in achieving progress on accelerators Poverty Reduction and Sustainable, Inclusive Growth (*Chapter 4.1* and *4.3* respectively). An aforementioned workshop day with advisory bodies could ensure that the SEC is also up to speed with the 2030 Agenda.

Youth engagement is essential for a building strong commitment around the SDGs and creating a long-term vision. During the youth workshop of the MAPS mission, youth delegates expressed the need for more platforms through which youth can voice their views, needs and beliefs. Hosting workshops or debates at schools, universities or in communities can be a way of achieving this. Moreover, youth should be given the chance to participate in dialogues with political decisionmakers and other stakeholders: youth representatives should be invited to participate in the aforementioned communications and advocacy working group. Additionally, youth engagement on the SDGs should be specifically targeted through formal and informal education systems. This Roadmap includes recommendations – formulated together with youth representatives – of priority interventions around which youth could be actively engaged (*Chapter 4.5*).

The government should promote participation of **civil society organizations** and other members of civil society through inclusive debates and dialogues; both at the community level, as well as at the government level. Marginalized, excluded and discriminated groups (migrants, LGBT, sexual workers) should specifically be given a platform for voicing their opinions. The suggested working group on communications and advocacy is one method for fostering this participation and dialogue. Moreover, the use of a MY World (or MY Curaçao) platform could create a space for citizens to connect and engage with decisions makers and generate an open dialogue. The participation of NGOs in the implementation of social policies is an opportunity for linking to the SDGs explicitly to targets and indicators for progress on the Agenda. This Roadmap's chapter on poverty reduction (*Chapter 4.1*) provides more information on engaging civil society in the implementation of social policies.

³²⁴ ndp



The inclusion of Women's movements and organizations are key to raise awareness on gender inequalities and highlight the multiple dimensions of poverty that women and girls can suffer and overall limit or in some cases decelerate the achievements of SDGs. Their participation is also fundamental due to the absence of a National Gender Equality Mechanism in Curaçao (Ministry or Bureau) that could represent their voices, need and interests and show their contributions to the 2030 Agenda.

The **media** plays a large role in building momentum around the SDGs. Therefore, is important to build a strong appreciation for the 2030 Agenda across the media landscape, for instance through trainings and activities for journalists. This will enable them to influence key decision-makers and the public through effective reporting on the SDGs. The following section provides ideas on awareness raising campaigns, including involvement of media.

Advocacy and awareness-raising

Advocacy and awareness-raising in the context of the SDGs should revolve around the universal and integrated nature of the 2030 Agenda — connecting the global and local, leaving no one behind, promoting human rights and gender equality, and addressing the economic, social and environmental dimensions of sustainable development. It is important to ensure the participation of all segments of society, particularly the marginalized and the vulnerable. Besides spreading knowledge about the SDGs among citizens, empowering them to engage with the SDGs in their daily lives is key.

Education is an essential means of spreading the knowledge, skills, values and mindset needed to achieve sustainable development. It is important that the SDGs are integrated into both formal and informal means of education. Formal education initiatives need to be officially approved by education authorities. Some examples of formal education initiatives include teacher trainings, textbook development, collaborations with parent-teacher associations and SDG education programs. Examples of informal education initiatives include conferences, events hosted in museums or libraries, pop-up information booths, youth groups and massive open online courses (MOOCs). More information in using education as a tool for sustainable development can be found in *Chapter 4.2*.

Support for developing SDG education:

- [Education for Sustainable Development Goals](#), a guidebook created by UNESCO, guides readers on how education can be used for SDG implementation.
- The '[World's Largest Lesson](#)' online platform offers tools and guidance for individuals seeking to host a workshop, lesson or lecture about the SDGs.

In Colombia, the efficient use of social networks and online applications helped to broaden the scope of national consultations on ODS nationalization and analyze feedback. An SDG web platform (<https://www.ods.gov.co/>) was created, and the media was widely used in the consultations to promote a multi-stakeholder approach. The consultations used discussion platforms, online questionnaires and surveys, social networks such as Facebook, Twitter and other platforms. All the data collected was disaggregated by sex.



Good Practice (Regional): In Bolivia, Colombia, Ecuador, Peru and Guatemala, the United Nations Volunteers (UNV) program launched in 2016 an initiative called Youth for the Sustainable Development Goals, whose groups are known locally as Youth for the SDGs. It positions young people as agents of change and trains and empowers them to participate in their communities in debates and events related to the SDGs. Aligned with the 2030 Agenda for Sustainable Development, these workshops offer young people opportunities to participate actively in the achievement of the SDGs.

The creation of an **SDG Communication and Awareness Raising strategy** is critical for building momentum around the SDGs. This strategy should include the following communication elements³²⁵:

- *The overall objective of the awareness-raising and communication efforts*
- *The target audiences*: put an emphasis on “leave no-one behind” – determine how women and girls, minorities and underprivileged citizens will be reached
- *Description of actors responsible for awareness-raising and communication efforts*
- *Key messages that aim to be conveyed around the SDGs*: It is important to hone in on specific SDGs, rather than seeking to tackle all of them at once. This Roadmap can be used as a guideline for prioritizing SDGs that should be emphasized within the local context.
- *Clear goals and targets for awareness-raising and communication efforts*
- *Monitoring mechanisms for tracking progress*: Progress on local implementation should be monitored in a transparent manner. One way to achieve this is by creating an online community dashboard that is open to the public. This dashboard should be updated on a regular basis.
- *Range of methods and tools that will be utilized*

In this context, **media campaigns** are effective tools for engaging a broad array of citizens with the SDGs. Campaigns should emphasize the local relevance of the SDGs and should relate to the challenges Curaçao citizens currently face or might face in the future. Topics include poverty and inequality, energy, air quality, housing, pollution, gender inclusivity, water management, nature resource conservation and climate change. These campaigns should be designed using the local language, Papiamentu.

Moreover, a broad range of **activities** can be organized to expand ownership of the SDGs while tapping into the power of local cultures and traditions. These activities can take the form of exhibitions showcasing successful projects or stories, concerts, bike rides, events, pop-up museums and award ceremonies amongst other things. What is important is that these events are inclusive, and that they do not exclude marginalized or vulnerable parts of the population.

Examples and resources for designing media campaigns and activities include³²⁶:

- *Create a ‘We the Peoples’ exhibit*: Featuring photos, stories, art and a data playground, to showcase real emotions and experiences from people and display citizen data. We the Peoples exhibits have been hosted all around the world, including China, Colombia, Denmark, France, Indonesia, Korea,

³²⁵ UCLG, 2018. *Roadmap for localizing the SDGs*. Retrieved from: https://www.uclg.org/sites/default/files/roadmap_for_localizing_the_sdgs_0.pdf

³²⁶ SDG Action Campaign, 2018. *SDG Action Campaign Toolkit*. Retrieved from: <https://sdgactioncampaign.org>

Kosovo, Kuwait, Norway, Philippines, South Africa, Spain, Switzerland, Thailand and the US. An example of a We the Peoples exhibit can be found [here](#).

- *Create a Sustainable Development Goals day or week to spur public engagement:* Festivals or fairs, workshops in schools, media campaigns, radio shows, exhibits and award shows can be hosted during this week. Suggested days: UNGA (Sept), 17th October (World Poverty Day), UN Day (24th October), Mandela Day (18th July).
- *Organize a local award competition and ceremony:* To award the best local initiatives towards SDG implementation.
- *Host a virtual reality screening:* Screen films that the UN SDG Action Campaign created together with Virtual Reality Series Project, to bring the world's most pressing challenges closer to home. Some films are downloadable through an [app](#).
- *Encourage stakeholders to join 'The World We Want':* This initiative provides an opportunity for multi-stakeholders -specifically marginalized members of society – to connect and become involved in SDG-related political decision-making processes on the local, regional and global level.
- *Create a 'My World' (My Curaçao) online platform:* This platform could showcase stories, photographs and interviews with local people. It could also be used as a way of connecting members of civil society to each other as well as to decision makers. More information can be found [here](#).

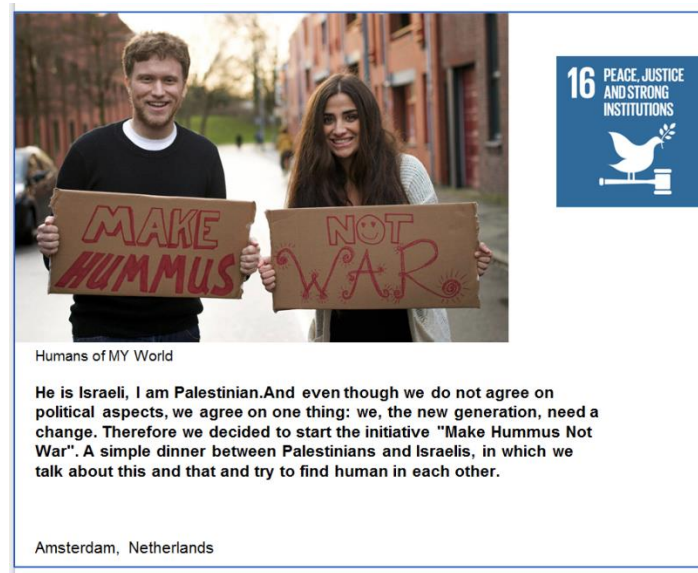


Figure (): Story from humans of my world [Facebook page](#)

Support for creating SDG media campaigns and activities:

- The [SDG Action Campaign](#) website gives tools, guidance and examples for organizing activities and action campaigns.
- The ['SDG In Action app'](#) tracks local actions and events surrounding the SDGs and gives people the opportunity to post their own SDG-related event
- The report ['SDGs in Your Municipality'](#) gives practical examples of SDG awareness-raising activities



Assigning local leaders as SDG ambassadors – individuals that are actively involved in advocating for the SDGs and working on their local implementation - can be a powerful tool towards SDG awareness-raising and communication. Examples of SDG ambassadors could be political leaders, actors, sportspeople, writers, artists or well-known business figureheads. By becoming local champions of the SDGs, these ambassadors can help the public gain insight into the local relevance of SDG implementation. A call for ambassadors could be organized through national associations. SDG ambassadors should collaborate with a variety of stakeholders such as civil society organizations, private sector, NGOs, academia, lobbyists, media and politicians to develop innovative solutions. Moreover, they should share their experiences, ideas and perspectives with local community members during public events, meetings and conferences. Appointing youth ambassadors can help to engage younger generations with the SDGs.

The word should be spread through traditional and social media to communicate the SDG agenda to all stakeholders. Make use of:

- *Social media platforms* (Facebook, Instagram, Twitter)
- *Traditional media* (TV, radio, and print): Identify opportunities to air and feature TV programs, radio shows, and news and magazine articles that focus on the SDGs.
- *Blogs and podcasts*: Hone in on personal, newsworthy stories that are interesting and relevant to the specific audience.
- *Webinars and Webcasts*
- *Brochures, newsletters, and knowledge products*

As much as possible, existing **networks, platforms and organizations for advocacy and awareness-raising** should be used. For example, SDG engagement could be connected to initiatives that were set up to promote awareness, participation and collaboration in the context of MDGs or social and environmental campaigns. However, the SDGs can also be used as a ‘fresh start’ for engaging with members of society and initiating innovative platforms for collaboration and participation.

Finally, Government could consider setting up an **Advocacy and Awareness-Raising working group**: This working group would function as an advisory body to political decision makers. Moreover, it would provide a platform for multi-stakeholder dialogue. The working group should constitute a diverse group of stakeholders, including representatives from marginalized communities, youth and minority populations.

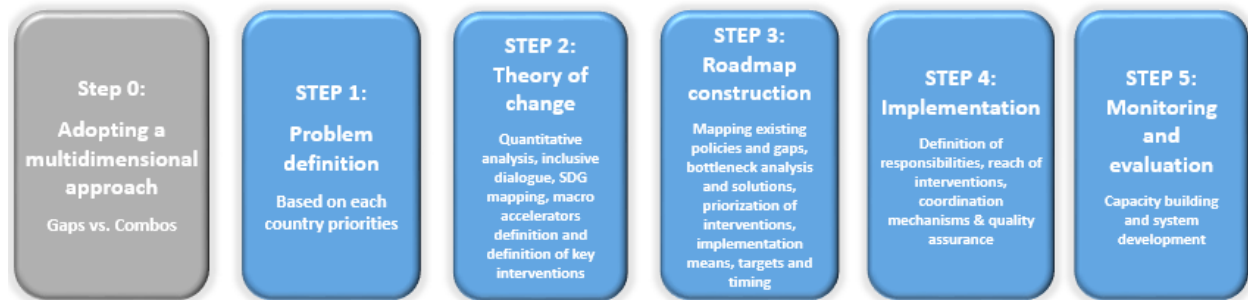
VIII. NEXT STEPS

This Roadmap for SDG implementation in Curaçao is intended to provide overarching guidance for implementation of the countries' development priorities, building on existing policy and planning instruments and in particular the National Development Plan 2015-2030. It identifies policy areas or accelerators that are lagging behind and/or that have a positive multiplier effect on SDG implementation, the priority interventions needed to achieve progress and, for some of the accelerators, the bottlenecks hindering progress on interventions and bottle neck solutions. Five key areas are depicted as priority accelerators:



It is important to note that during the mission, the suggestion of developing a health accelerator emerged. While recognizing the importance of health factors for development, due to time constraints it was not possible for the mission to address this issue separately. Actions related to health have been included in several of the proposed accelerators, but the Government should define if there is an interest in developing this area further following the methodologies used in the Roadmap. In this sense, the Roadmap should be seen as a living document, to be adjusted and enhanced according to emerging needs over time.

The methodology followed by the MAPS mission focused on constructing a Theory of Change and a Roadmap, with particular attention to the prioritization of key interventions and identification of bottlenecks (see Figure 22 below). The Roadmap also proposes an institutional setting for implementation of the SDGs, recommends actions related to data and monitoring systems, and reviews financing options. Throughout the document, best practices from other countries are highlighted to provide inspiration and exemplify possible actions.

FIGURE 22: STEPS IN CONSTRUCTING AND IMPLEMENTING AN SDG ROADMAP

Advancing on the SDG Roadmap will be a concerted and coordinated effort by all Curaçao's society, with a key role to be played by Government and in particular Central Ministries responsible for overall planning and financing. Implementation efforts going forward can follow the depicted steps 4 and 5 in Figure 22. Key actions recommended include:

As related to the **National Coordination Mechanism for the SDGs**:

- Validation of the proposed institutional structure and formal creation through a Decree or similar regulatory instrument.
- Based on current planning documents and the SDG Roadmap, definition of workplans at the level of Secretariat and sub-commissions, for approval of the National Commission.
- As part of the cross-cutting responsibilities of the National Commission, follow up on statistical capacities and production, as well as the establishment of an internal monitoring mechanism.

As related to the **Accelerators**:

- Validation of proposed accelerators and priority interventions, political as well as with broader stakeholder groups. Once political approval is ensured, it is proposed a launch of the Roadmap is made to provide for a devolution of inputs provided by different participants during the MAPS mission.
- Identification of key responsibilities of Ministries and other stakeholders in the implementation of the prioritized interventions.
- Detailed review of bottleneck analysis for prioritized interventions, and bottle neck solutions.
- Identification of available financing and other resources, and gaps to be addressed.
- Establishment of targets, including with baseline and timeline for fulfillment.

The above actions would feed into the formulation of the workplans of the sub-commissions.

As related to **Data**:

- Formalize the National Statistical System (NSS) with the CBS having the coordinating role to ensure that the collection, production and dissemination of official statistics are done in a coordinated way and for measuring progress towards the attainment of the SDGs.
- Develop a data sharing policy across Government departments through a Statistical Ordinance. In the meantime, introduce a data sharing policy across the public sector that encourages or



mandates government departments to share data with entities of the NSS for the purpose of official statistics, including for the production of SDG indicators.

- Establish a Statistical Committee comprising the CBS and the National Socioeconomic Database under the proposed Curaçao 2030 National Commission, which can implement a uniform or compatible ICT platforms between the two organizations to be adopted by the NSS.
- Establish data literacy workshops for non-statisticians in the public sector.
- Adoption of a unique identifier for official purposes, to allow for information on individuals and legal entities across different data platforms can be combined without duplication.
- Ensure the timely conduct of censuses and other national surveys.

As related to **internal monitoring systems**:

- Construction of a dashboard that set the baseline and track progress on key planning instruments, including the NDP, the Government programme, the Urgency programme and the SDG Implementation Roadmap/commission workplans.

As related to **financing**:

- Implement Results-Bases Budgeting (RBB) of specific programmes, ministries, or government's goals, in order to optimize expenditures.
- Parallel to the RBB, Curaçao could benefit from tagging or aligning budgets to the SDGs, to visualize the amount of public investment in the 2030 Agenda and informing decision making to finance national priorities.
- Optimize expenditure by improving delivery of outsourced-service contracts, to avoid overlaps and duplication of services.
- Assess the progressivity of fiscal systems and possible need for adjustments.
- Optimization of revenues through modernization of tax systems (e.g. digitalization), expansion of the tax base and improved auditing capabilities.
- Explore smart taxation alternatives, such as on alcohol, tobacco products and gambling and environmental externalities, including taxes that can shift consumer's behaviours and contribute to reduce future Government expenditures in health and/or climate and environment.
- Leverage innovative finance, including green and blue financing, to enhance the conditions of existing flows to frontload finance as well as adding value by reducing risks.

As related to **Awareness Raising and Partnerships**:

- Development SDG Communication and Awareness Raising strategy, based on elements contained in this Roadmap
- Ensure representative stakeholder participation in the SDG Sub-Commissions and identification of specific roles/tasks to be performed by different actors.
- Review curricula to include sustainability aspects as part of the standard education.



The UN MAPS mission thanks the Government of Curaçao and the stakeholders that participated in the consultations, workshops and meetings during the mission. Achieving the SDGs requires the commitment from all partners and Curaçao has set the course of their actions based on its national priorities, identified in a participatory manner. We are assured that Curaçao will continue working towards a sustainable society that does not leave anyone behind.



IX. APPENDICES

9.1 Rapid integrated assessment of Curaçao's planning framework

UNDP has developed a tool, the *Rapid Integrated Assessment (RIA)*, to help countries assess their level of preparedness for the implementation of the SDGs. This assessment constitutes the first step in building a country roadmap or action plan, reviewing the national planning documents to:

- Determine the relevance of the SDGs to the country context, both at the national and subnational levels.
- Provide an indicative summary of the level of alignment between plans/strategies (at national and sub-national level as required) for the implementation of the SDGs.
- Identify the interconnections between the SDG targets and sectoral areas of coordination.
- Identify sufficiency of data sources for the systematic monitoring progress of the SDGs.

METHODOLOGY

Using the principle of Universality as the anchor to localize the 2030 Agenda, the planning documents were reviewed based on how they incorporate the principles of (i) policy integration; and (ii) no one left behind. To proceed with the alignment exercise and develop an SDG profile of the country, the SDG targets are mapped against the targets of the national planning documents. Therefore, the SDG targets might fall under any of the following four categories:

- Not relevant for the country. The SDG target is not relevant to country policy development, or it relates to governance issues that are to be solved at the regional or global level³²⁷.
- Target aligned: a national target equivalent to the SDG target is reflected in the document. The stated national target can be fully or partially aligned with the SDG target:
 - Full alignment: there is a target in the national planning documents that corresponds to an SDG target, not only in text, but also in scope and ambition.
 - Partially aligned: there is a target in the national planning documents that corresponds to an SDG target, but not completely in either scope or ambition.
- Not aligned. There is no equivalent target in the national planning documents to the SDG target in questions. Each SDG contains two types of targets: “issue” targets (identified with numbers) and means of implementations targets, identified with letters. Only the issue targets are analysed.

Each SDG contains two types of targets: issue targets (identified with numbers, e.g. 12.1), and means of implementation targets (identified with letters, e.g. 3.d). Since policy documents usually do not

³²⁷ For example, SDG target 15.5 “Take urgent and significant action to reduce the degradation of natural habitats, halt the loss of biodiversity and, by 2020, protect and prevent the extinction of threatened species” is a country-relevant target, therefore it is included in the RIA analysis. However, it does not contain an inclusion aspect, therefore it is excluded from the RIA inclusion analysis. Conversely, SDG target 15.6 “Ensure fair and equitable sharing of the benefits arising from the utilization of genetic resources and promote appropriate access to such resources” is relevant to Curaçao, as well as containing an inclusion aspect. In other words, special attention should be paid to vulnerable and marginalized groups when implementing this target.



reflect in depth a means of implementation structure, the RIA analysis only includes issue targets³²⁸. To address the *leaving no-one behind* principle, which is embedded in how many of the targets of Agenda are constructed, the RIA looks at whether inclusion is contained in those national targets which reflect the SDGs which request it. In this case, inclusion is meant in its broad definition, this is having a focus on vulnerable, marginalized populations, which includes, but is not limited to, the gender dimension. Thus, inclusion in this analysis goes beyond economic empowerment, but whether those targets that call for a disaggregated analysis in terms of age, citizenship status, gender, or any other relevant characteristic, is indeed included.

The criteria to determine whether the targets do address inclusion are:

- Does the plan include indicators disaggregated and/or target group-focused indicators by sex, ethnicity, age, disability, migratory status, or geographical area?
- Do goals covered in the national plans identify relevant risks or issues related to exclusions derived from ethnicity, age, disability, migratory status, geographical area, gender, and discrimination against women and girls?
- Does the plan address in its objectives, targets and indicators exclusions derived from ethnicity, age, disability, migratory status, or geographical area, gender inequalities and/or discrimination against women and girls, as well as other related to the specific sector?

SDG COVERAGE AND ALIGNMENT ANALYSIS

The first step to localizing the 2030 Agenda is to review the level of alignment the national planning documents have with the SDGs, at the target and indicator level. Landing the 2030 Agenda at the country level involves both aligning plans with targets and making choices on actions to meet the SDGs. To process with the analysis, the Government of Curaçao provided a number of national planning documents. These documents reflect a variety of sectoral and agency specific plans for the coming years. The national documents provided by the Government of Curaçao include the following:

Curaçao National Policy Documents	
Name	Used in RIA Analysis
National Development Plan: Building on Strengths 2015-2030 (2017)	Yes
Urgency Plan – “Realizando Miho Kalidat di Bida den Bario” (2017)	Yes
Regeerprogramma 2017 – 2021 ^[17] _{SEP}	Yes
Actieprogramma Jeugdontwikkeling 2015-2030	Yes
Curaçao Harbor Policy (2013)	Yes
Curaçao: Building on the Power of the Past. Tourism Master Plan 2015-2020	Yes
Nationaal Plan van Curaçao ter Bestrijding van Geweld tegen Kinderen/Jongeren en Huiselijk/Relationeel Geweld (2018)	Yes
Strategies for Sustainable Long Term Economic Development in Curaçao (2013)	Yes
Strategisch Beleidsplan Ministerie van Justitie 2016-2020	Yes

³²⁸ Out of 169 SDG targets, 126 are considered as issue targets, while 43 are considered as means of implementation targets. Although all targets in SDG 17 refer to means of implementation, in practice, and for the purpose of the RIA analysis, they are considered as issue targets.



National Energy Policy for Curaçao: Building a Sustainable Future (2018)	Yes
National Report of Curaçao for the Third International Conference on Small Island Developing States (2014)	Yes
Risicoprofiel Curaçao 2017-2022	Yes
Policy Document for Transnational Education in Curaçao (2014)	Yes
National Integrity System Assessment: Curaçao 2013	Yes
Begrotingsaanschrijving voor het dienstjaar 2019	No
Towards a National Development Plan Process in Curaçao	No
Economic developments in 2016 and outlook for 2017	No
Curaçao Education For All Review (2015)	No
The economy of Curaçao and Sint Maarten in Data and Charts: Yearly Overview (2007-2016)	No
Kingdom of the Netherlands– Curaçao and Sint Maarten	No
Curaçao & Sint Maarten 2011: First Millenium Development Goals	No
Building a life, building a nation: facts and faces of regional migration and integration in Curaçao	No

Not all of the documents sent by the Government of Curaçao were suited for the purpose of a RIA. These documents were either reviews of past policies, assessments, brochures, or policy documents that didn't include concrete goals or objectives. However, some of these documents contain valuable information regarding the social, economic, and environmental characteristics of Curaçao. Moreover, some of the documents that were used in the RIA contained information that did not relate directly to SDG implementation, but is still worth mentioning. The section "Additional relevant information from documents" further delves into this.

Moreover, one must mention that various policy documents analysed in this assessment were created several years ago. An example is the '*Strategies for Sustainable Long Term Economic Development in Curaçao*' document, which was created in 2013. While these documents do not state a specific date of applicability, their current relevance should be re-evaluated.

Overall, the assessment found a 69% alignment of Curaçao's national planning documents with the SDG targets. This level of alignment highlights the Government's political will and commitment to achieve its vision of sustainable and shared prosperity. At the same time, it reveals that there is significant room for improvement. Table A1 presents a summary of the results of the analysis. There are 109 SDG targets considered as relevant for the country³²⁹. Figure 2 illustrates the alignment level for all the development plans.

The SDGs are grouped into coherent areas or themes (5Ps). When considering the level of alignment and the level of aggregation of all the planning documents, the following results (Tables A1 & A2; Figure A1,A2, & A3) are observed:

TABLE A1. SDG TARGET COVERAGE, INDICATOR COVERAGE, AND GENDER INCLUSION ASPECTS FROM CURAÇAO'S PLANNING DOCUMENTS, BY SDG.

³²⁹ Out of 126 targets considered for the analysis, for Curaçao 13 targets are not applicable. None- applicable targets are 1.1, 10.5, 10.6, 15.4, 16.8, 17.2, 17.4, 17.5, 17.8, 17.10, 17.12, 17.13, 17.15.



Sustainable Development Goals:		Target Alignment		Indicator Coverage		Inclusion Aspect	
		#/Total #	%	#/Total #	%	#/Total #	%
1	No Poverty	4/4	25%	1/4	25%	3/4	75%
2	Zero Hunger	3/5	60%	1/3	33%	0/3	0%
3	Good Health and Well-being	7/9	78%	0/7	0%	0/9	0%
4	Quality Education	6/7	67%	1/6	17%	2/7	29%
5	Gender Equality	2/6	33%	0/2	0%	2/6	30%
6	Clean Water and Sanitation	5/6	83%	2/5	40%	0/2	0%
7	Affordable and Clean Energy	3/3	100%	3/3	100%	0/1	0%
8	Decent Work and Economic Development	9/10	90%	0/9	0%	3/7	43%
9	Industry, Innovation, and Infrastructure	5/5	100%	1/5	20%	0/3	0%
10	Reduced Inequalities	2/5	40%	0/2	0%	1/5	20%
11	Sustainable Cities and Communities	6/7	86%	3/6	50%	0/6	0%
12	Responsible Consumption and Production	4/8	50%	1/4	25%	0/0	N/A
13	Climate Action	3/3	100%	1/3	33%	0/1	0%
14	Life below Water	5/7	71%	0/5	0%	0/0	N/A
15	Life on Land	0/8	0%	0/0	N/A	0/2	0%
16	Peace, Justice, and Strong Institutions	8/9	89%	0/8	0%	0/8	0%
17	Partnerships for the Goals	6/11	100%	1/6	17%	0/2	0%
Total		78/113	69%	15/78	19%	11/66	17%

TABLE A2. SDG TARGET COVERAGE, INDICATOR COVERAGE, AND GENDER INCLUSION ASPECTS FROM CURAÇAO'S PLANNING DOCUMENTS, BY P.

Ps	Target Alignment		Indicators Coverage		Gender Inclusion	
	#/Total #	%	#/Total #	%	#/Total #	%
People	22/31	71%	3/22	14%	7/29	7%
Planet	17/32	53%	4/17	24%	0/5	0%
Prosperity	25/30	83%	7/25	28%	4/22	0%
Peace	8/8	100%	0/9	0%	0/8	0%
Partnerships	6/11	55%	1/6	17%	0/2	0%
Total	78/113	69%	15/78	19%	11/66	17%

Figure A1. Target coverage level of all development plans aggregated, indicating full and partial alignment, for all SDGs.



SDG Alignment

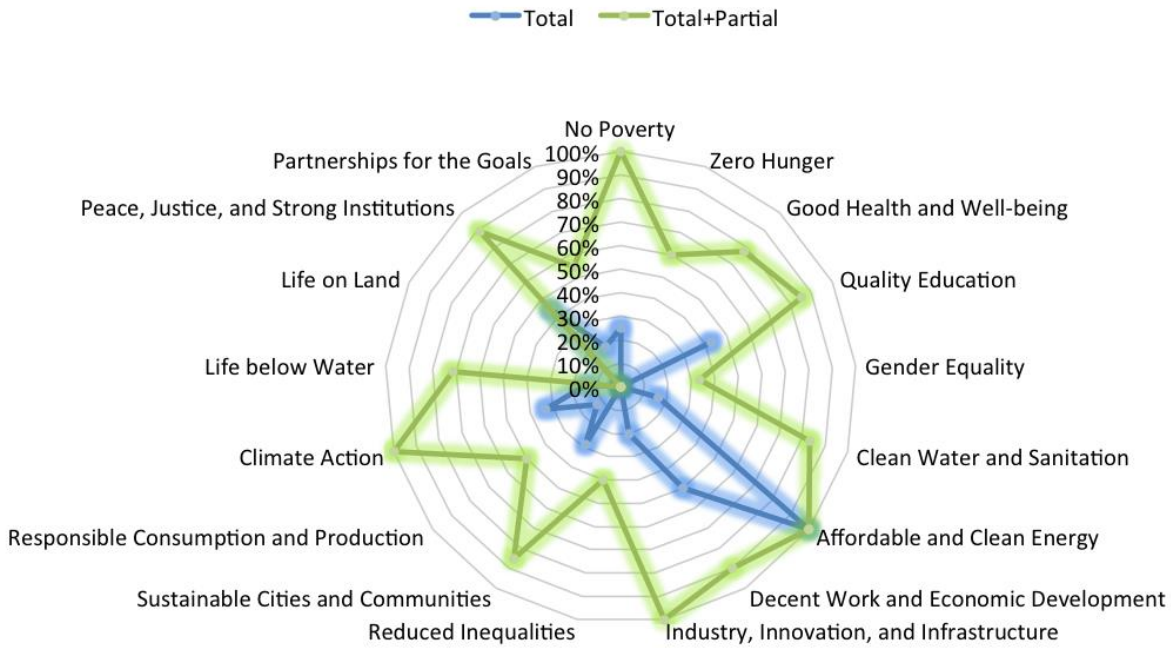


Figure A2. Target coverage level of all development plans aggregated, indicating full and partial alignment, according to people, partnerships, planet, peace and prosperity.

SDG Alignment

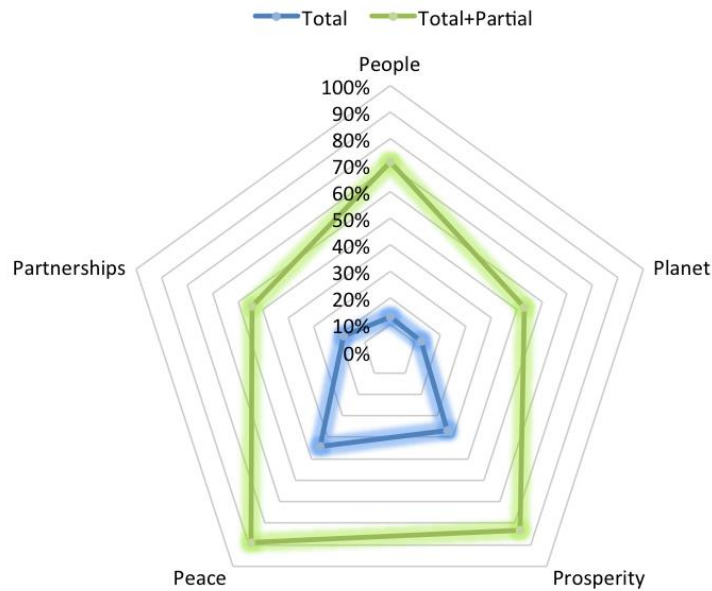
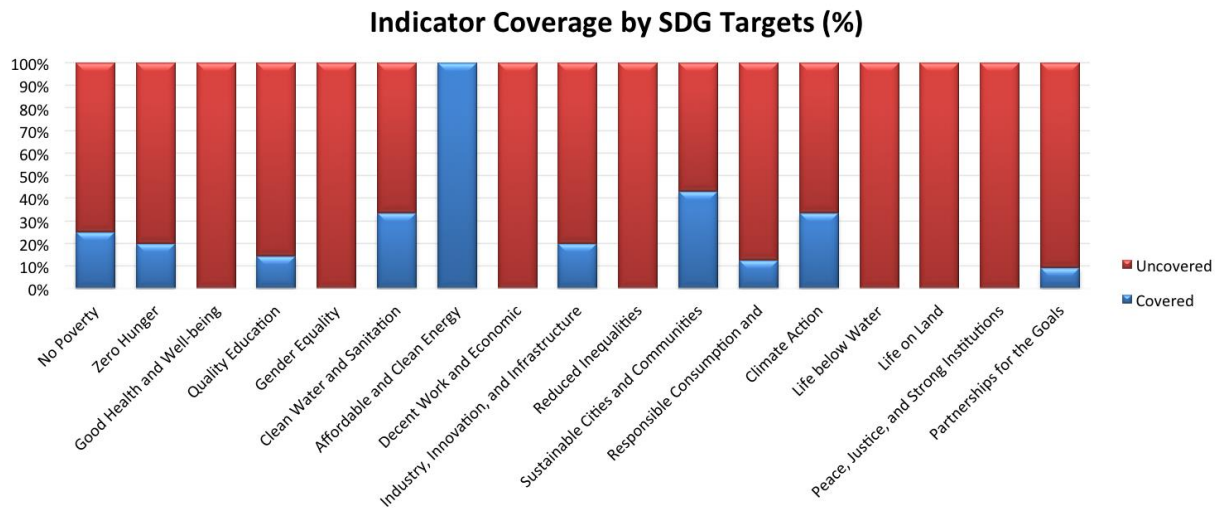


Figure A3. Indicator coverage by SDG targets (%)



MAIN GAPS IDENTIFIED

When analysing the coverage of SDG goals and targets within the national planning framework (Table A2, Figures A1 and A2), two types of gaps are identified:

1. SDG targets with no corresponding goal or strategy within the national planning framework (targets not covered in the analysed documents).
2. SDG targets are (partially) covered, but the scope and ambition of the national targets do not fully align with the ones defined in the SDGs (targets partially covered in the analysed documents).

SDG TARGETS NOT COVERED

It becomes clear that 34 out of 113 applicable targets are not reflected in the national planning framework.

- None of the 9 applicable targets related to *Goal 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss* were reflected in the national planning framework. This suggests that Curaçao is taking insufficient action to promote the sustainable use of natural capital and protect land ecosystems. It is important that Curaçao close this policy gap by formulating a strategic environmental management and conservation plan. This is especially pressing seeing as Curaçao’s main industries – energy and tourism – leave a significant impact on the natural environment.
- We found no mention of 4 out of 6 of the SDG targets related to *Goal 5: Achieve gender equality and empower all women and girls* within the national policy documents, while the remaining two SDG targets related to this goal were only partially reflected in the documents. For example, we find no evidence that the government is planning to take action on: recognizing and valuing unpaid care and domestic work (5.3), ensuring equal opportunities for women in the economic, political and public sphere (5.5) or ensuring universal access to sexual and reproductive health and rights (5.6).
- 3 out of 5 of the applicable targets related to *Goal 10: Reduce inequality within and among countries* were not reflected in the national policy documents. Future policy documents should address: the social, political and economic inclusion of all (10.2), the reduction of discriminatory laws, policies and practices (10.3) and the facilitation of safe and responsible migration and mobility (10.7).



- Regarding *Goal 12: Ensure sustainable consumption and production patterns*, we found that 4 out of 8 of the SDG targets were not aligned. Within the national policy framework, there is no mention of: implementing a 10-year framework towards sustainable production and consumption (12.1), tackling food waste (12.2), encouraging sustainable practices within the private sector (12.6) or promoting sustainable public procurement (12.7). The creating of a sustainable production and consumption plan or guidelines could close this policy gap.
- 5 out of the 11 applicable SDG targets related to *Goal 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development* were not covered. The government should seek to formulate concrete targets to: mobilize financial resources for developing countries (17.3), enhance regional and international knowledge sharing and cooperation on science, technology and innovation (17.6), improve environmentally sound technologies (17.7), and aiding capacity building in developing countries towards SDG implementation (17.9) and data monitoring (17.10).

SDG TARGETS COVERED WITH PARTIAL ALIGNMENT

According to our analysis, 53 of the 113 applicable SDG targets were partially aligned with Curaçao's national targets. As we detected a total of 78 aligned targets, this indicates that the majority of SDG targets are only partially reflected in the analyzed documents. This means that either the scope or the ambition of these 53 SDG targets is not fully reflected in the national planning framework.

- Regarding *Goal 1: End poverty in all its forms everywhere*, 3 out of the 4 applicable targets were partially covered in the national planning framework. Mostly, the ambition was aligned, while the scope was not. As an example, target (1.4) states the following: *By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance, as well as access to basic services*. The Curaçao National Development Plan states plans to “ensure participation of the poorest”, but doesn't elaborate on ensuring equal access to basic services or equal rights to economic resources, ownership over land, inheritance, natural resources, technology, financial services as stated in the target.
- Moreover, *Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture*, was insufficiently reflected in the policy documents. 3 out of the 5 targets were partially reflected, while the remaining two SDG targets related to this goal were absent. For the partially reflected targets, the ambitions were not aligned. Future policy documents should better address the ambition to: end hunger (2.1), tackle malnutrition (2.2), double agricultural productivity (2.3), ensure sustainable food production (2.4) and maintain the genetic diversity of seeds, cultivated plants and farmed/domesticated animals (2.5).
- According to our analysis, 7 out of 9 the targets related to *Goal 3. Ensure healthy lives and promote wellbeing for all at all ages* were partially covered, while the remaining 2 were not covered. This suggests that the government needs to take concrete action in this area. Most often the ambitions related to the SDG targets - such as the ambition to end all communicable diseases by 2030 (3.3) or the ambition to reduce by one-third premature mortality from non-communicable diseases (3.4) - were not adequately reflected in the documents. Moreover, the scope related to (3.5) (*Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol*) was not aligned.



While the Curaçao Coalition program makes a general reference to reducing addiction prevalence, the document doesn't delve into what types of addiction need to be reduced and how to tackle these specific types of addiction.

- Regarding *Goal 6: Ensure availability and sustainable management of water and sanitation for all*, 4 out of the 6 SDG targets were only partially reflected, while one was not reflected at all. Only one of the targets was adequately reflected in scope. As an example of an unaligned scope, target (6.3) states the following: *By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally*. The Curaçao Coalition Program only mentions the ambition to keep water treatment plants and sewage systems in a good state, without further mentioning water pollution, untreated wastewater, wastewater recycling or the dumping of hazardous chemical and materials. Concrete policy plans in the area of sustainable water management should be formulated in order to fill this policy gap.
- 4 out of 5 of the applicable targets related to *Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation* were partially reflected in the national policy framework. Both the scopes and ambitions weren't adequately aligned in the documents. More concrete national goals should be formulated that align more appropriately with the targets towards: access to sustainable and resilient infrastructure (9.1), promoting sustainable industrialization (9.2), increasing access for small-scale enterprises to financial services and affordable credit (9.3) and enhancing technological capacities and R&D (9.5).
- When analyzing *Goal 13: Take urgent action to combat climate change and its impacts*, 2 out the 3 targets were found to be partially reflected (either in scope or in ambition) in the planning framework. The Curaçao Coalition Program and the Curaçao Energy Policy both mention climate change, but these documents do not sufficiently address plans to achieve the SDG targets. To close this policy gap, the Government of Curaçao should create a climate change action plan or guidelines.

SDG TARGETS COVERED WITH TOTAL ALIGNMENT

25 of the 113 applicable SDG targets are fully reflected in Curaçao's national planning framework.

The only goal that is entirely reflected in the analyzed documents is Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all. The Curaçao National Energy Policy fully covered all of the SDG targets. Moreover, concrete indicators were stated for each target. Examples from this document of well-formulated targets and their accompanying indicators can be found below:

- *Goal:* Increase of solar panel electricity production. *Target:* achieve 55 MW of electricity production with solar panels on Curaçao by households and businesses by 2028
- *Goal:* Increase of wind energy production. *Target:* Achieve 65 MW of electricity production with wind turbines on Curaçao by 2025.
- *Goal:* Increasing waste-to-energy production. *Target:* Install a 7-15 MW waste-to-energy facility by 2021, taking into account environmental concerns.
- These goals and indicators clearly contribute to achieving target 7.2 (*By 2030, increase substantially the share of renewable energy in the global energy mix*). Thus, the National Energy



Policy document can be seen as a positive example of how one can formulate targets and indicators towards SDG implementation.

INCLUSION ASPECT

Our analysis revealed that the Curaçao national planning framework insufficiently addresses the inclusion aspect of SDG implementation. Out of the 66 targets that contain an ‘inclusion dimension’, 11 of Curaçao’s aligned national targets successfully address this. This means that the topic of inclusion is evident in 17% of the aligned targets. To make sure that no one is left behind, action must be taken to address the topic of inclusion in the context of SDG implementation within the national planning framework.

ADDITIONAL RELEVANT INFORMATION FROM DOCUMENTS

As mentioned earlier, not all of the documents sent by the Government of Curaçao were covered in the RIA analysis. However many documents contain valuable information that should be mentioned.

The “Building a life, building a nation” document elaborates on regional migration in Curaçao. It describes how tolerance and respect towards migrants is at time slow, even though 42% of the Curaçao population has a migrant background. Moreover, foreign workers have been exposed to modern slavery, exploitation, sexual abuse and working hours. Curaçao appointed a National Coordinator in 2013 to reduce human trafficking, abuse and exploitation. The document also mentions how Curaçao’s policy regarding ‘family life’ is not in line with the European Convention on Human Rights; family reunification is made difficult as it is only permitted in the first year after migration if the migrant receives a certain income. The document gives several policy recommendations, including compliance with the European Convention on Human Rights and the UN Children’s Rights international treaties, giving support for schools with many migrants, enabling undocumented children to receive a diploma in Curaçao and holding political discussions.

The Begrotingsaanschrijving describes the budget made available per ministry for the year 2019. It also provides guidelines for the ministries to submit their plans as to how they will spend their budget, and guidelines for submitting requests for their planned investments. The document is not relevant in the context of SDG implementation because it doesn’t specify how money is spent per ministry; it is up to the ministry to adequately allocate funds accordingly. However, it does provide interesting insight into the general allocation of funds per ministry.

Moreover, some documents that were included in the RIA don’t heavily contribute to SDG targets and indicators, yet they do provide relevant information about Curaçao’s socioeconomic or environmental situation.

The National Integrity Assessment, which was included in the RIA contains information the corruption risks that Curaçao faces and how to deal with them. It contributes solely to SDG 16, by stating goals towards improved transparency, reduced corruption and increasing publically available data. The document provides detailed information on the strengths and weaknesses of governmental and non-governmental actors in the context of corruption in Curaçao. Some of the main actors analyzed include the ministries, the court of justice, the public sector, the private sector, law enforcement agencies, the electoral management body, the ombudsman and political parties. Per actor, the document analyzes their general capacity, their procedures and governance systems, and their place in the National Integrity



System. A country's National Integrity System is defined through the strength of the judiciary, the Ombudsman, the supreme audit and supervisory institutions, since these institutions uphold the law and keep oversight. Moreover, other sectors provide the 'pillars' holding up the National Integrity System. The assessment reveals that Curaçao's judiciary; the Ombudsman, the supreme audit and supervisory institutions are very strong. However, there are some concerns regarding other 'pillars' of the system. The document identifies significant weaknesses in the context of transparency and corruption for the Curaçao electoral management body, political parties, the parliament and executives. Moreover, the supervisory institutions of the private sector (which include the Central Bank of Curaçao & Sint Maarten, the Financial Intelligence Unit and the Gaming Control Board) also display weaknesses. A lack of financial resources is identified as one of the main reasons why corruption is not adequately being tackled.

The "Risicoprofiel Curaçao 2017-2022" document was also included in the RIA, and while it doesn't formulate concrete goals or actions contributing to SDG implementation, it provides important information on the main social, environmental, technological and infrastructure-related risks that Curaçao faces. The risks are categorized as being "very large", "large", "medium" and "low". The risks categorized as "very large" include hurricanes and tsunamis. The risks categorized as being "large" include strikes, heavy rainfall and wind, social unrest, cyber attacks, electricity failures, toxic fumes, fire in the city and oil spills. The risks categorized as "medium" include plane crashes, large-scale immigration, explosions, buildings collapsing and earthquakes. The document also contains an analysis of risk perception among the local population. This analysis reveals that the local population is not sufficiently aware of or prepared for the main risks that Curaçao faces. Moreover, the analysis reveals that other risks are overestimated. For instance, the population is disproportionately concerned about the risk of large-scale immigration. The document concludes by mentioning that local services such as the police and firemen aren't sufficiently prepared for the risks posed in the documents. Future investments in these services should help build the resilience of Curaçao in the face of risks.

GENDER

The integration of gender equality and the empowerment of women in national development agendas have been identified as central actions towards the eradication of poverty (SDG 1), the reduction of inequalities (SDG 10) and governance and peace (SDG 16). However, Curaçao's NDP does not consider the issues of gender equality and women empowerment as a supportive or a cross-cutting priority for the other 5 thematic areas. If gender inequalities and discrimination against women and girls are not addressed, the achievement of the Sustainable Development Goals will be hampered or, even worse, impeded.³³⁰

³³⁰ Transforming our world: the 2030 Agenda for Sustainable Development.



9.2. Outline for the Health Accelerator

The MAPS mission initiated discussions around this possible area in stakeholder consultations, and specific actions related to health were included in the five accelerators depicted in this document. It also reached out to PAHO/WHO that has been supporting Curacao, to include their perspective on the initial findings. Due to limitations in time, this area was not fully developed as an accelerator. Notwithstanding, the discussions and information collected are reflected below, and the identified challenges and proposed positive drivers and priority interventions should be further discussed and adjusted/refined with key stakeholders.

While the SDGs are inter-sectoral in nature, Sustainable Development Goal 3: “Ensure healthy lives and promote well-being for all at all ages” is centered around health. Good health is key to achieving the SDGs; but it is also a precondition for and an outcome and indicator of sustainable development. Curaçao strives in partnership with among others the United Nations, the Pan American Health Organization, and the Caribbean Public Health Agency to improve healthcare policies and services. Curaçao has signed the UN Multi- Country Sustainable Development Framework for the Caribbean³³¹ of which 1 of the 4 strategic priorities focus on a Healthy Caribbean. The Framework guarantees national ownership while promoting regional synergies in implementing the SDGs. It primarily focuses on the priority areas for the Caribbean, which are the basis for regional collaboration with the UN system.

For Curacao, in relation to health and welfare the data collected and analyzed by the Central Bureau of Statistics, the population registry of Curacao and the Institute for Public Health Curaçao (VIC) offers substantive information for evidence-based policy making and planning in the public and private sector and enables civil society organizations to monitor the efficiency of public policies and plan interventions for their target groups.

9.2.1. Key Challenges

Based on documents and research reports from the UN, CBS and VIC as well as consultations with the Government and NGOs during the MAPS mission, the following challenges were identified as negatively impacting the populations health:

NCDs:

As per the health data bank of VIC, the first three causes of mortality In Curacao are: diseases of the circulatory system; neoplasms and diseases of the respiratory system³³². Although 70% of adults experience their own health as very good³³³, in 2017 there were an estimated 45,007 adults with one or more chronic disease (s). This is a total of 37% of the adult population. Furthermore in 2017 only a third of the adult Curaçao residents had a healthy weight. A small minority of adults met the fruit and vegetable

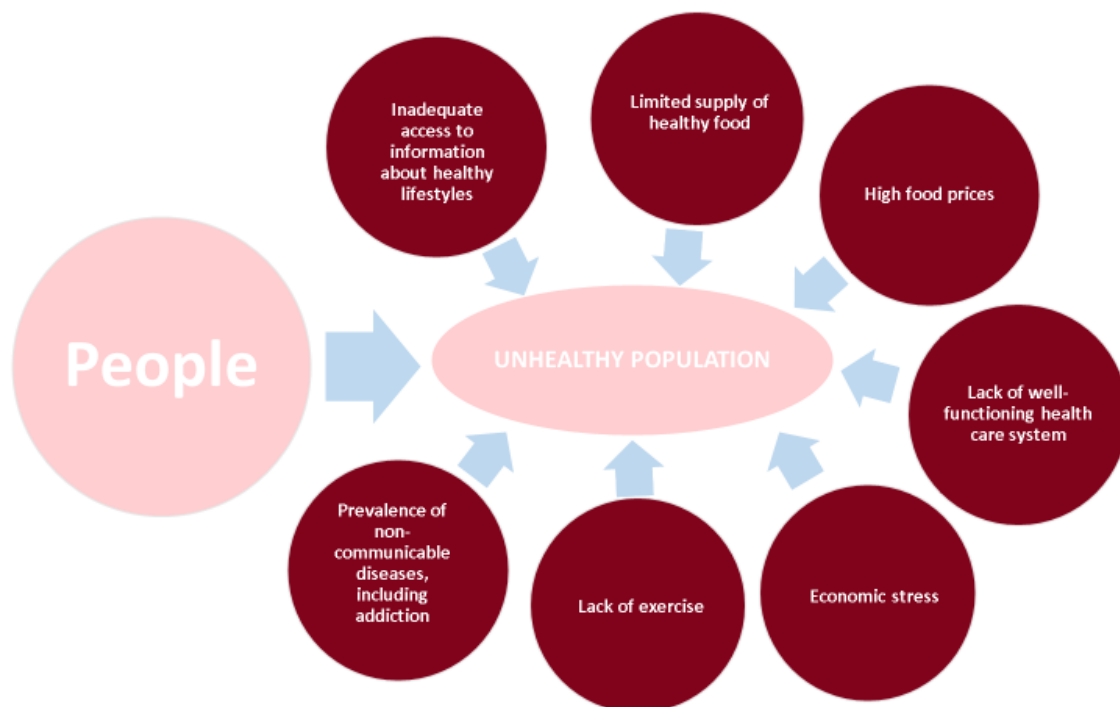
³³¹ UNMSDF 2017-2021

³³² <https://hiss.paho.org/pahosys/grp.php>

³³³ CBS: Health and Welfare

standard of two portions per day, while daily soft drinks and weekly fast food use are common. These unhealthy lifestyle factors contribute significantly to the disease burden of, among other things, diabetes and high blood pressure. In Curaçao, young people under the age of 30 make up approximately 37 percent of the population³³⁴. The global school Based student health survey conducted the last quarter of 2015³³⁵ provides recent view of youth health and wellbeing. The recorded lack of physical exercise, drugs use, violence and other unhealthy behavior are also registered under the accelerator “Empowering Youth”. The health implications due to this current lifestyle of the next generation demands strategic interventions now. Screening for cervical cancer is high in Curaçao compared to other Caribbean countries. From the Caribbean perspective, the number of 0- to 74-year-old women who die of cervical cancer in Curaçao is relatively low. On the other hand, breast cancer is the most common form of cancer among women. Mortality from cervical and breast cancer is seen as potentially preventable mortality³³⁶.

FIGURE: KEY CHALLENGES LEADING TO AN UNHEALTHY POPULATION IN CURAÇAO



Lack of exercise:

In comparison with the average Caribbean proportions, the overall health profile of 13- to 15-year old students in Curaçao was more favorable for most of the health indicators. In other words, students in Curaçao have generally lower risks for the negative effects of most presented health behaviors compared

³³⁴ Central Bureau of Statistics. Demography of Curaçao Census. Willemstad: Central Bureau of Statistics, 2011.

³³⁵ Curacao Global School-based Student Health Survey Study 2015

³³⁶ <https://vic.cw/ned/gezondheids-databank>



to their Caribbean peers, with the large exception of insufficient physical activity³³⁷. The lack of appropriate infrastructure such as public lights, save spaces and appropriate transportation are not supportive to stimulate low-cost exercise in and around underserved neighborhoods as is also document under the intervention “poverty reduction”.

Economic stress:

Curacao’s health and welfare data when disaggregated in among other things sexe, age, geographic location and social status shows that the general favorable picture does not apply to the entire population of Curaçao. In Curaçao, 25% of households live below the poverty line. A pattern of systematic differences in health between people with little and much income is also seen between people with a lower and higher level of education, income and education level. This part of the population as well as single parents and people having difficulty getting by on their household income, are structurally negatively impacted in terms of overall health and lifestyle. They access less preventive facilities, care and services, they have less social support, experience less favorable living and working conditions and, experience more obstacles in obtaining care, compared with the entire population³³⁸.

Challenges for a well-functioning health care system:

The healthcare sector in Curaçao is a mix of government agencies, state owned companies, public and private foundations and associations. 99% of the adults in Curaçao are insured for medical expenses. The vast majority of adults are insured via the Social Insurance Bank, SVB (86%), followed by private insurers (8%) and company insurance (6%).³³⁹

The age structure of the Curaçao population has changed considerably in recent decades. The number of people over 60 increased while the number of 0- to 14-year old’s fell. Resulting in more elderly than young people in Curaçao for the first time in modern history. The life expectancy at birth, is as in most countries in Curaçao, higher for women than for men (81 years vs. 75 years). However, the number of years of life spent in well-experienced health and without physical limitations is virtually the same for men and women. This means that women spend a larger proportion of their (longer) lives with less well-perceived health and health problems that limit them³⁴⁰. Aging of the population will cause an increase in health problems, an increase in the use of health care facilities and subsequently an increase of public spending to provide care.

Insufficient access to information about healthy lifestyles:

The fertility drop experienced in the region is also being observed in Curacao (total fertility rate 2,07 which is lower than the replacement rate). As 2017 the number of adults suffering from diseases transmitted by mosquitoes rose sharply³⁴¹, it is suggested that the outbreak of vector-borne diseases resulting in the

³³⁷ Curacao Global School-based Student Health Survey Study 2015

³³⁸ VIC: Themarapport – Gezondheid, leefstijl en zorggebruik in de arme wijken, 2017

³³⁹ VIC: De nationale gezondheidsenquête Curacao, 2017

³⁴⁰ VIC: De nationale gezondheidsenquête Curacao, 2017

³⁴¹ CBS: Health and Welfare data



chikungunya and Zika epidemic may have played a role in the more intense fertility decline in Curacao in 2015 and 2016³⁴². Lack of information on the consequences may have triggered postponement of pregnancy.

However, increased access to contraceptive methods is mostly considered the key factor accounting for the fertility drop in the region. The socially most vulnerable sectors of the population not necessary show the same drop in fertility as they have difficulties in accessing efficient methods³⁴³. There is still a pattern of reproduction at early ages, particularly during adolescence. This can be attributed to a combination of early sexual debut and poor access to information, services and modern contraceptive methods at the beginning of sexual life in a context of strong inequalities.

Later is in accordance with the findings of the Curacao Global School-based Student Health Survey Study of 2015³⁴⁴. Male and female students did not differ in their reports of sexual intercourse. Their sexual experiences, however, did differ significant and suggest that female students are having sex outside their peer group. Making them vulnerable to contracting STI's and unwanted pregnancies. Findings confirm previous study results of insufficient knowledge about the negative consequences of unhealthy sexual behavior and the ways to prevent STI's and unwanted pregnancies, among adolescents. This is further illustrated by the finding that among female students who ever had sexual intercourse, 1 in 10 reported they used the morning after pill as the main method to prevent pregnancy and 1 in 8 reported they had been pregnant pregnant and 1 in 11 male students reported they had gotten someone pregnant. Given that an estimated 40 to 54% of the total number of teen pregnancies in Curaçao ends in abortion, many of these pregnancies were unwanted³⁴⁵ and the result of insufficient knowledge.

High food prices and limited supply of healthy food:

The government of Curaçao is concerned about food security and about dependence on third countries for agricultural products. A renewed policy focus on agriculture, and the promotion of farming including through school gardens, while also stressing integrated water management is a key government project for the coming years.³⁴⁶

³⁴² CBS: Demographic developments – focus on fertility

³⁴³ UNFPA: Challenges posed by low fertility in Latin America and the Caribbean, 2018

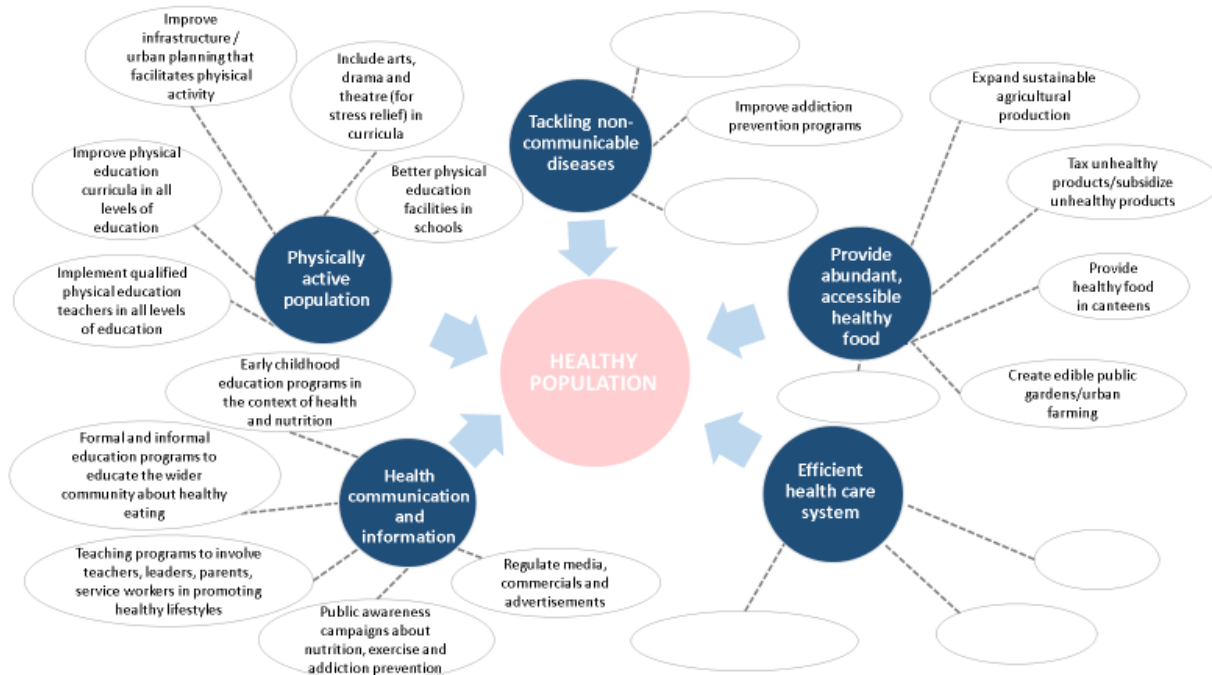
³⁴⁴ Curacao Global School-based Student Health Survey Study 2015

³⁴⁵ Curacao Global School-based Student Health Survey Study 2015.

³⁴⁶ Report on the implementation of the SDGs, Kingdom of the Netherlands, 2017.

9.2.2. Positive drivers and priority interventions

FIGURE: POSITIVE DRIVERS AND INTERVENTIONS NEEDED TO ACHIEVE A HEALTHY POPULATION



Interventions feeding the driver **“Health communication and information”** are also mentioned under the positive drivers for *youth empowerment* and *improved education system*. Sexuality education and information remains a challenge in Curaçao. Due to a lack of sexuality education and information, 42% of women use contraceptives incorrectly. As a result, one in three pregnancies end in abortion and one girl in nine becomes a mother before her 20th birthday. In addition, approximately 35% of HIV/AIDS cases are undocumented³⁴⁷. Recognizing problems in adolescent sexual and reproductive health including high teenage pregnancy, there is further need to strengthen and expand programmes promoting healthy lifestyles. In the Caribbean, comprehensive sexuality education (CSE) is delivered through a comprehensive approach for Health and Family Life Education (HFLE) and focusing on in and out of school youth. Although HFLE has had varying degrees of implementation and measured success across the Caribbean region³⁴⁸ several interventions including South South Cooperation missions, reviews and updates of current modules and standards to speak to the UNESCO guidance, capacity strengthening workshops and mapping of best practices and lessons learned will facilitate more successful integration in curriculum. Furthermore, as in other countries who conducted the GSHS differences in health behavior were observed among male and female students. The specific observances can guide the development and mainstreaming of gender in HFLE education modules.

³⁴⁷ Report on the implementation of the SDGs, Kingdom of the Netherlands, 2017

³⁴⁸ UNFPA: State of the art diagnosis of CSE implementation in the Dutch and English speaking Caribbean



Although no interventions were identified for the driver **“Efficient health care system”** from dialogues with the Minister of Health it is clear that ways are sought to integrate non- traditional medical services and alternative drugs (including homeopathic) in current insurance schemes and basic health care packages. Furthermore, the thought is to bring care facilities, information and preventive measures/actions closer to the realm of underserved communities. To improve access to services and preventive actions an intersectoral approach is needed. The PAHO/WHO “Health in All Policies” framework for action³⁴⁹ and the recommended “Health in the SDG era” approach³⁵⁰ in which the relevance of inter-sectoral action for all 17 SDGs to achieve better health outcomes for all people is emphasized, may guide efforts to improve a more efficient health care system. Mainstreaming the 2030 sustainable development agenda in the Ministry of Health’s policies, strategies and plans will also present the Ministry with the unique opportunity to renew its commitment to improve public health for all.

“Provide abundant, accessible healthy food” interventions for this driver were identified in the dialogues and workshop conducted during the MAPS mission. Experiences from Latin America countries in targeted taxation and subsidies schemes (higher tax for saturated fat and excessive sugary/salty products and lower tax for relatively healthy food) may be shared³⁵¹. However, more may be needed in the Curacao context where large part of consumption items are imported. Therefore interventions to create public and school gardens and to promote urban farming are essential to improve availability of affordable healthy food products. Also in this case the Ministry will need the cooperation from other Ministries such as, the Ministry of Traffic, Transportation and Spatial Planning which ministry is developing a national urban policy strategy based on the principles of the New Urban Agenda. Furthermore, the GSHS study found unhealthy consumption habits, students not getting enough food or not eating breakfast. This creates an opportunity to provide education and make subsidized healthy food options available at the school canteens.

Interventions for the driver **“tackling non-communicable diseases”** can also be found under the driver’s *Education and Youth Empowerment*. Improvement of addiction prevention programmes and programmes and actions targeting youth and adolescent in order to prevent the burden of health implications in the future may be brought together under an adolescent health strategy. This will also facilitate successful implementation of current Youth Action Plan. The global accelerated action for the health of adolescent’s tool (AA-HA!), developed by among others WHO and UNFPA, provides step-by-step guidance for setting of national priorities. It further provides technical advice for decision making by translation of these priorities into plans and programs. The tool is currently being rolled out in the Caribbean and it may be valuable to build capacity of the Ministry of Health and relevant partners in the usage of the tool for furthering the combat of NCD’s. Improving health and potentially freeing up health care spending.

³⁴⁹ http://www.who.int/healthpromotion/conferences/8gchp/130509_hiap_framework_for_country_action_draft.pdf

³⁵⁰ PAHO: “Health in the SDG era”

³⁵¹ <https://journals.plos.org/plosmedicine/article?id=10.1371/journal.pmed.1002057>



9.3 Overview of bottlenecks and bottlenecks solutions

9.3.1 Inclusive, Sustainable Economic Growth

PRIORITY INTERVENTION	BOTTLENECK(S)	BOTTLENECK SOLUTION
Supportive Institutional setting		
Integrating smart technology and ICT into all government functions	<p>Attention to innovation not systematic.</p> <p>Low reward for increase in efficiency and effectiveness</p>	<p>1) Introduce within the Government performance management system indicators allowing to report and reward each line ministry (and staff) to the extent that an innovative, more efficient and more effective process or tool is introduced.</p> <p>2) Award system to encourage improvement of performance based on innovative methodologies.</p>
Optimize existing trade deals and ensure compliance.	(Re) negotiation of trade deals not warranted priority	<p>1) Accelerate renegotiation of Caribbean Basin Initiative (CBI)</p> <p>2) Finalize entry into WTO</p> <p>3) Negotiate suitable bilateral trade deals with complementary commercial partners.</p>
Entrepreneurship programmes	<p>Unstructured approaches or duplication of activities result in a partial offer which does not allow to significantly contribute to the survival and thriving of new or existing businesses</p> <p>Inadequacy of loan applications from the part of entrepreneurs</p> <p>Lack of awareness of existing incentives, services and products.</p> <p>Limited accessibility of services from the most disadvantaged entrepreneurs,</p>	<p>1) Reform of the system of business support under a chosen coordination agency aimed at reaching critical scale and portfolio.</p> <p>2) Explore possibility of well-designed public procurement to support economic diversification, especially oriented toward green and environmentally sustainable businesses (or other target groups of interest). Those could include: (i) set asides for MSME's; (ii) ensuring low entry/exit costs for MSME's to participate in tenders; (iii) the application of domestic margins of preference, and domestic content requirements, (iv) complementing procurement policy with practical support to MSME's on how to tender or develop partnerships to bring to scale tender bids;</p>



	<p>Limited consultations with the private sector on shape and need of support programmes</p> <p>Need to prioritize export orientation and employment generation,</p> <p>Need to support cooperatives and social enterprises</p>	<p>3) Implement changes in some work place legislation, including the Labour Market Act to allow, upon proportionate reduction of salary and upon tripartite negotiation, for part time or flexible work arrangements which may trigger increased interest for the entrepreneurship option on the part of salaried workers.</p> <p>4) Develop and implement systematic awareness raising tools concerning existing support to businesses and entrepreneurs.</p>
Broadened ownership of economic development process		
Dialogue regarding economic measures	Existing discussions are not held frequently or do not cover the entirety of topics.	1) Ensure existing dialogue mechanism with citizens allow to touch upon economic themes in a regular way
Consistently share the information about the vast range of support programmes	Ineffective communication on assistance programmes for vulnerable groups.	2) Develop and implement systematic awareness raising tools concerning existing support programmes for most vulnerable share of the population.
Ensure inclusion of certain vulnerable groups into policy measures	Certain (although not all the existing ones) measures are designed so as not to include integration into the labour market as a specific objective/support (e.g. those supporting disabled and ex-convicts).	1) Targeting vulnerable groups within policy measures by introduction employment opportunities based on active job search and employability enhancement on the part of job seekers belonging to disadvantaged groups.
Cross cutting measures to support investments		
Standard setting/monitoring body	No clear intervention to support the establishment/ensure the provision of certification and compliance with standards for export oriented products and services.	<p>1) Stocktaking exercise of current available options.</p> <p>2) Public private partnerships to be developed to ensure provision of certification and compliance with standards for export oriented products and services.</p>
Financial regulation conducive to extended domestic credit to private sector	High risk aversion and profitability for banks and financial institutions preventing expansion of credit	1) Regulation/intervention could take the form of loans guarantee funds, blinded (for ultimate beneficiary) or double blinded (for ultimate beneficiary and financial institutions providing the loans to them) as a way to stimulate supply of credit



		to businesses with higher than average credit risk.
Not enabling business environment	A number of barriers to business operations form licenses, to time to comply with requirements, to tax payments modality and sequence, to work permit regulation to access to international e payment tools.	1)An ultra-simplified system based on self-declaration of potential entrepreneurs where the necessary permit(s) are issued by more than one body (to avoid monopolistic power and the related potential abuses) within a short time (under threat of penalty). The resources currently utilized to pre-emptively warrant permits would then be used to monitor due diligence ex post and necessary legislative checks and balances for both the entrepreneur and the permit issuer
		2)An electronic to SMEs navigate the process of registration, obtaining licenses and payment of taxes
		3)Revise regulation to ensure payment of taxes is conditional on profitability of new businesses and design incentives in the form of a mandatory tax holiday period at the beginning of new businesses
		Revised regulation on work permit to ensure that so that businesses may obtain such permits in the shortest delay conditioning such privilege to the design of training plans for local staff and/or hiring of a fixed number of local employees for every foreign one. While implementing the 80/20 rule has been delayed and has been a source of controversy, it may be useful to revise such rule and establish, together with the business community, a sequenced approach to its implementation.
		5)Warrant access to access to internationally recognized e-payment methods
Infrastructure investments	Absence of cross sectoral planning leading to choices of projects with limited impact	1) Revision of project design and procurement processes to ensure financial, economic, social and environmental impact assessment is not only mandatorily performed but cross



		checked by different line ministries.
	Lack of implementation capacity on the island for quality and timely delivered project	<ul style="list-style-type: none"> 2) Systematic adoption of performance based contracts with incentives and penalties for nationally awarded procurement. 3) Inclusion of local content and local capacity building clauses for foreign awarded infrastructure investments
	Limited fiscal space	Public-Private-Partnerships (PPP) which have not yet been established or alternative ways to utilize the existing resources by recurring to private markets (e.g. project bonds)
Labour laws need to be revised	Limited or dialogue on revision	1) Tripartite discussion with common interest in mind
Branding of Curaçao as investment destination	Absence of systemic strategy	1) Develop and implement such branding strategy based on a number of comparative advantages
Investment in education innovation research /training	<p>Limited progress in implementation of existing education policy.</p> <p>Limited role for private sector in technical matters concerning education</p>	<ul style="list-style-type: none"> 1) Ensure private sector involvement in the definition of curricula and teaching requirements for main sectors. 2) Implement a formal apprenticeship vocational training system allowing to combine on the job and theoretical schooling, while guaranteeing basic rights for apprentices. 3) Condition publicly funded foreign education to return to Curaçao or payment of penalties. 4) Provide sufficient career guidance while in secondary school to orient students to degrees in demand 5) Ensure degrees with limited demand have a limit to the headcounts of graduates per year.
Supporting new sectoral growth opportunities		
Agriculture sector with the aim of warranting food security	Little investment, little promotion and absence of phyto sanitary monitoring mechanism.	<ul style="list-style-type: none"> 1) Definition of a suitable quantity oriented plan for agricultural production. 2) Ensure measurement of adherence to international standards of agricultural products.



<p>Health care/wellness</p>	<p>Limited private sector investment in the sector</p>	<p>1) A market study (along the lines of the Tourism Master Plan) on demand and supply for well ness product aimed at determining complete edge for Curaçao and determining sector growth plan. 2) A fully fledged and limitedly distortionary system of incentive to develop the sector</p>
<p>Oil refinery</p>	<p>Stalling negotiations and lack of long term investment</p>	<p>1) Investment with Curoil and the Curaçao Ports Authority in a LNG terminal at Bullenbai to provide a cleaner fuel for Curaçao. 2) Decision on the closure of the existing refinery to be accompanied with detailed plan for clean-up and redevelop as a residential, tourist and commercial centre.</p>
<p>Sustainable tourism and airlift.</p>	<p>Limited implementation of the Tourism Master Plan</p>	<p>New marketing strategy targeting the North American market Critical review on reasons behind non-achievement of the targets of the tourism master plan on human resource development New regulation to determine a sustainable way to substitute in the midterm imported labour resources with national ones. The implementation of a training based work permit policy as described above may be instrumental to improve the situation.</p>
<p>Internal transport</p>	<p>Suboptimal outcome from private sector provision of the service</p>	<p>1) In absence of satisfactorily outcomes in terms of quantity and quality of service, Public private partnerships ensuring that “no one is left behind” in the provision of transport services may help. Those could include clauses addressing elements such as safety for women, location of public bus stops, environmental elements (heat, sunlight, distance from neighborhoods, and illumination at night) and should allow the private sector to dampen the increased costs or business risk taken to ensure consideration for the above mentioned</p>



		<p>elements. Consideration should be given in the design and costing phase to benefits deriving from reduced traffic and better mobility which PPPs could promote.</p> <p>2) Expansion of the transport system on IT/telephone based applications (a la UBER but with a larger scale) which may be developed ex novo to fit the need of the island or borrowed from other countries where already operating.</p>
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9.3.2 Improved Education System

INTERVENTION	BOTTLENECK	SOLUTION
Educational Reform		
Define a national education vision with participation from stakeholders	Outdated mindset on education	Documentation of current weaknesses in educational approaches and outcomes as a key input into a national dialogue on education to determine a common vision on education and identify key curriculum adjustments; National dialogue on education system to address and overcome the outdated mindset on education to embrace new curriculum options in line with job market;
Conduct study and create conditions to minimize dropouts	Limited range of vocational subjects offered	Expand range of vocation subjects offered in schools
	Inadequate certification	Ensure standards so students can be appropriately certified at the various skill levels
	Inadequate support for students	Greater academic and social support for <i>at risk</i> students
Roll-out of the 2015 Special education Policy	No focused support to accelerate implementation	Establish special funds and concomitant implementation plan to implement the tenet of the policy
Strengthen the collection, collation and use of data for programming and policy development	Inadequate data collation and timely analysis of primary data collected	Greater Ministry level commitment and accountability for data-based planning and budgeting
Strengthen Primary Education		
Revise law on primary education	Workers (Teachers) Union	Engage Teachers Union in dialogue to explore/address potential changes in teachers working conditions



	Limited capacity for legal revisions	Identify special funding to hire legal draughtsman
	Limited political support and resistance from Union	Provide evidence of weaknesses in current education approaches and outcomes
Revise the curriculum	Lack of consensus on core curriculum	Technical review and recommendations ensuring relevant curriculum options for the range of student abilities and capacities
	Budget	Prioritise curriculum review and update within budget; Explore special funding to strengthen teacher training
	Parental resistance	Parental dialogue on education
Build the capacity of teachers to support improved psycho-social environments with a greater focus student-centred teaching	Teachers lack pedagogical skills and/or do not update their skills	Ensure all teachers have essential pedagogical skills and are actively supervised to ensure quality teaching and improve the overall psycho-social environment in schools; train all teachers to acquire skills on gendered-teaching and use more-child-centred pedagogies teaching methodologies and provide student leadership development opportunities
Strengthen Secondary Education		
Build teacher's capacity to better engage students, especially males	Teacher's lack good pedagogical skills to effectively teach students, especially boys	Train all teachers to build skills on gendered-teaching
Integration of competency-based TVET into the VSBO and SBO programmes	Limited depth of training to reach certified TVET standards	Engage in regional TVET standard and certification processes
Implement a system to follow-up on chronically absent students	No personnel to follow-up and support students to overcome barriers to school attendance	Engage School Attendance Officers to work with students and their families
Strengthen Early Childhood Education		
Build caregivers knowledge and ability to interact with their young children	Caregivers do not understand the importance of stimulating young children	Public awareness on importance of ECD and what actions parents can take to help stimulate their young children (birth-3)
Strengthen ECD curriculum through greater inclusion of Curaçao culture and values	There is a lack of clear Curaçao identity	Include traditional Curaçao games, songs, stories, values in ECD curriculum
Increase the number of children who are able to benefit from ECE	Inadequate number of affordable daycare and pre-school spaces	Increase the number of affordable spaces in Early Childhood facilities
Strengthen Higher Education		
Take action to support larger number of students to attain University entry requirements	Some qualifications are not recognised outside of Curaçao	Local qualification to be certified in line with international standards



Encourage greater uptake of places in new programme areas at UoC	Students are not attracted to non-traditional programmes	Educate students on the needs of the local job market and the short and long term rewards
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9.3.3 Environmental Sustainability

PRIORITY INTERVENTION	BOTTLENECK(S)	BOTTLENECK SOLUTION
Energy		
Implement energy act	Expertise for the legislative process	Source expertise to work together with local officials (SS/Tcoop, private public, Netherlands, Academia)
	Governance issues	Long term vision pact
		Benchmark to global standards and agencies
		Participation and consultation in the legislative process
Environment smart transport		
	Lack of appropriate infrastructure	
	Lack of incentives	Legislation
		Fiscal incentives
40% renewable energy		
Refinery retrofit	Dependency of 3rd parties	Capacity and technology transfer
		Financial availability
	Logistics and transportation for / if gas	Multiple options for retrofitting
Life under water		
Active sustainable fishery management	No political priority/political reward	Information/ awareness campaign
		More enforcement
	Loss of income local fishermen / protests local fishermen	More information/awareness for fishermen about depleting fish stocks
Efficient waste water management (including zero	Lack of sufficient infrastructure for population	Sustainable financing for efficient sewage system + legal framework



discharge in ocean): also in land use		
	Lack of legal framework	Finalize legal framework/approval of legislation
	Lack of willingness from main stakeholders (private sector that drive trucks): they transport waste water for free now so will be more expensive for them	no concrete solution: "some people need to pay in order for society to benefit as a whole"
	Lack of sustainable financing (currently no fee for public service but no money to implement systems)	Implement general taxation for water treatment
	Lack of data and capacity	Monitoring of wastewater flows
		Development of registration systems for data collection
Solid waste management: also in land use	Low recycling capacity	Create incentives for private companies (they now pay harbor taxes, so reduction of that and tax-free tariff)
	High use of single use plastics with expensive alternatives	Scale up awareness (regulation january in place to ban plastic bags, straws, utensils and cups; awareness campaigns for straws; social media but need for bringing all these activities together in a waste policy management plan)
	Lack of classification of hazardous waste through regulation (currently in draft version)	Implement and approve waste management regulation
Integrated water resource management	Expensive to implement and no financial means to do so	Development financing
	Lack of awareness/interest of public about integrated nature of water management	Environmental education/awareness
		Encourage involvement of various stakeholders
	Lack of political priority	
	Lack of monitoring and accessible data	Digitalization of data
Life on land		
Revise legal framework for urban development (island development plan) LROC	Understaffing at VVRP in both the policy department and executive organization	Make the revision priority, allocate necessary manpower Finalize draft legislation and submit the new proposed legal framework to Parliament
	Economic implication for tourism	



	Lack of developed policies (to have discussion between pp giving permit and private land owners)	Create clearer set of rules for different areas, including for building authorization
Sustainable coastal development and management	Little awareness about risks	
	Little environmental impact/risk assessments for coastal development (not systematic, not mandatory)	Legally enforce risk assessments
	Vulnerable reef: coastal development will harm it	Legally enforce risk assessments
	Already developed coast is unsustainably developed	R&D for smart, small scale technical solutions for retrofitting (like Renaissance hotel beach/pool)
Good understanding on national level of food security	No general definition of what food security is or what aims of island are	Define goals and targets for food security
	Limits to agricultural production on island (food autonomy will never happen)	Take into account carrying capacity of land
	Overproduction of food (cucumbers, tomatoes, sweet peppers): insufficient data on adequate production amounts	Make food affordable
		Campaigns to make people aware of healthy eating
		Collect data on production and consumption trends
	Heavy use of pesticides and herbicides	
	Little knowledge or interest in society	Awareness/education
Sustainability embedded in education (also linked to empowered communities)	Educational structure not set up for this type of curriculum	Restructure education system to increase sustainability coursework in all levels of education
	Lack of coherent policies regarding environmental / health education	Create concrete policies for sustainability curriculum
Solid waste recycling and management	Flow of recycled material not big enough/not continuous enough	Formulate waste policy and reinstate legislation that was abolished in 2010
	Ease of illegal dumping of building materials in natural areas (you can dump for free at Selikon but you need to drive there)	



9.3.4 Poverty Reduction

No priority interventions were determined at the Workshop from the combo of interventions for poverty reduction. However, the engagement and frank discussions with key stakeholders made further prioritization possible.

PRIORITY INTERVENTIONS	BOTTLENECKS	SOLUTIONS
Adaption laws and institutional government framework		
Roll-out and implementation of National Plan for the prevention of violence against children and domestic violence	Lack of Awareness of gender and violence related issues among service providers, awareness of parents of the impact of violence on children ³⁵²	Conduct a comprehensive national awareness raising campaign
Strengthen and guide work with partners (including NGOs)	Limited human and financial capacity to coordinate, enforce and monitor work delegated to NGO partners. Lack of government control systems. Dependency on Government subsidy as several NGO's and several CSOs are not eligible for financing from donors as they don't meet their requirements	As Civil society plays an important role on the direct delivery of information and services to communities there is need to strengthen them to be more transparent and financial accountable (no audit recommendations) so they can access donor funds (helping government to raise resources for key interventions). Furthermore there is a need to link disaggregated data and information systems to facilitate transparent information sharing and coordination
Strengthen Gender Institutional Architecture	Lack of awareness and knowledge on gender and gender inequalities and other forms of discrimination and exclusion. Lack of commitment, willingness and capacities from government representatives and other key stakeholders to address gender related issues.	Implement the Gender equality Seal for the Public sector ³⁵³ Development of a National Plan for Equal Opportunities ³⁵⁴ New package of public policies to address stereotypes, discrimination and gender equality Ratified ILO recommendation 156 for Paternity leave
Facilitate institutional investment climate for job creation	Lack of Legal framework and procedures to access funds. Resistance of financial institutions to deviate from traditional practices.	Review of legal framework and procedures financial institution to present the case and raise awareness on potential opportunities to interested candidates. Guidance for "new" entrepreneurs and business owners to ensure proper financial accountability

³⁵² Nationaal plan van Curaçao ter bestrijding van geweld tegen kinderen/jongeren en huiselijk geweld - 2018

³⁵³ The Ministry of Social Development, Labour and Welfare expressed the interest and commitment

³⁵⁴ The Ministry expressed interest for UNDP support in contracting a gender specialist for the diagnostic and the develop of the Gender National Plan.



Improved Education system³⁵⁵		
Develop a labor market oriented and gender-neutral curriculum.	Resistance and limited expertise of teachers to lecture new subjects or integrate additional subjects in current school curricula	Develop dialogues between Stakeholders on the strengths and weaknesses of current curricula; current inability to successfully prepare adolescents to enter the labor market and prioritization of evidence-based solutions Creation of entrepreneurial mindset through a specific curricula, investing in teachers capacities training to these
Integrate Reproductive Health and sexuality education	Resistance from parents and teachers	Raise awareness on the impact of adolescent pregnancy and other adolescent reproductive health issues Create space for dialogue to present comprehensive regional sexuality education curriculum
Family resilience programmes to prevent those with debts/economic challenges to drop into poverty	Availability of human and financial resources	Review results from the pilot in the 4 neighborhoods from the urgency plan. Adapt if needed based on lessons learned. Expand and deepen the interventions together with neighborhood organizations within a prioritized budget.
Welfare and care system		
Follow-up systems and disaggregated data bases (centralizing data and proactive prevention of intergenerational poverty)	Financial resources and lack of expertise to set up a unique information/ data base	Initiate linking of most essential disaggregated data base systems and ensure all new systems follow same software protocol to enable linking in the future.
Healthy afterschool programs	Lack of coordination of the different programs currently delivered through NGO's	Share findings and results of the systems, curriculums and programs set in place in the 4 neighborhoods of the Urgency programme as well as other already evaluated programs to decide on core curriculum to be utilized by all receiving government subsidies for the delivery of after school programs Awareness programs to improve access and usage of exciting welfare and care programs

³⁵⁵ For more in depth information see the Table 9.2.2 Improved Education System Accelerator.



Programmes to prevent and eliminate poverty stress	Limited number of family coaches to deliver and guide targeted personal development plan	Strengthen trusted selected key figures in the neighborhoods to support the current family coaches programme
Universalize access to early childcare programmes and services	Lack of financial resources Inadequate number of affordable daycare and pre-school spaces	Production of data and information on the access to daycare services disaggregated by household's income Increase the number of affordable spaces in Early Childhood facilities
Improved Housing		
Social housing programs preventing the presence of multiple generations in one house	Budgetary constraints and shame to ask for assistance	Investigate potential social housing schemes which have proved to be successful in the region to put them up for dialogue and adoption if budget allows. Lower the threshold for those seeking assistance and improve information sharing and transparency how to access social housing
Improved urban infrastructure including transportation		
Create safe public spaces	Precarious public lighting and transportation and violence prevention programs are not in place	Build on the lessons learned from the Urgency Program to adapt and expand to other low-income or underserved neighborhoods



9.4 MAPS Terms of Reference and Mission Program

Curaçao UN MAPS Mission - Terms of Reference 180607

Background

In February, 2016 the Council of Ministers of Curaçao ratified the National Development Plan (NDP), which focuses on five priority areas: (1) education, (2) economy, (3) sustainability, (4) national identity and (5) good governance and leadership. The priorities and direction of the NDP were approved for the medium-term, with implementation of paramount importance. The NDP framework integrated four Sustainable Development Goals (SDGs): SDG 4: Quality Education; SDG 7: Affordable and Clean Energy; SDG 8: Decent Work and Economic Growth; and SDG 14: Life Under Water. These provide measurable targets rooted in local challenges, thus localizing the SDGs. Curaçao must commit to achieving sustainable development through actions such as reducing inequality, poverty alleviation, improving education, strengthening national identity and social cohesion, strengthening its diverse economy, focusing on and maintaining environmental sustainability, and good governance.

In order to make meaningful progress, Curaçao must participate in efforts to localize and mainstream the 2030 Agenda for Sustainable Development and its 17 SDGs; ensure a monitoring and evaluation framework is in place; provide political support to and actively engage in implementation, invest in capacity-building within the government apparatus, reporting and communication; and thus, ensure alignment and implementation of all the planning instruments: the National Development Plan, the Urgency Programme, the National Youth Action Plan (NYAP) and the Coalition Programme.

The Government of Curaçao aims to achieve these sustainable development outcomes while strengthening national capacities to achieve objectives to create an environment for economic growth, quality jobs and innovation as well as strengthen the structure of government and its implementation processes.

Furthermore, based on the 2017 Kingdom Voluntary National Review (VNR) report, Curaçao concluded and confirms that work needs to be done to establish broader collaborative and structured processes as well as participatory mechanisms that further builds on the existing plans and practices, which includes the NDP, the NAYP and the National Dialogue Platform “Korsou ta Avansa”. By leveraging UNDP expertise and methodologies, it will be possible to share deep insights widely with stakeholders in a consultative process and garner broad support for policy proposals.

Additionally, steps that have already been taken towards implementation and monitoring of SDGs include the establishment of the National Socio Economic Database, regular consultations with the tripartite Platform for National Dialogue and alignment of the majority of the national plans and programs with the SDGs, including the NDP, the coalition program and the urgency program for poverty alleviation.

Curaçao has enlisted the support of the UNDP Regional Office for the year 2018 (signed Project Document between UNDP and the Government of Curaçao, dd. January 4, 2018) to help catalyze the alignment and implementation of the national priorities as described in the NDP and the other national programs and to receive support with the delineation of a SDG Roadmap.

A MAPS- is a fitting methodology to account for aligning national programs, relevant policies, current implementation of different agendas, existing organizational structures and the need for support with capacity-building for implementation.

As a Kingdom country, Curaçao was included in the Kingdom 2017 VNR report and it presented during the High Level Political Forum (HLPF) on Sustainable Development of 2017. Curaçao is interested, resources and time permitting, in



continuing participation in the Voluntary National Reviews at the HLPF, in preparation for the report due in 2020. There is also interest in preparing a national SDG Report (SDGR)³⁵⁶

This Terms of Reference (TORs) is customized to reflect the needs as mentioned above of the country and the expected returns of hosting a MAPS mission in Curaçao.

MAPS Missions

The MAPS (Mainstreaming, Acceleration and Policy Support) approach is expected to help the country take a significant leap forward through the investment in analysis, capacity-building and preparation of a roadmap to guide country engagement with the 2030 Agenda, in line with the national priorities. The current status of Curaçao, within the context of MAPS, is as follows:

Mainstreaming: The SDGs have been matched in the majority of national programs, including foremost the National Development Plan (2015-2030), the Coalition program (2017- 2021) and the Urgency Program. Initial indicators — aligned with the national priorities — have been selected and discussions have taken place with Central Bureau of Statistics and other data collecting agencies in order to align and reach agreement on how to track progress on SDG implementation. Curaçao has launched a National Socio-Economic Database which indicates the country's current status with regards to tracking the SDG indicators. However, the SDGs have yet to be fully incorporated in processes, policies, strategies and within the government budget.

Acceleration: Implementation of the policy priorities contained within the economic pillar of the National Development Plan started in 2016. The Coalition program also stipulates which policy outcomes will receive priority in the coming years. Even though an (internal) effort was made to move towards integration of the agenda, the Government wishes to enlist technical support from UNDP to further determine synergies, trade-offs, partnerships and bottlenecks. In addition, targeting resources for priority areas (education, sustainability, national identity, good governance & leadership) is also necessary for execution of plans.

Policy Support: There is a great need for building implementation and oversight capacity in order to identify and address bottle necks and reach desired targets. Curaçao is working towards implementation of a Result Based Management (RBM) approach throughout the government, based on the coalition program which is the policy framework for the government for the next few years. By building on the current experiences working from a result-based approach and by applying a MAPS-Combos framework, Curaçao wants to move towards a more holistic and result-oriented long-term planning, policy formulation and implementation.

Mission Focus and Deliverables

Key elements of the mission program for Curaçao:

- Verification of completed Draft Rapid Integrated Assessment (RIA) against ministerial and sectoral plans. Assessment of alignment and gaps between SDG targets and planning instruments. Identify key remaining steps in the process required to integrate the SDGs in national and sub-national plans, initiate dialogue on sequencing interventions.

³⁵⁶ UNDP and UNDESA co-led the UNDG initiative to prepare guidelines for national SDG reporting, which can be found on the UNDG website: <https://undg.org/document/guidelines-to-support-country-reporting-on-the-sustainable-development-goals/>



- Identification of synergies and trade-offs across possible interventions: i.e., identifying potential “accelerators” across the identified national priorities that could lead to faster integrated progress across multiple SDGs;
- Analysis of bottlenecks with regards to implementation of the different national priorities.
- Training on the Theory of Change for government officials in the context of the “Combos” approach.
- Discussion on the institutional architecture required to improve horizontal coordination between central ministries and agencies, and vertical coordination between all levels of government for effective implementation of the SDGs;
- Analysis of financing opportunities – how to increase or better deploy domestic resources, the budgeting process, what multilateral financing streams are available and can be accessed.
- Identification of data needs and capacities for improving SDG monitoring, and possible options to address them. Sharing best-practices on formulation of country indicators, and strategic partnerships and innovation that can help address these gaps³⁵⁷;
- Sensitization on SDGs during a stakeholder session with government, parliament, as well as other key stakeholders such as civil society, academia and private sector. Recommendations on how to engage primary stakeholders ³⁵⁸³⁵⁹

During the mission, training on the combos methodology will be provided to strengthen national capacities to anchor and achieve national priorities within government for strategic planning, acceleration and implementation, SDG monitoring and evidence-based management.

The final deliverable will be A Roadmap for SDG Implementation in Curacao including analysis and recommendations on:

- Institutional Framework for coordination
- Accelerators; synergies, priorities and trade-offs for implementing SDGs specifically for implementation of specific policies to support the achievement of SDG 1 ‘no poverty’, SDG 4 ‘quality education’ and SDG 8 ‘decent work and economic growth’; SDG 7 Affordable energy, SDG 14 ‘Life below water’.
- Identification of the bottlenecks and how to overcome them in the implementation of the SDG Agenda, specifically the above mentioned national priorities, in alignment with pillar of NDP.
- A theory of Change for each of these above-mentioned SDGs, in alignment with pillar of NDP, and connecting to other targets as relevant to foster integrated cross sectoral approaches.
- Strengthening national data and statistical systems and capacities;
- Enhancing financing capacity in order to achieve the SDGs;

This MAPS mission will have the following participants:

- A senior mission leader
- Technical experts in thematic areas such as: education reform, multi-dimensional poverty alleviation, environmental sustainability, economic growth and/or other technical experts identified to specifically achieve abovementioned mission focus and deliverables.

³⁵⁷ Guidance note on data for SDG implementation and monitoring is available at [http://intranet.undp.org/unit/bpps/sdgs/Knowledge%20Repository%202017/Guidance%20Note%20-%20Data%20for%20SDGs%20\(Final%20draft%20April%202017\).docx](http://intranet.undp.org/unit/bpps/sdgs/Knowledge%20Repository%202017/Guidance%20Note%20-%20Data%20for%20SDGs%20(Final%20draft%20April%202017).docx)

³⁵⁸ Resources to assist in such efforts include the UN SDG Action Campaign: ; <https://sdgactioncampaign.org/> and the UNDP Philanthropy Platform: <http://sdgfunders.org/home/lang/en/>



The mission intends to build on and expand capacities in Curacao. It is important to determine who is attending in the mission from Curacao and what capacities are needed, beyond a whole-of government approach to also a whole-of-country approach.

In this regard, creating ownership from the government requires high-level meetings (for political buy in) with government officials from key central and line ministries and members of parliament and also meetings with relevant stakeholders such as the National Statistics office, civil society, private sector, the media, women's groups, youth groups, and other development partners, as relevant.

Therefore, for participation from the Curaçao end, the following actors are proposed:

- A team consisting of the Secretary General, the policy coordination department and advisors of the Ministry of General Affairs (AZ);
 - A team consisting of the Secretary General, the policy director and advisors of the Ministry of Economic Affairs (MEO);
 - A team consisting of the Secretary General, the policy director and advisors of the Ministry of Health, Environment and Nature (GMN);
 - A team consisting of the Secretary General, the policy director and advisors of the Ministry of Education, Science, Culture and Sports (OWCS);
 - A team consisting of the Secretary General, the policy director, the Master planning team and advisors of the Ministry of Governance, Planning and Service (BPD)
 - Secretary-Generals, Policy directors and advisors of the Ministry of Social Development, Justice, Finance and Urban Planning.
 - Data specialists of the Central Bureau of Statistics (CBS) and the Secretariat of the National Socio-Economic Database (NSED).
 - Budget and financing experts from the Ministry of Finance.
 - Selected Representatives of state institutions, the tri-partite organization, private sector and civil society.
 - Representatives of other locally active UN organizations.
- *In no specific order and any combination of teams possible.

Follow-up to MAPS mission

The MAPS Mission is part of a broader project agreement for support of implementation national priorities during the year 2018 under the coordination of the Minister of General Affairs.

The MAPS mission will be an important and welcoming approach for supporting the government with implementation of the national priorities and deliver the expected results as outlined above.

Considering the small scale of the country and the many goals and commitments the country is undertaking in implementing its national priorities in the framework of the Agenda 2030, including commitment to submit the country-review on Agenda 2030 in 2020 and given elections in 2021, it will be determined at a later stage if a follow up to the MAPS mission will be required.



Date: 18 June till 22 of June 2018

Date	Event	Curaçao Team	UN Team members	Location	Attendance
Monday June 18th					
8:15-9:15	Meeting with the Prime Minister Introduction of the UN-team with the Prime Minister Content: <ul style="list-style-type: none"> - MAPS mission process and expected outcomes - Implementation NDP - National Identity - Input on institutional architecture/ Ensure appropriate institutional ownership 	Deva Raynel Mitsui	Whole UN delegation	Fort Amsterdam	12 ppl
08:30-09:30	Bilat Session Climate Change & Resilience Content: <ul style="list-style-type: none"> - Climate Change - Resilience 	Deva Raynel Mitsui	Matilde Gabriel – UNDP UNFPA	Landhuis Klein Kwartier	10 ppl UNOPS Climate experts Meteo Disaster management
10:30 - 11:00	Audience with the Governor	Raynel Deva	Sharifa _ UNDP Matilde- UNDP Unicef ILO	Fort Amsterdam	4 ppl Governor of Curaçao
11:15 – 12:15	Bilateral meeting VNW (Dutch Representation in Willemstad, Curaçao)	Deva Mitsui Raynel	Sharifa Matilde Unicef UNPAF	VNW	7 ppl Representation of the Netherlands in Curaçao. Financing partner MAPS mission
12:30-14:00	Lunch				
14:00-17:00	Workshop Theory of Change – Intro Content:	Curaçao Team SDG coordinators	Whole UN delegation	Wayaka room at WTC	50-75 ppl Central Bureau of Statistics



	<ul style="list-style-type: none"> - Capacity building Theory of Change, Prep Tue - Knowledge to use on planning mechanisms throughout government. 				Government officials Facilitators
Tuesday June 19th					
Date	Event	Curaçao Team	UN Team	Location	Notes
8:00-9:15	Stakeholder session Secretary Generals (main advisor to ministers, people that have changed a lot over years) -whole team	Anneloes Mitsui Raynel	Whole team	CBS at WTC	10 ppl SGs responsible for policy & budgeting for all 9 ministries
9:30-10:30	Multi-stakeholder Workshop - plenary Content: <ul style="list-style-type: none"> - Presentation of the 2030 Agenda context, Mission, and multi-stakeholder consultative purposes - NDP Presentation - Introduction to the workshop methodology (combos) 	Curaçao team I	Whole delegation	Wayaka Room at WTC	100 ppl Government officials and invited stakeholders from private sector, civil society.
10:30-12:30	Multi-stakeholder Workshop – Work in groups Group 1: SDG 1 No Poverty & Decent work (2, 3,4,8,10 11, 16) Group 2: SDG 8 Economic growth(1,4,7,9,10,11,12,14) Group 3: SDG 4 Quality Education (1, 3, 8,9,10, 13,14,15) SDG 3 Good Health & Wellbeing Group 4: Sustainability	Curaçao Team	Whole delegation	Wayaka Room at WTC	100 ppl Government officials and invited stakeholders from private sector, civil society.



	<p>SDG 7 Affordable and Clean Energy (6, 7, 8, 11, 12, 13,14, 17) SDG 14 Life below water</p>				
<p>12:30 - 14:00</p>	<p>Lunch At WTC <i>Light Lunch provided</i></p>				
<p>14:00-16:30</p>	<p>Workshop Theory of Change – 2nd part – Work in groups</p> <p>Group 1: SDG 1 No Poverty & Decent work (2, 3,4,8,10 11, 16) Group 2: SDG 8 Economic growth(1,4,7,9,10,11,12,14) Group 3: SDG 4 Quality Education (1, 3, 8,9,10, 13,14,15) SDG 3 Good Health & Wellbeing Group 4: Sustainability SDG 7 Affordable and Clean Energy (6, 7, 8, 11, 12, 13,14, 17) SDG 14 Life below water</p>	<p>Curaçao Team</p>	<p>Whole delegation</p>	<p>Wayaka Room at WTC</p>	<p>SDG coordinators ministries and CBS Government officials</p> <p><u>Government only:</u> <u>NOT multi stakeholders !!!e</u></p>
<p>17:00</p>	<p>UN Team internal work meeting</p>				
Wednesday June 20th					
Time	Event	Curaçao Team	UN Team	Location	Notes
<p>8:30-10:30</p>	<p>Bilateral meeting for financing opportunities Meeting one – Ministry of Finance & Government Content:</p> <ul style="list-style-type: none"> - Integrating the SDGs into the budget (Results-based budgeting) and creating partnerships - Financing mechanisms (domestic, 	<p>Anneloes Mitsui Deva Monique Raynel</p>	<p>Whole delegation</p>	<p>Meeting Room Min Fin</p>	<p>15 ppl Ministry of Finance Working group Ministries AZ/BPD/FIN/MEO (kernteam) Financial controllers different ministries</p>



	<p>international and private resources)</p> <ul style="list-style-type: none"> - Innovative finance opportunities 				
10:00 -12:00	Meeting Education				
10:30 - 12:00	<p>Meeting two – Development Banks</p> <p>Content:</p> <ul style="list-style-type: none"> - Integrating the SDGs into the budget and creating partnerships - Financing mechanisms (domestic, international and private resources) - Innovative finance opportunities 	<p>Anneloes Mitsui Deva Monique Raynel</p>	<p>Matilde Ivan Gabriel Sofia</p>	<p>Meeting room KvK</p>	<p>15 ppl</p>
12:00-13:00	Work session with Council of Ministers	7 Ministers	Whole delegation	Fort Amsterdam	
13:00 - 14:00	Lunch				
14:00-16:00	<p>Session with parliament: presentation on SDG’s and goals of the mission</p> <p>Content:</p> <ul style="list-style-type: none"> - Adopting the SDGs in parliamentary mechanisms - Legislative and the SDGs - Financing the SDGs - Monitoring SDG implementation - Engaging with the public 	Parliament members	Whole delegation	Parliament building	
16:30-18:00	<p>Meeting with Youth (16+, in english > presentation for youth!)</p>	Curaçao Team	Whole delegation	Kura di Arte?	Bring laptop
Thursday 21 June 2018					



8:00-9:30	Bilat meeting: Central Bank	UN Curaçao, AZ	Ivan, Matilde	Central Bank	
9:00-10:30	Bilat Data (merge cbs and central bank)	CBS, NSED	ECLAC, Diego, Barbara	TBD: MEO?	
9:30 – 11:00	Bilat meeting Research/Academia	Curaçao Team		CBS	10 -15 ppl
11:00 - 12:30	Bilateral Meeting: Social Economic Council	UN Curaçao, AZ	Diego	SER	
12:30 - 13:30	Lunch				
13:30 - 15:30	Session Data	CBS Data stakeholders government and semi-government	ECLAC	CBS	30 ppl
14:30 - 15:30	Bilateral Meeting Dialogo Nashonal	Deva Raynel	Matilde, Ivan	KvK	7 ppl
15:30 - 17:00	Bilateral Meeting Min BPD on Good Governance and Institutional Strengthening Content: - Bottlenecks Good Governance - Human Resources/Capacity Building - Masterplanning	Anneloes		CBS	15 ppl
Friday June 22th					
8:30 - 9:30	Bilateral Meeting: Meeting Audit Chamber	UN Curaçao, AZ	Matilde	ARC	
9:00-14:00	Internal work session MAPS mission team	-			
15:00-16:00	Presentation of the findings Government	Min BPD Kernteam AZ Curaçao Team		Media Room AZ	



16:30-18:00	Presentation of the findings Public	Curaçao team Ministers Parliament SDG coordinators ministries Civil society Private sector Academia Youth		Kura di Arte	
18:00-19:00	Closing MAPS mission week	Curaçao team Parliament SDG coordinators ministries Private sector Academia	UN Team		

Abbreviations Ministries:

- AZ General Affairs
- BPD Governance, Planning and Services
- FIN Finance
- GMN Health, Environment and Nature
- JUS Justice
- MEO Economic Development
- OWCS Education, Science, Culture and Sports
- SOAW Social Development, Labor and Welfare
- VVRP Traffic, Transport and Spatial Planning