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Evaluating the Regulatory Framework of the Aruban Public Partnership Road Infrastructure Projects in Relation to General Government Policies on Sustainable Development

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Evaluating the Regulatory Framework of the Aruban Public Private Partnership Road
Infrastructure Projects in Relation to General Government Policies on Sustainable Development

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Thesis

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Francis Croes

August 27th, 2017

Abstract

Public-Private Partnership ('PPP') road infrastructure projects concern major investments in the public domain and go along with considerable investments, long-term commitments and consequences. Since sustainable development is a main topic of government policy in Aruba, it makes sense to investigate to which extent the regulatory frameworks of the Green Corridor PPP project and the Watty Vos Boulevard PPP project support sustainable development as central theme of Aruba's government policy. To answer this question, a qualitative research was performed in combination with literature review. Research findings showed that there are several factors that promote or hinder the inclusion of the general government policy principles regarding sustainable development into the regulatory framework. Nevertheless, in general, the legislation and regulation for the realization of PPP road infrastructure projects reflect the purpose of sustainable development. However, there is no clear general government policy or ministerial policy in place that address sustainable development at the time parliament approves the Green Corridor project (2011) and the WVB project (2013). It is recommended to work out a general government policy which has broad support among stakeholders for which the 2030 Agenda for Sustainable Development offers a useful framework. Another recommendation is to make policy coherence a priority. For the academic community, it is recommended to do further studies on sustainable development, PPPs' and SIDS.

Key concepts: *Sustainable Development, PPPs', Policy Coherence, SIDS, Regulatory*

*Framework***Table of Contents**

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Chapter 1: Introduction

“Aruba seeks a balance between the vital dimensions of quality of life and sustained economic growth (...) To create the type of prosperity that also is sustainable and shared by all citizens means focusing on “doing more with less” so that creating prosperity today need not sacrifice the quality of life of future generations.” (Regering van Aruba, 2015, p. 2)

Sustainable development is presented as one of the basic principles of the general government policy of cabinet Eman II. In this political choice, the government is supported by the United Nation’s Global Goals for Sustainable Development (‘SDGs’) (United Nations, 2015). Further, it is advocated that governments should cooperate with organizations from the private sector to give SDGs’ significance on a national level. In line with this, it makes sense to consider the role of Public-Private Partnerships (‘PPPs’) as instruments for generating sustainable development. Moreover, since PPP projects concern major investments in the public domain and go along with considerable investments, long-term commitments and consequences, it is justifiable that their design is consistent with the governmental pursuit of sustainable development.

However, any public policy meets certain challenges when transposing plans into practice. Assuming a political perspective on policy making, public policies are the object and result of political struggle. The fight takes place throughout the course of the policy making process. This explains why there may be significant differences between the initial basic principles and the final policy implementation results. (Bovens et al, 2012; Stone, 2012). The process of policy making is even more complicated when overall government policy must be translated into individual policies. General government policy deals with the concern of policy

coherence (Ashoff, G., 2005). Different governmental departments, agencies and private organizations need to comply with the principles of the general government policy in the elaboration of concrete plans, actual projects and activities, and accompanying policies. Hence, it is interesting to discuss to which degree PPP projects are a reflection of the general government policy in the sense that they conform to the principles of sustainable development.

The goal of this research is to gain insight into the degree to which PPP projects answer to the general policy on sustainable development and to contribute to an optimal alignment between the general government policy on sustainable development and the design of PPP projects. For the sake of delimitation, the focus of this study is on the regulatory framework of the Green Corridor project and the Watty Vos Boulevard ('WVB') project, both PPP road infrastructure projects in Aruba. General government policies, ministerial policies, legislation and regulations (such as tender and contracting rules) are regarded as part of the regulatory framework. Further, indications for policy, legislation or regulation or references to these, as may be found in other legislation, in interviews, on websites, in reports, in magazines or evident from certain government actions, were also considered to be part of the regulatory framework.

The main research question is:

To what extent does the regulatory framework of PPP road infrastructure projects support sustainable development as central theme of Aruba's government policy?

The main research question is divided into the following sub-questions:

1. ***What do general government policies and ministerial policies tell about sustainable development and PPP road infrastructure projects?***

2. *To what extent does legislation and regulation for the realization of PPP road infrastructure projects reflect the purpose of sustainable development?*

3. *What factors hinder or promote the inclusion of the general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects?*

The societal significance of this study is its contribution to the pursuit of sustainable development in Aruba. Sustainable development aims at meeting the needs of Aruban citizens, without sacrificing the quality of life of future generations. This is particularly important for a country with the features of a Small Island Developing State ('SIDS') like Aruba. Further, the regulatory framework of the two existing Aruban PPP road infrastructure projects is central to the research. The outcomes of this research may be a reason for changes in the regulatory framework of future PPP (road infrastructure) projects.

The scientific significance is evident by the fact that, as far as is known to the writer, no other research was done in this field. Hence, this research is exploring of nature and provides a solid basis for further research in the future.

To be able to answer the research questions, information was gathered through study of literature and existing documentation, such as policies, legislation, and regulations. Further, interviews were conducted with a selection of key-stakeholders who, in a politically or in an administratively sense, are involved in the developmental trajectories of PPP road infrastructure projects. The key-stakeholder list for the first round of interviews was determined based on the opinion of the interim-directors of the PPP Knowledge Center of Aruba, acknowledging their expertise on the topic of PPPs'.

Interview ethics were a point of attention in the research. All interviewees were thoroughly explained why the research was done, what was going to happen with the results and that the results were going to be used for research purposes only.

In the next chapter, the Green Corridor project and the WVB project, that were selected as cases central to the investigation will be elaborated on. The third chapter examines PPP's, sustainable development, perception, public policy making and SIDS as part of the theoretical framework. Chapter four is about the research methodology. The research results are described in chapter five, while chapter six is dedicated to the conclusions and recommendations. Chapter seven ends this report with a reflection on the research.

As announced, chapter two follows with a description of the Green Corridor project and the WVB Boulevard (a.k.a. 'Ringweg 3') project.

Chapter 2: The Case Studies

This chapter describes the Green Corridor project and the W.V.B. project, both Aruban PPP road infrastructure projects. Examples of completely different PPP projects are the expansion of the Dr. Horacio E. Oduber Hospital and the Infra building where the Department of Public Works (DOW) and the Directie Infrastructuur en Planning (DIP) is located.

The Green Corridor's main goal is to improve mobility between Oranjestad and San Nicolas. The project was designed more than 30 years ago. It did not materialize because constant budgetary constraints which have inhibited the Aruban government to realize the project in a conventional manner. Since then, the necessity for the project has become more urgent. The same applies to the W.V.B. project. The principle idea is a road that will lead the traffic to the hotel/Noord area of the Island avoiding the traffic congestion of down town Oranjestad. This project has been in planning for the last 40 years.

Hereafter, in paragraph 2.1 and 2.2, follows a more detailed description of both projects.

2.1 Green Corridor

The project entails the expansion and renovation of the road connection between the Reina Beatrix Airport, the new container harbor in Barcadera and San Nicolas. More in particular,



Image 1 Logo Green Corridor

the project aims to expand the capacity of the existing main road from the Reina Beatrix Airport to the roundabout of Pos Chiquito. The current single carriageway (1 x 2) will be converted into a dual carriageway (2 x 2) over a distance of approximately 8 kilometers (km). Within this context the existing lanes of the main road from Jaraweg to San Nicolas and the existing roads in

northern route and southern route will be reconstructed. The northern route passes along Jara, Savaneta, Sero Alejandro, Rooi Koochi, Mabon, Weg Sero Blanco and Weg Fontein to San Nicolas. The majority of the southern route is along the coast: the route runs from the Pos Chiquito roundabout towards Isla di Oro and passes along Savaneta, Noord Cura Cabay and Zeewijk to San Nicolas. In total, this relates to an expansion of the existing roads over a length of approximately 5 km and a rehabilitation of the existing roads of approximately 23 km.

Further, the Green Corridor project includes the building of a new bridge over Spaans Lagoen, which can be seen in image 3, the creation of cycling and walking paths and sound-absorbing green strips along the entire road.

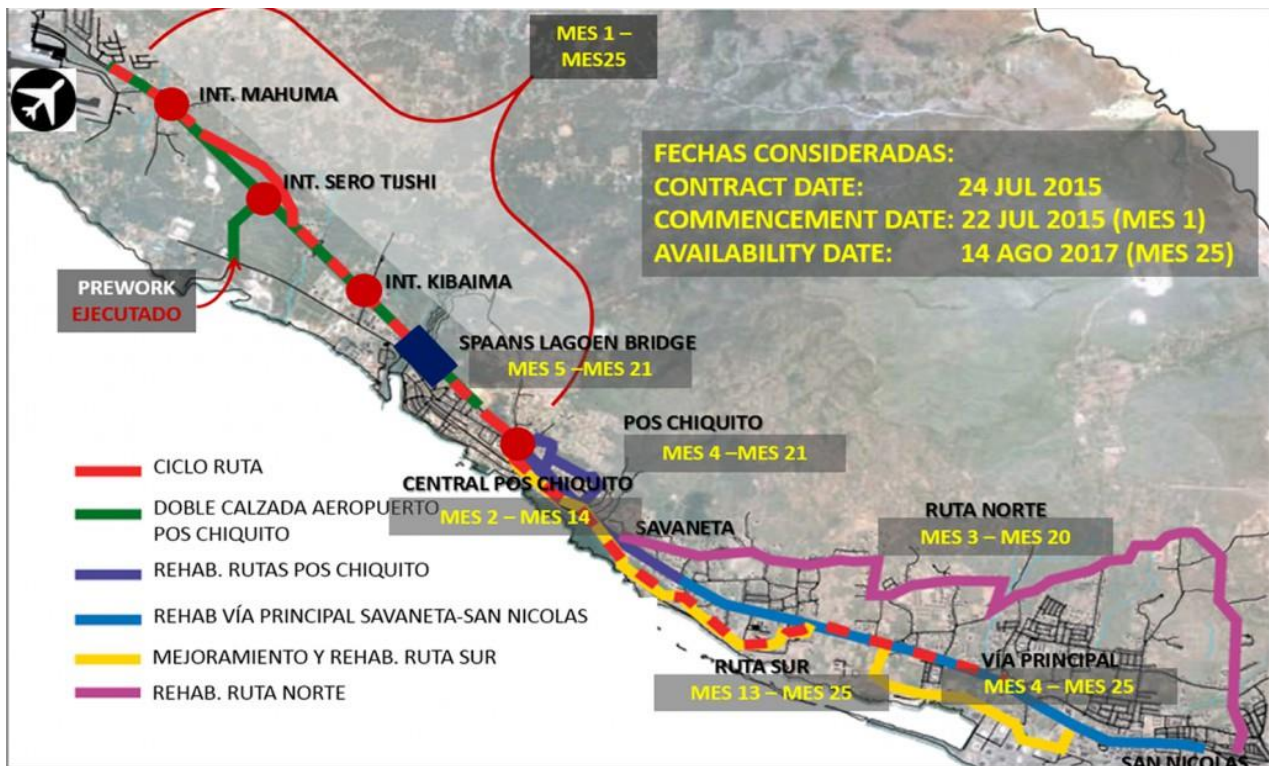


Image 2 Green Corridor Scope of works Green Corridor (image courtesy of <http://greencorridoraruba.com/gallery/>)



Image 3 Spaans Lagoen Bridge Rendering (image courtesy of <http://greencorridoraruba.com/gallery/>)

Also the new container harbor of Barcadera will get a direct connection to the main road. The estimated construction period is no longer than 2½ years. Besides the roles of design, build, and finance, the contractor is also responsible for maintenance duties on the Green Corridor route during a period of 18 years after the completion of the construction phase. (P3, Public Private Partnership Aruba, 2016)

After a series of court cases, in 2013, the contractor Grupo Odinsa S.A. (Colombia) was selected from a group of three bidders. The other two candidates were the combination MJM Aruba (MNO Vervat B.V.), Janssen de Jong Caribbean BV (Curaçao), Macquarie Capital Group Ltd (Australia), and, as third, Vergas Aruba (Vergel Y Castellanos S.A.) (Colombia). A Special Purpose Vehicle (SPV) was established under the name Caribbean Infrastructure Company (C.I.C.), who is dedicated only to work on the Green Corridor project. As responsible for financing the project, Grupo Odinsa S.A., in collaboration with and through the Deutsche Bank, found parties willing to invest on the project. The construction of the road infrastructure started

in 2014. The total cost of the Green Corridor project is not to exceed 292 million US dollars, as determined by the Parliament of Aruba, June 21, 2011. The payments to the contractor are conditional on the delivery and proven availability, as well as proven compliance to the requirements set out in the contract. Hence, there is a difference in planning between expenditure and income for the contractor. Not to forget that it is the contractor who is responsible for financing for the project.

This project is currently in the final stages of the construction phase. The new road infrastructure and related works are planned to be available in the fourth quarter of 2017.

2.2 Watty Vos Boulevard ('Ringweg 3')

The second case study is the W.V.B. project. Essentially, the project involves the design and construction of a new 2 x 2 road around Oranjestad between the intersections of Sabana Blanco and Punta



Image 4 Logo Watty Vos Boulevard

Brabo. The route begins at the existing turbo roundabout of Sabana Blanco and goes through the neighborhoods of Meiveld, San Barbola, Sero Patrishi, Tanki Leendert, Ponton and Bushiri to end at the intersection of Punta Brabo. (P 3, Public Private Partnership Aruba, 2016) More in particular, the project aims to create a quick route for freight traffic between the new container harbor of Barcadera and the region northwest of Oranjestad. Moreover, people laboring in the hotel area are benefited by using Ringweg 3, instead of driving through the center of Oranjestad. The new alternative will aid standing in traffic jams. According to the mobility plan 2006 priority should be given to two connections, namely the connection Oranjestad – Noord, and the connection Oranjestad – San Nicolas. The existing lanes from intersection Punta Brabo through

J.E. Irausquin Boulevard to the Westin Hotel (now the RIU Antilla Hotel), part of the L.G. Smith Boulevard, Caya Punta Brabo, Dr. Horacio E. Oduber Boulevard and a part of the route Ponton - Noord will be reconstructed. In total, this involves construction of a 2 x 2 arterial road over a distance of about 7 km; renovation of the existing road over a length of about 17 km. There are 13 intersections that will be redesigned and reconstructed and 2 overpasses designed and constructed. Furthermore, cycle paths of approximately 15.4 km will be designed and constructed along almost the entire Watty Vos Boulevard route. The estimated construction period is no more than 2½ years. The contractor is also responsible for the maintenance of the WVB project for a period of 20 years after the completion of the construction. (P 3, Public Private Partnership Aruba, 2016)

The WVB project went to tendering in February 2014. After shortlisting, the list of potential contractors was reduced to Grupo Mota-Engil (Peru); Grupo Odinsa S.A. (Colombia); and Grupo Queiroz Galvão (Brazil). Mid-2015, Grupo Mota-Engil was selected as the preferred bidder. This project is still just finalized financing phase and is in its first stages of construction. Again, an SPV has been established to work on the project.

Further, as in the Green Corridor project, the payments to the contractor are conditional on the delivery and proven availability, as well as proven compliance to the requirements set out in the DBFM. Here too, the contractor must arrange for the necessary financing. The construction started in 2017.

How will the WVB look like?



Image 5 Watty Vos Boulevard Bubali Rendering and Scope of Works (Image courtesy of the Project Team WVB)

Chapter 3: Theoretical framework

This chapter provides an explanation of key concepts that are dealt with in this study: PPPs', sustainable development, perception, public policy making, and SIDS.

3.1 PPPs'

In this chapter a brief overview will be provided on literature regarded to PPPs'.

3.1.1 Describing the concept.

Since the early nineties, PPPs' emerged in public administration as a result of the New Public Management (NPM) movement (Hood, 1991; Lane, 2000). NPM represents a collection of insights, models, and practices which aims to make public organizations operate more results-oriented, coordinated and efficient (Noordegraaf, 2008, p. 86). In brief, the government should adopt management techniques from the private sector in order to be better capable to meet societal needs. PPPs' are an application of the new way in which public administration operates (Anheier, 2014). PPPs' regard inter sectoral partnerships between actors from the public and the private sectors (Koliba et al, 2011). Different PPP definitions are circulating (Bult-Spiering et al, 2005; Howlett et al, 2009; World Bank, 2014). Four examples are:

- “PPPs' are basically ”legal agreements” between government and private sector entities for the purpose of providing public infrastructure, community facilities, or services such as health care, education, or environmental protection. While partners of PPPs' share risk, rewards, and responsibilities that are contractually regulated, they also bring different resources and needs into the partnership.” (Anheier, 2014, pp. 447, 448)

- “A long-term contract between a private party and a government entity, for providing a public asset or service, in which the private party bears significant risk and management responsibility, and remuneration is linked to performance.” (World Bank, 2014, p. 14)
- “PPP staat voor Public Private Partnership en is een verzamelnaam van verschillende samenwerkingsverbanden tussen de overheid en de markt. Bij publieke-private samenwerking opereren overheid en bedrijfsleven als volwaardige partners, waarbij iedere partij die taken op zich neemt die hij het best kan uitvoeren en die risico’s die hij het beste kan beheersen. Er is sprake van een opdrachtgever-opdrachtnemer relatie met een in beginsel langere contractduur die kan lopen tot circa 30 jaar.” (CAft 2016).
- “Publiek privaatrechtelijk samenwerkingsproject: een door de overheid en bedrijfsleven in samenwerkingsverband te realiseren project met behoud van eigen identiteit en verantwoordelijkheid op basis van heldere taak- en risicoverdeling.” (Landsbesluiten concurrentiegericht dialogoog: 2011; AB 2011 no. 56/ 2013; AB 2013 no. 92)

As the previous definitions indicate, multiple motives exist to step into PPPs’.

Koliba et al (2011, p. 21) made the following overview, inspired by Linder (2000):

Table 1 Rationale for why PPPs’ form, according to Koliba et al (2011, p. 21)

<i>Partnership as:</i>	<i>Conceptions of Partnership:</i>
Management reform	Chance for government to learn business practices from the private entity it is partnering with.
Problem conversion	“Commercialize problems” so private firms will be enticed to solve them.
Moral regeneration	Market values will instill government bodies with virtues.
Risk shifting	Leveraging of government ability whereby a private sector entity buys into a public product.
Restructuring public service	Cutting through government red tape by moving from a public to a private workforce.
Power sharing	Replaces the adversarial relationship between government and private firms with a give-and-take one.

Van Twist and Klijn (2007) argues that a public party and a private party who enter into a PPP have expectations about each other and the project that is topic of the collaboration. However, they claim that difference in core business (political versus business objectives), the pertaining values (e.g. loyalty versus competitive values) and the strategies of public and private participants in a PPP (ensuring substantial influence versus seeking for certainties to produce), result in tensions within the PPP relationship. Public parties would tend to focus on procedures and public dominance, while private parties would adopt a wait-and-see attitude to the point of the contract award. These attitudes would prevent the creation of added value through cross-sector interaction. This view contradicts the claim that involvement of private parties would improve the quality of public services and policies. (Van Twist and Klijn, 2007).

Focusing on infrastructure development, the World Bank (2015, p. XV) argues: “PPPs’, if implemented well, can help overcome inadequate infrastructure that constrains economic growth, particularly in developing countries. Poor infrastructure is often a reflection of constraints that governments face, for example, lack of public funds, poor planning, or weak analysis underpinning project preparation. PPPs’ can help overcome these constraints by mobilizing private sector finance and helping improve project preparation, execution, and management.” Anheier (2014, p. 447) adds a political reason for governments to enter into PPPs’: “government can point to actions (“something is being done”) in addressing pressing problems even though it may lack the financial resources and full operational capacity to do so alone.”

In a recommendation to the Minister of Finance, The Board of Financial Supervision Aruba

(‘College Aruba financieel toezicht’ or ‘CAft’) (2016) gives an overview of the advantages and disadvantages of (infrastructure) PPPs’ from the point of view of the Aruban government. The private party can be made responsible for the whole project, including financing, which avoids an immediate increase in the government’s debt position. On the other hand, it may be cheaper for the government to arrange the financing, since the contractor will charge extra fees. An important advantage is that the government is guaranteed long-term access to high quality infrastructure at no extra cost. Further, clustering of functions enables the contractor to optimally match activities, which promotes project implementation conform schedule. A disadvantage is the long term liabilities, which frustrate the possibilities to invest public resources in alternative projects. Another disadvantage is that PPPs’ require specialist (legal, financial) knowledge and strong negotiating skills (CAft 2016).

3.1.2 Diversity of types.

There are many different types of PPPs’. In literature (Klijn and Twist, 2007; Eversdijk and Korsten, 2008) distinction is made between two main PPP arrangements: *PPP concession form* or *contract form*, and *PPP partnership form*. The Green Corridor project and the WVB project use the contract form. This arrangement bundles different functions, like construction, financing and exploitation within one contract. The main reason is lower costs (more value for money). The relation between the public party and the private party is one of principal and contractor.

The second arrangement, the partnership form, is an organizational form of collaboration in which different activities, in particular sub projects, are integrated to create synergy. Both, the public party and the private party, are involved in a joint process of problem and solution

specification. (Klijn and Van Twist, 2007)

As noted, typical for a PPP contract form is that it combines multiple project phases of functions. The World Bank Group (2014) describes the following functions: Design or Engineering work; Build, or Rehabilitate; Finance; Maintain; and Operate. *Design or Engineering work* is developing the project from first concept and output requirements to construction-ready design. *Build* is about new infrastructure assets, which the private party should construct including all equipment. *Rehabilitate* regards existing assets to be rehabilitated or extended by the private partner. *Finance* concerns the finance obligation by the private partner in case of building or rehabilitating an asset. *Maintain* refers to the private party's obligation to maintain an infrastructure asset to a determined standard during the contract. Finally, *Operate* is about the operating responsibilities of the private party. The nature of the operation activities could be technical operations, providing services to users, or providing support services (while the public party remains responsible for delivering the public service to the users) (The World Bank Group, 2014). In case of the Green Corridor project and the WVB project parties agreed with a Design, Build, Finance, and Maintain ('DBFM') contract.

The private party gets paid by collecting fees from service users, by the public party, or by both. Mostly, payment depends on performance. An example of '*user pays*' PPPs'' is the case of toll roads, sometimes supplemented by subsidies from the public party. In case of '*government pays*' PPPs', only the public party pays to the private party. (The World Bank Group, 2014). The Green Corridor PPP project and the Watty Vos Boulevard PPP project are of this type.

The World Bank Group (2016) distinguishes between four PPP arrangements that deal

with infrastructure: Management and operating contracts; Lease/Affermage; Concessions/BOT projects/ DBOs; Joint venture/ Partial divestiture of public assets. The following image places these types in an array of increasing extent of involvement of private parties in the arrangement with the government (World Bank Group, 2016):

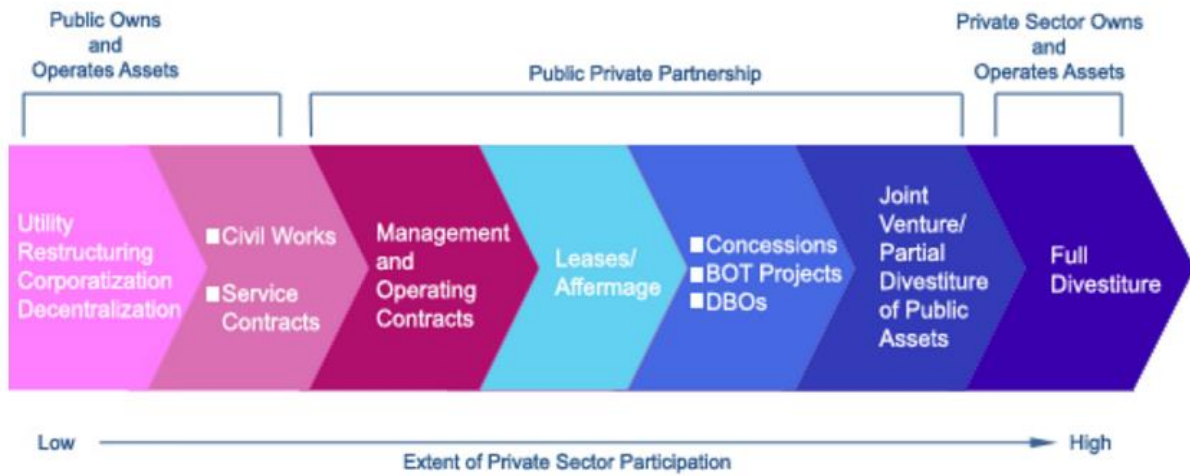


Image 6 From Public Owns and Operate to Private Sector Owns and Operate Chart (World Bank Group, 2016)

Next follows a brief description of the concept sustainable development.

3.2 Sustainable Development

The term sustainable development has, to start with, no clear meaning: “it means so many different things to so many different people and organizations.” (Robinson, 2004) “Sustainable development is a term that everyone likes, but nobody is sure of what it means.” (Daly, 1996) A very well-known definition of sustainable development is from the UN World Commission on Environment and Development (‘WCED’), also indicated as the Brundlandt Commission. Its report “Our Common Future” (1987) states that human resource development and the concern for environmental conservation cannot be considered separately. Moreover, it argues that

environmental limits to economic growth should be applied. The Brundlandt Commission defines sustainable development as: “development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The definition refers to two key concepts:

1. The concept of ‘needs’, in particular, the essential needs of the world’s poor, to which overriding priority should be given; and
2. The idea of limitations imposed by the state of technology and social organization on the environments’ ability to meet present and future needs.” (Kahle and Gurel-Atay, 2014)

Although awareness with regards to sustainable development was raised by the Brundtland Commission, the definition received criticism for seeming too vague. Further, the definition would focus too much on poverty reduction at the expense of environmental sustainability.

(Retrieved from: www.thwink.org/sustain/general/About.htm)

In the Rio+20 summit, a UN conference on sustainability development, which took place in June 2012. Despite of worldwide attention, the concept of sustainable development was still considered “radical” and somewhat obscure among the world’s key decision-makers (Elgert and Kreuger, 2012). It is a more recent phenomenon that sustainable development has become widely accepted by governments according to Elgert and Kreuger (2012). It is important to say that Aruba was part of the Rio+20 summit. Since Rio+20 summit, sustainable development has become a topic that is on the agenda of almost all governments of the world.

In line with the theory of the Three Pillars of Sustainability (original concept of economist René Passet, 1979, *L'économie et le vivant*; also known as the Triple Bottom Line), sustainable development should involve social, economic, and environmental dimensions. These

three are perceived as interdependent. If one does not get adequate attention, then the end result



would be unsustainable. However, since humans live within and are dependent on the environment as larger system, of all pillars, environmental sustainability should get the highest priority. (Retrieved from:

www.thwink.org/sustain/general/About.htm (2014);

www.frontstream.com/the-three-pillars-of-sustainability

Image 7 Triple Bottom Line, inspired by L'économie et le vivant, René Passet, 1979

(2013)) According to Jain (2015) the world has seen a lot of development, but development alone is not enough to prevent

us from extension. We have to keep in mind the protection and preservation of resources for future generations. Resources should only be used at a pace that they can be replenished in a natural way.

September 2015, the UN introduced the 2030 Agenda for Sustainable Development, which represents a number of 17 Sustainable Development Goals ('SDGs') that should be realized in every country by the year 2030. (Retrieved from: <https://sustainabledevelopment.un.org/SDGs>) Here, sustainable development is understood as a balance of social, economic, and environmental factors.

The 17 SDGs' are the outcome of three years of planning and debate which began at the Rio+ 20 summit conference in 2012. Prior to this there were the 8 Millennium Development Goals ('MDGs'), being mentioned in the image below, that were the guideline for decision making with respect to sustainable development.

The 8
Millennium
Development
Goals



Image 8 Millennium Development Goals, image courtesy of the United Nations

As mentioned above, the 8 MDGs' evolved into 17 SDGs', as can be seen below.



Image 9 Sustainable Development Goals, image courtesy of the United Nations

Table 2 Description of the Sustainable Development Goals

	<i>Sustainable Development Goal</i>	<i>Description</i>
1	No Poverty	End poverty in all its forms all over the world
2	Zero Hunger	End hunger, achieve food security, improve nutrition and promote sustainable agriculture
3	Good Health and Well-being	Ensure healthy and promote well-being for everyone
4	Quality Education	Ensure inclusive and equitable quality education while promoting lifelong learning opportunities
5	Gender Equality	Achieve gender equality through empowerment of women and girls
6	Clean Water and Sanitation	Ensure availability and sustainable management of water and sanitation facilities for everyone
7	Affordable and Clean Energy	Ensure access to affordable, reliable, sustainable and clean energy
8	Decent Work and Economic Growth	Promote inclusive and sustainable economic growth through the provision of decent employment
9	Industry, Innovation and Infrastructure	Built resilient infrastructure while promoting inclusive and sustainable industrialization where innovation is fostered
10	Reduces Inequalities	Reduce inequality between countries
11	Sustainable Cities and Communities	Make cities and communities safe, resilient and sustainable for the people living in them
12	Responsible Consumption and Production	Ensure sustainable consumption and production patterns
13	Climate Action	Take urgent action to minimize impacts on climate change
14	Life Below Water	Conserve and sustainably use the worlds marine resources
15	Life on Land	Protect ecosystems to sustainably manage biodiversity
16	Peace, Justice and Strong Institutions	Promote peaceful societies that provide access to justice with accountable institutions on all levels
17	Partnership for the Goals	Strengthen global partnership

In the table presented above, a short description of the 17 SDGs' is presented.

The ‘Planbureau voor de Leefomgeving’, a Dutch governmental department, describes sustainable development as follows; “Door duurzame ontwikkeling wordt voorzien in de behoeften van de huidige generatie zonder dat daarmee de behoeften van toekomstige generaties – hier en in andere delen van de wereld – in gevaar worden gebracht” (Planbureau voor de Leefomgeving, 2016). Roughly translated: ‘Sustainable development provides for the needs of the present without compromising or endangering the needs of future generations - here and in other parts of the world –’.

Concluding, from the Brundtland Commission to the SDGs’, there is a constant development in the way sustainable development is interpreted: from being merely aimed at poverty reduction and natural resources to all areas of the triple bottom line.

3.3 Perception

How do politicians and officials perceive the term sustainable development? Perception plays a key role in our daily life of how we perceive the world around us. It is a significant fragment of our critical thinking. Perception is our sensory experience of the world around us and involves both the recognition of environmental stimuli and actions in response to these stimuli. Through the perceptual process, we gain information about properties and elements of the environment that are crucial to our survival. Perception not only creates our experience of the world around us; it allows us to act within our environment (Cherry, 2015).

According to Cherry (2015) we use all our five senses; touch, sight, taste, hearing and smell, while perceiving information. In addition to the five senses Cherry (2015) claims that the perceptual process also involves the cognitive process required to process information. It is this last part that plays a crucial role when we give interpretation to a word or concept. This process

happens unconsciously and automatically.

Cognition regards conscious mental activities: the activities of thinking, understanding, learning, and remembering as described by the Merriam-Webster dictionary. According to Khezrlou (2012), a person with a lower level of education might be more susceptible to accept a perception of a concept presented by another person than a person with a higher level of education. In 2010, only 13% of the Aruban population has a higher level of education according to the Statistical Yearbook 2013, table 7A (see annex 1). The more alarming part is that 35% of the Aruban population has a primary or lower level of education. Hence, this part of the population is more susceptible to other people's perception of concepts, which makes it easier to make them perceive a certain perception of a concept according to literature.

3.4 Public Policy Making

This paragraph gives an explanation of different aspects of public policy making, all related to the central concept of this research.

3.4.1 How to define Public policy?

Inherent to governing, governments strive to steer developments in society. Thus, from case to case, a government needs to decide how this control should take place. Bovens, et al (2012) consider this as the essence of 'public policy'. In this line of thinking, public policy may be understood as 'all intentions, choices and actions of one or more administrative bodies directed to the steering of a particular social development' (Bovens, et al, 2012, p. 69). A classical definition of public policy is from Dye (1972, p. 2): "Public policy is whatever governments choose to do or not to do." However, this definition is too broad, since it covers any kind of government behavior, not limited to policy making. Nevertheless, the strength of this

definition is the reference to governments. Public policies always require the commitment of government agencies (Howlett, et al, 2009). Dye's definition also illustrates that public policy making is about a deliberate decision to act or refrain from acting; hence, the difference between whether or not to intervene in a social situation (Howlett, et al, 2009).

In view of the abovementioned, more specific definitions are possible. Before, Friedrich (1963) had suggested the definition: "a proposed course of action of a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose." From this definition may be concluded that public policies are goal oriented, especially to bring change to a situation in a specific area. The following definition of Noordegraaf draws attention to another side of public policies.

Noordegraaf (2008, p. 366) presents public policy as 'formalized and administrative or political authorized planning and decision making'. It is a clear reference to the aspect of being legitimized to make authoritative decisions on behalf of the people. Further, he points to the element of planning, which is inherent to any policy making process. Kilpatrick (2000) underscores legislation as intertwined with public policy: "Public policy can be generally defined as a system of laws, regulatory measures, courses of action, and funding priorities concerning a given topic promulgated by a governmental entity or its representatives." This description indicates that public policies often take shape in the form of regulations.

Legislation provides the formal competence to make policy. This is linked to the principle that any act of government requires a legal basis or must be traceable to a legal basis (rule of law; 'legaliteitsbeginsel') (Van Ommeren, 2010). The above definitions are just a

selection of the many existing different descriptions of public policy. It is obvious that the term is ambiguous. The specific wording is often the result of what aspect a particular writer wants to emphasize.

3.4.2 Public policy development process.

For the benefit of a simple explanation, public policy making is often presented as a process. Howlett, et al. (2009) writes about “a set of interrelated stages through which policy issues and deliberations flow in a more or less sequential fashion from ‘inputs’ (problems) to ‘outputs’ (policies).” The assumption is that the development of public policy runs through chronological phases, starting with agenda setting, policy formulation, decision making, policy implementation and policy evaluation (Wegrich and Jann, 2006; Howlett et al, 2009; Bovens, et al., 2012). Each phase is a logical consequence of the previous. The phases are part of a cyclic process, which is completed over and over again, until the policy is discontinued (Wegrich and Jann, 2006; Bovens, et al., 2012). Essential to bring positive change to a problem situation, is the element of monitoring and evaluating the results of the outputs, and possibly adjust their action in a next cycle round. The underlying idea is that practice and theory reinforce each other as result of a learning experience (Howlett et al, 2009; Bovens, et al. 2012).

The following table (see Howlett et al, 2009, p. 12) illustrates the different stages of the policy cycle, assuming that public policy boils down to applied problem solving:

Table 3 Stages of the policy cycle (Howlett et al, 2009, p. 12)

<i>Applied problem solving</i>	<i>Stages in policy cycle</i>
Problem recognition	Agenda setting
Proposal of solution	Policy formulation
Choice of solution	Decision making
Putting solution into effect	Policy implementation
Monitoring results	Policy evaluation

Although the image of a policy cycle makes public policy making more understandable, it also meets a lot of criticism. As will be discussed hereafter, in reality public policy making does seldom follow a logical, sequential order. The identification of problems and the development and execution of solutions are often very dependent on the circumstances and the results of political considerations (Howlett et al, 2009, Bovens et al, 2012, Stone, 2012).

3.4.3 Rationalistic and political perspectives on public policy making.

Proponents of a rationalistic perspective on public policy making support the idea of policy making following logical, consecutive steps, as presented by the policy cycle (Hoogerwerf, 1978). Policy is based on the rational outcome of the pros and cons of various alternative practices. It is considered the product of purposeful choices by the top of the policy making government according to Bovens et al (2012).

However, there are writers that reject the conception of public policy making following a rational, systematic order. Stone (2012, pp. 12, 13) claims: “The *model of policy making* in the rationality project is a production model, where policy is, or should be, created in an orderly sequence of stages, almost as if on an assembly line.” Stone’s main argument against this approach is that it ignores what Stone considers to be the essence of public policy making: ‘the struggle over ideas’. “Ideas are a medium of exchange and a mode of influence even more powerful than money and votes and guns. Shared meanings motivate people to action and meld individual striving into collective action. All political conflict revolves around ideas.” (Stone, 2012, p. 13)

Advocates of the political perspective on public policy making point out that the administrative reality is characterized by a permanent and sometimes chaotic battle between

parties with divergent norms, values and ideological beliefs. Public policy making follows an unpredictable, erratic course, where phases run together, or do not have a logical sequence. They see representing of own interests and exercise of power as an essential part of any policy process. (Bovens et al, 2012). According to Stone (2012), public policy design is politically inspired, since it implies a continuous trade-off of interests and choices. Stone therefore regards public policy making as “a constant struggle over the criteria for classification, the boundaries of categories, and the definition of ideals that guide the way people behave.” (Stone, 2012, p. 13) The foregoing is supported by Easton’s (1953) definition of public policy: “A policy whether for a society, for a narrow association or for any other group, consists of a web of decisions and actions that allocates values. By adopting a policy authority deprives someone of anything and allows others to have it.”

The figure below illustrates the differences between the analytical and political perspectives on public policy making:

Table 4 The analytical and political perspective in public policy making (courtesy of Bovens et al, 212, p. 73)

<i>Themes</i>	<i>Rationalistic perspective</i>	<i>Political perspective</i>
Essence of public policy making.	Rational social problem solving: goals and resources.	Object and result of political struggle.
Course of policy processes.	Consecutive phases.	Permanent struggle.
Type of agenda setting.	Product of systematic comparison of existing and desired societal conditions.	Battle for mobilization and allocation of political and administrative attention.
Type of policy formulation.	Combination of preparation (analysis) and decision.	Incremental process of negotiation and coalition forming.
Type of policy implementation.	Programming: selection and application of tools.	Continuation of political struggle.
Type of policy evaluation.	Applied research: goal achievement. Learning	(De) politicization of policy achievements. Regrouping.

The political perspective illustrates that public policy is a product of confrontation between several parties with divergent values, interests and perceptions of the issue at stake. Stone (2012) argues that policy makers must be aware of this aspect and need to anticipate any counteraction when proposing and implementing public policies.

3.4.4 Policy coherence.

An overall government policy only works, when other types of public policies support the principles, goals and objectives of the overall government policy, or, at least, are not in contradiction with them. To realize this, the condition of policy coherence must be met:

“Policy coherence is considered desirable for government action because deficient coherence may lead to ineffectiveness (failure to achieve objectives), inefficiency (waste of scarce resources) and the loss of credibility of policies.” (Ashoff, G., 2005, p. 11)

However, no uniform definition of policy coherence exists (Ashoff, G, 2005). Policy coherence may be understood as “avoiding policies that conflict with reaching for a given objective” (OECD/DAC, 2001, as quoted by G. Ashoff, 2005, p. 11). This definition focusses on the lack of policy consistency. Other definitions are more positive, such as: “The systematic promotion of mutually reinforcing action, by the concerned government and non-government players, in order to create and maintain synergies towards achieving the defined objective.” (OECD/PUMA, 2003, p. 11) A third category includes both aspects, e.g.: “An attribute of policy that systematically reduces conflicts and promotes synergies between and within policy areas to achieve the outcomes associated with jointly agreed policy objectives.” (Nilsson, M., et al, 2012, p. 6)

Policy coherence problems may occur between a variety of policies, between several levels of government, and different stakeholders (OECD, 2003). The traditional model of public

policymaking and governance is linear and top-down (Gløersen and Michelet, 2014). It builds on relationships where “higher level bodies and units exert authority over lower level ones, and thereby impose strategic choices in view of ensuring an overall coherence of actions and outputs.” Authority plays a less important role in case a government promotes civil participation in public policy issues. (Gløersen and Michelet, 2014) Moreover, attention to different opinions would also result in more synergy. Nonetheless, ensuring compliance across all levels of government is typical for vertical coherence (also: vertical coordination). (OECD/PUMA, 2003)

At the same time, actors operating at a same level should coordinate their policy making. Horizontal coherence (also: horizontal coordination) ensures that individual objectives and policies are more interconnected and promotes a ‘whole-of-government’ perspective. (OECD, 2003, Gløersen and Michelet, 2014) For Aruba, this would imply that policies of individual ministerial departments, government agencies, and involved private organizations must fall within the framework of general government policy, as agreed upon in the Council of Ministers.

Besides vertical coherence and horizontal coherence, OECD/PUMA (2003) distinguishes a third dimension of coherence: temporal coherence. Temporal coherence makes sure that policies “continue to be effective over time and that short term decisions do not contradict longer-term commitments.” (OECD/PUMA (2003), p. 10) Sustainable development policies certainly benefit from temporal coherence.

In many cases, competing interests and values of different stakeholders are a hindering factor in achieving policy coherence (OECD, 2003, p. 3; Ashoff, 2005). “It is becoming a key challenge for government to address conflicting interests and goals without giving up the capacity to develop consistent policies.” (OECD/PUMA, 2003).

Shortcomings in policy formulation may also result in policy incoherence because:

“Policies can be coherent only in respect of common overriding objectives which are the guide and yardstick for the interaction that is sought and themselves require longer-term, strategic perspectives and priorities for government action. The more the objectives (...) form part of the strategic perspectives, the sooner it can demand coherence. The less concrete the perspectives, the more difficult it becomes to encourage and demand policy coherence.” (Ashoff, G., 2005, p. 37). Hence, in case the principles, goals and objectives of a general government policy are not clear, it is unreasonable to expect that elaborated plans or policies are in coherence with the general government policy.

Shortcomings in the structure and process of policy coordination may also contribute to policy incoherence. (Ashoff, 2005) In general, through the council of ministers, the prime minister is responsible for interdepartmental coordination.

Further, shortcomings in information may be a cause for policy incoherence. For example, in case essential information is not easy to obtain, but spread across different agencies. (Ashoff, 2005)

Derived from a 1996 publication, OECD/PUMA (2003, p. 43) gives an overview of so-called ‘basic tools of coherence’ that is compiled based on the experience of OECD countries:

- Commitment by the political leadership is a necessary precondition to coherence, and a tool to enhance it.
- Establishing a strategic policy framework helps ensure that individual policies are consistent with the government’s goals and priorities.

- Decision makers need advice based on a clear definition and good analysis of issues, with explicit indications of possible inconsistencies.
- The existence of a central view and co-ordination capacity is essential to ensure horizontal consistency among policies.
- Mechanisms to anticipate, detect and resolve policy conflicts early in the process help identify inconsistencies and reduce incoherence.
- The decision-making process must be organized to achieve an effective reconciliation between policy priorities and budgetary imperatives.
- Implementation procedures and monitoring mechanisms must be designed to ensure that policies can be adjusted in the light of progress, new information, and changing circumstances.
- An administrative culture that promotes cross-sectoral cooperation and a systematic dialogue between different policy communities contributes to the strengthening of policy coherence.

Ashoff (2003, pp. 3-5) also makes recommendations to promote policy coherence:

- There should be a common understanding of the issues at stake;
- A clear commitment and leadership should be sustained;
- Conditions should be in place to steer policy integration;
- Knowledge management should be encouraged and sufficiently open.

Policy coherence is not only an issue within national governments. There is also a need for policy coherence when local policies do not support policies at a regional or international

level. (OECD/PUMA, 2013, p. 3) Several international organizations, such as the Organisation for Economic Co-operation and Development ('OECD'), the EU, and the UN, advocate Policy Coherence for Development ('PCD'). PCD promotes, as the full name indicates, a coherent approach to development policies of member states, taking into account the mutual interests of developing and developed countries. (Ashoff, 2005)

3.4.5 International influences on local public policy making.

In principle, public policy making on a national or local level is an exclusive matter for the governmental authorities within a sovereign country or state. However, the extent to which a state is capable to confirm its sovereignty will depend on the intensity of international influences and the kind of policy issue (Howlett et al, 2009).

Looking at Aruba, besides some number of policy areas assigned as responsibility to the government of the Kingdom of the Netherland (such as foreign relations, military defense, and ensuring human rights, legal certainty, and good governance), any country member within the Kingdom is entitled to look after its own affairs (Charter for the Kingdom of the Netherlands, 1954; Klik, 2013). Aruba experiences international influences directly or indirectly, through its relationship with the Kingdom. First of all, Aruba has to comply with binding commitments based on international treaties (Klik, 2013). Other international influences can be traced to international organizations and prevailing regimes.

Regimes can be defined as "sets of implicit or explicit principles, norms, rules, and decision-making procedures around which actor's expectations converge in a given area of international relations." (Krasner, 1982, p. 186). These regimes in international society are no ad hoc agreements. Regimes are dynamic. Their purpose is to affect the conduct of states by

establishing and promoting standards of behavior. States are motivated to respect international regimes for various political reasons, for example self-interest (often economic reasons) or international reputation. Regimes facilitate arrangements and collaboration (Krasner, 1982). An international organization may be defined as: “a body that promotes voluntary cooperation and coordination between or among its members” (EU Learning, 2016). Two main categories are intergovernmental organizations (IGOs) and supranational organizations. Members of a supranational organization have transferred part of their decision power to that organization. They can only move within the framework of policy determined by the supranational organization. United Nations and European Union have evident supranational characteristics. Members of IGOs keep the ultimate right to make own decisions (Schermers and Blokker, 2011).

International influences on domestic public policy making have increased as a result of internationalization. Events elsewhere in the world (wars, terrorist actions, money laundering, financial crises, environmental pollution, rise of sea level, crime, human rights) influence the domestic agenda setting. At the same time, internationalization offers possibilities for learning from the policy experience of others. Further, international organizations such as UN and EU provide governments platforms to profile themselves positively (Howlett et al, 2009).

In order to support countries with the implementation of the SDGs’, October 2015, the UN Sustainable Development working Group (‘SDWG’) introduced 8 “Implementation Guidance Areas for Mainstreaming the 2030 Agenda for Sustainable Development and Tailoring the SDGs’ to National Contexts” (UN Development Group, October 2015, pp. 11-13). The following table is derived from UN Development Group (October 2015, p. 131) and depicts an

elaboration of each guidance area into sub-points. In the context of policy coherence of overall sustainable government policy, the guidance areas 1- 5 are of special interest.

Table 5 Plan-Do-Act table implementation SDG's (UN Development Group, 2015)



Focusing on the guidance area no. 4, horizontal policy coherence, integrated policy analysis is recommended to “ensure that proposed policies, programs and targets are supportive of nationally-adapted SDGs’.” Further, coordinated institutional mechanisms are “to create formal partnerships across sectorial line ministries and agencies.”, while integrated modeling would serve to “help clarify and articulate the interconnected system of goals and targets and to analyse and inform key policies, programs and projects for their impact on national adapted SDGs’.” (UN Development Group, 2017, p. 6)

Creating vertical policy coherence, guidance area no. 5, could be achieved through the appliance of institutional coordinating mechanisms “to foster partnerships and coordination across levels of government.” Multi-stakeholder consultative bodies and forums are to “create partnership and coordination.” Local Agenda 21s and networks are recommended for “scaling up action for sustainable development at the local level.”; monitoring and review at the local level is suggested as “a means for localizing nationality-adapted SDGs’.” Further, the introduction of impact assessment processes would “ensure that nationally and locally-adapted SDGs’ are taken into consideration in large public and private development projects.” Finally, an approach of integrated modeling aims to “explore the benefits and impacts of key national policies and programs at sub-national and local levels.” (UN Development Group, 2017, p. 6)

3.5 Small Island Developing States (SIDS)

According to the United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States (UN-OHRLLS), SIDS are a distinct group of developing countries facing challenges based on their common vulnerabilities; these vulnerabilities are in social, economic and environmental

areas. There are currently 52 countries that can be qualified as SIDS by the UN. 38 of these 52 countries are UN members, while 14 are non-UN members, as is shown in annex 5.

The common challenges faced by these SIDS put them in a disadvantage with concerns to their development in comparison with the rest of the world. These common challenges are small size, remoteness and insularity, disaster proneness, environmental fragility, and other factors (Briguglio, 1995). These common challenges are also the challenges the SIDS face when thinking about sustainable development.

According to these descriptions Aruba may be considered a SIDS. Aruba is very vulnerable in the economic area. At the moment Aruba is dependent on one single economic pillar. Aruba's main source of economic development is tourism. Another vulnerability that Aruba faces is the vulnerability to natural disasters. For example, although Aruba is not on the hurricane belt, it is still vulnerable to the effects of hurricanes in the region. Heavy rainfall makes it very difficult or almost impossible to move on the island. Because Aruba is small in size (Briguglio, 1995) (size can be measured in terms of population, its land area or its gross national index) there is very little that is produced on the island. This makes Aruba very dependent on other countries for food and other primary products.

SIDS also meet challenges in the field of public policy making and engaging in PPP partnerships. All stages of policy making and participating in PPPs' require relevant specialist (among others legal, financial, and technical) knowledge and strong negotiating skills (CAft 2016). The problem of resolving the lack of local expertise is even more evident when it comes to the first major PPP project (Vink and Croes 2017). Expertise is missing in SIDS, because the number of highly educated people is low compared to other countries. Moreover, Caribbean

SIDS struggle with the phenomenon of 'brain drain'. (Brown. M., 2000) A relatively high percentage of highly educated or trained people immigrate to other countries. Hence, governments need to hire expertise from abroad or local consultancy firms that make use of international affiliates.

In the next chapter the methodologies used for this thesis will be discussed.

Chapter 4: Research methodology

This chapter provides insight in the type of research that was conducted. Moreover, an explanation will be presented on the units of analysis ('onderzoekseenheden'), the modes of data collection, how the respondents were selected and the principles of research ethics that were applied. First, the type of research is described.

4.1 Type of research

To gather information on the subject a literature study was performed followed by a qualitative research. A literature study is the humanistic study of literature (The Free Dictionary, 2014). In other words, an assessment of the literature based on empirical knowledge has already been achieved on a scientific level. A qualitative research is: "research using methods such as participant observation or case studies which result in a narrative, descriptive account of a setting or practice. Sociologists using these methods typically reject positivism and adopt a form of interpretive sociology" (Parkinson and Drislaine, 2011). Contrary to quantitative research, qualitative research is more about collecting new findings and less about numerical proven facts (Baarda, 2014). Case studies of the PPP road infrastructure projects Green Corridor and Watty Vos Boulevard made it possible to conduct a more in-depth research (Swanborn, 2013). Next, the units of analysis get attention.

4.2 The units of analysis

This is a multiple case study research in which both cases are considered units of analysis. Baarda (2014, p. 25) describes the units of analysis as "the persons, services or situations to which the conclusions that will be drawn in the research study are applicable." In line with the research questions, the units of analysis are: the general government commitment to

sustainable development; the regulatory framework of PPP road infrastructure projects in Aruba; a selection of politicians and officials involved in these PPP projects; and the factors that hinder or promote the policy coherence between the general government policy principles regarding sustainable development and the regulatory framework of PPP road infrastructure projects.

The regulatory framework of PPP road infrastructure projects refers to all domestic policies, including all the legislation and regulation in which they are embodied. As previously mentioned, the study is not based on only formal policy documents, legislation or regulations. Indications for policy, legislation or regulation, or references to these, as found in other legislation, in interviews, on websites, in reports, in magazines or evident from certain government actions, will also be considered as regulatory framework.

4.3 Modes of data collection

Two modes of data collection have been employed, namely doing face-to-face interviews and using existing material.

4.3.1 Using existing material.

Besides doing interviews, using existing material was the second mode of data collection used in this research. It concerns a research strategy which collects and analyzes existing documents or recorded data (in: archives, libraries and databases) as well as the laid down in behavior in people's traces according to 't Hart et al (1998). In this study, primarily policy documents, including all the legislation and regulation in which they are embodied, articles in magazines and internet, literature, and conference material were collected and analyzed, as far as being relevant to the study (see also Baarda, 2014, p. 86). The phase of collecting existing material ended on February 25, 2017.

4.3.2 Interviews.

The interviews were conducted in two rounds. The first series took place in the period of November 5th, 2013 up to April 4th, 2014, and examined the application of Good Governance principles in PPP projects, originally only on behalf of another study in which Mrs. Py Hu and the writer of this paper were involved. Interviews were held with key-stakeholders (as can be seen in annex 2) regarding PPP projects in Aruba. The key-stakeholder list was determined together with the interim-directors of the PPP Knowledge Center Aruba, acknowledging their expertise on the topic of PPP. The questions were related to the eight principles on Good Governance provided by the United Nations guidelines; Transparency, Participation, Decency, Rule of law, Effectiveness and Efficiency, Fairness, Accountability and Sustainability.

There was no particular order in which the topics were brought in the conversation. The one standard question in all the interviews was; “What is Good Governance to you?” And depending on the answers, the remaining topics were raised. Because sustainable development is one of the key principles in good governance the conversation was always ended with the question: “What does sustainable development mean to you?”. The answer to this question was used for this thesis, since they provide information on how politicians and officials perceive the concept of sustainable development in relation to PPP projects.

The second round of interviews took place in the period of July-October 2016. To gather information to answer the research questions, the interviewees were selected based on their expertise on public policy, PPPs’ or sustainable development or a combination thereof. To get the most out of these interviews, a list of standard questions was used as guideline for the semi-structured interview (as can be seen in annex 4).

4.4 Participants

As was mentioned, participants were selected by the researcher based on their involvement or expertise with PPP projects in Aruba as well as in the Netherlands. At first a long list of stakeholders was made with the help of the interim directors of the PPP Knowledge Center Aruba. These participants were aware that the data collected would be used for more than one research. For the benefit of the second round the number of participants was reduced to people engaged with the Green Corridor project and WVB project.

4.5 Ethics

Since most of the information is gathered through interviews, ethics plays a great role in this research. It represents moral principles that the researcher needs to have in mind so the participants feel comfortable and are willing to share their experiences and knowledge (Bryman, 2012). All participants were thoroughly explained why the research is being conducted and what was going to happen with the results, and how the interviews would be used for research purposes only, and in the second round of interviews that the data would be used for this particular research only. As it turned out, none of the participants had concerns or refused to cooperate.

Chapter 5: Results

This chapter presents the results acquired throughout the interviews and the study of existing material. To have a beacon in history, the Green Corridor project was approved by parliament in 2011, and the WVB project in 2013. The construction of the Green Corridor project started in 2015, while the construction of the WVB project began in 2017.

The structure of the chapter builds on the sub-questions presented in the introduction. Related to each sub-question, first, there is an overview of the findings derived from existing material, followed by an overview of the findings derived from interviews.

5.1 General government policies and ministerial policies on sustainable development and PPP road infrastructure projects

5.1.1 Data gathered from existing material.

During the government term of cabinet Oduber IV (2005-2009) sustainable development received attention in general government policies and ministerial policies. In line with the Brundlandt Commission (1987) and the first UN Conference on Environment and Development ('UNCED') in Rio de Janeiro (1992), the Multiannual Plan 2001-2005 describes sustainable development as: "een zodanige ontwikkeling, dat aan de behoeften van zowel de huidige als van de toekomstige generaties kan worden voldaan. De kwaliteit van het leven speelt hierbij een belangrijke rol." (Directie Economische Zaken, Handel en Industrie, 2001, p. 45) The Multiannual Plan 2006-2009 perceived sustainable development as: "een balans bereiken tussen het beperkte draagvermogen van het milieu van Aruba enerzijds en de behoefte aan economische groei anderzijds, waarbij garanties ingebouwd worden dat ook de toekomstige generaties hun ambities kunnen verwezenlijken." (Directie Economische Zaken, Handel en Industrie, 2006, pp.

4, 24) Further, advocating a path of sustainable economic growth, the National Development Plan 2003-2007 seeks to “an increasing standard of living and a balanced income distribution for all citizens”. It considers consolidation of the tourism sector, diversification of the economy and reorganization of public finance as key elements. (Department of Economic Affairs, Commerce and Industry, April 2003, p. 3)

Both, the Multiannual Plan 2006-2009 and National Development Plan 2003-2007 address a lack of adequate spatial planning, which would have resulted into a fragmented development pattern and a widespread dense road network. The adverse effects (poor traffic mobility, traffic congestion, long travel times, insufficient parking space) of these are presented as a constraint on economic development (Directie Economische Zaken, Handel en Industrie, 2006, pp. 24, 25; Department of Economic Affairs, Commerce and Industry, 2003, p. 3). Moreover, the Multiannual Plan 2006-2009 recommends a national mobility plan and the introduction of ‘Ringweg 3’ (Watty Vos Boulevard). (Directie Economische Zaken, Handel en Industrie, 2006, Annex 2, p. 11). Also, the use of PPP constructions is suggested to develop road infrastructure. (Directie Economische Zaken, Handel en Industrie, 2006, Annex 2, p.13) April 2006, the Ministry of Tourism and Transport and the Ministry of Social Affairs and Infrastructure published a mobility plan for the period 2006-2010. It supports the idea of a ring road around Oranjestad as realizing a good connection with the airport and unlocking the hotel area and northern part of Aruba. Moreover, on page 25 of that document it suggests a new main road to realize smooth traffic flows between Oranjestad and San Nicolas, the future Green Corridor. Again, road infrastructure is perceived as a driver for economic sustainable development.

The program of the new government, cabinet (Mike) Eman I (2009-2013) ('Samen doen wij het, samen de schouders eronder') highlights quality and sustainability on page 6. The program emphasizes the use of renewable energy resources and announces a project ('Aruba Mas Bunita') to make the environment more attractive. Further, it suggests that a PPP construction could be used to solve the funding problem in that document on page 33.

In 2010, the first of a series of annual Green Aruba Conferences takes place. These conferences serve as opportunity to exchange information, knowledge, experiences, and best practices between experts, institutions and countries from outside on the field of sustainable development initiatives. During the first conference, the prime minister announces the "flagship policy aim" of the government: which is to become fully independent of fossil fuels by 2020 by transition to renewable energy sources. (retrieved from:

www.greenaruba.org/ga7/index.php?page=about) In 2011, it is disclosed that Aruba wants to position itself as a gateway between Europe and the continents of North America and South America to promote sustainable economic development. In this context, the Green Corridor is depicted as instrument to stimulate investments and business growth. (retrieved from: www.p3aruba.com/index.php?page=media)

When cabinet (Mike) Eman II took office in 2013, the Ministry of General Affairs, Science, Innovation and Sustainable Development is established. ('Landsverordening instelling ministeries 2014', December 2013, AB 2013 no. 94) Promoting policies in the field of sustainable development is acknowledged as an explicit policy area. Further, the government program ('Binden, Bouwen en Bestendigen', 2013) vows to continue the previous cabinet's policy to promote sustainable development: "Het cabinet Mike Eman I heeft consequent gewerkt

aan de verduurzaming van de samenleving in al haar facetten. Niet als doel op zichzelf maar als middel om de toenemende welvaart te vertalen in welzijn voor iedereen.” (‘Binden, Bouwen en Bestendigen’, 2013). In this context, government initiatives, such as ‘Bo Aruba’ and ‘Bo Bario’, are launched to boost socio-economic growth. Once again, The WVB project and the Green Corridor project are mentioned to solve traffic problems and to stimulate economic development.

Prime minister Mr. Eman explains the government’s sustainability agenda as: “Wat wij nastreven is een in alle opzichten duurzame samenleving waar economische welvaart zich vertaalt in een over alle burgers eerlijk verdeeld welzijn.” (Aruba Dushi Tera, 2015, no. 4, September 2015, ‘Werken aan een duurzaam Aruba’, pp. 7-9) The ideal of sustainable economic development and welfare for all citizens is articulated in two vision documents (The Creation of Sustainable Prosperity in Aruba. Aruba and the Vision of Prime Minister M. Eman, 2015; 2020 Vision. Green Deck Aruba, 2015) as: “a balance between the vital dimension of quality of life and sustained economic growth. (...) focusing on “doing more with less” so that creating prosperity today do not need to sacrifice the quality of life of future generations.” (The Creation of Sustainable Prosperity in Aruba. Aruba and the Vision of Prime Minister M. Eman, 2015, p. 2) This vision is empathically endorsed in the national budgets for the years 2016 and 2017. Under the heading “ALGEMEEN REGERINGSBELEID”, the memorandum of explanation associated to the national budget law for the year 2016 begins with the statement: “Het jaar 2016 staat in het teken van een periode waar we weer een stap in de richting van duurzaamheid maken. Duurzaamheid in alle aspecten heeft als doel om de toenemende welvaart op ons eiland om te zetten in een verhoogd en blijvend welzijn voor elke burger.” (DWJZ 15-063, M.v.T., no. 3, 2015, p. 1) Further, it addresses the Green Corridor Project (2015) and the WVB project (2017).

Both are claimed to facilitate sustainable economic growth. (DWJZ 15-063, M.v.T., no. 3, 2015, p. 4) Besides, the memorandum of explanation to the national budget law for the year 2017 explicitly refers to the 2030 UN Agenda for Sustainable Development in which the SDGs' are central: "De regering zal in het komend jaar, mede aan de hand van de 2030 Agenda voor Duurzame Ontwikkeling van de United Nations, met extra inspanning werken aan de pijlers van haar beleid: duurzame economische groei, het welzijn van elke burger en gezonde openbare financiën." (DWJZ 16-038, M.v.T., no. 3, 2016, p. 8)

Meanwhile, to promote and support the PPP concept in Aruba and the region, the PPP Knowledge Center Aruba is established in 2013. Visiting the UN Global South-South Development Expo 2014 in Washington, the Minister of Urban Planning, Infrastructure and Integration, mr. O. Sevinger, depicts a PPP construction as "a government tool for sustainable development of infrastructure to enhance tourism in small scale societies with limited resources." (retrieved from: <https://ppparuba.wordpress.com/news/>) March, 2016, under auspices of the UN, Aruba hosts the international P3a Conference discussing the potential of PPP constructions for the development of SIDS. Mrs. M. van Valkenburg, representative of the Dutch department 'Rijkswaterstaat', consultant to the Aruban government, describes PPPs' as: "een instrument om publieke ambities te realiseren met behulp van creatieve private inbreng, gericht op betere dienstverlening voor gebruikers en effectievere besteding van publieke middelen." (Aruba Dushi Tera, 2016, no. 2, p. 30). In the same context, the Prime Minister, mr. M. Eman, argues that the private sector and government agencies should collaborate in PPP projects to strengthen the resilience of SIDS. The foundation of the Centre of Excellence for Sustainable Development for SIDS, in collaboration with the UNDP and the Kingdom of the Netherlands, follows in 2015.

This knowledge center is meant to operate as a medium between Aruba and among other SIDS to exchange innovative experiences that may support SIDS in their efforts to realize the SDGs’.

(DWJZ 16-038, M.v.T., no. 3, 2016, pp. 24, 25, 31, 61; www.sustainablesids.org)

5.1.2 Data obtained from interviews.

From the interviews it becomes clear, Cabinet Eman II strives to promote sustainable development in all areas of government. Prime Minister, mr. M. Eman, also Minister of General Affairs, Science, Innovation and Sustainable Development, perceives sustainable development as a composition of two main elements that can be influenced by policy making. The first element is about benefiting the community from economic growth. Examples are granting subsidies to the financially and socially underprivileged and a policy of more justified distribution of income. The second element refers to quality of life for all citizens, not only in financial sense but also on social level (community sense). If these elements get sufficient attention, then you would be on the path of sustainable development. Mr. M. Eman explains there is no concrete general policy in place with regards to pursuing sustainable development, but there is a vision and the agreement that every minister will incorporate sustainable development aspects within his or her operations (Personal conversation, August 16, 2016). Mr. O. Sevinger, Minister of Integration, Infrastructure and Environment, explains that when it became possible to enter into long term PPP agreements including a transfer of the design, build, finance and maintaining functions, PPPs’ could be used as vehicle to realize sustainable road infrastructure projects. Due to lack of financial resources, for 35 years it was not feasible to improve the road infrastructure which is considered necessary to boost sustainable economic development (Personal conversation, July 12, 2016).

However, opposition claims the government fails in its policy implementation and makes incorrect choices. The transition to renewable energy would still be a fiction, while long term PPP projects would generate a financial burden for next generations and limit new governments in the funding of their policy plans. It is also questioned whether the right social needs are served (Personal conversation with Mrs. X. Ruiz-Maduro, member of parliament for the main opposition party MEP, September 6, 2016).

Mr. Rene Herdé is a member of parliament for the AVP, the government party. He argues that PPP is a tool that can be used by governments to make projects a reality with the assistance of the private sector. Doing so, a win-win situation is created for the government and the private party. PPPs' create opportunities for a country; opportunities that may support sustainable development. Mr. Herdé believes that the Green Corridor will stimulate the economic growth of San Nicolas and surrounding areas, which itself serves as one of the sustainability goals. Further, the enhancement of the infrastructure will improve the quality of life of residents along the route. Since the project provides parks and recreation facilities, it is beneficial to the health and communication of the neighborhoods concerned (personal conversation, September 6, 2016).

Mrs. Wernet is Director of the PPP Knowledge Center and ex project manager of the Green Corridor project. She defines sustainable development as development that meets the need of the present, without compromising the ability of future generations to meet their needs. She favors this interpretation because it enables to tackle topical issues without compromising or limiting the needs of generations to come. Mrs. Wernet has no knowledge of a general government policy on sustainable development, and thinks it does not exist (personal conversation, October 21, 2016).

5.2 Legislation and regulation for the realization of PPP road infrastructure projects

5.2.1 Data gathered from existing material.

Two state ordinances (AB 2011, no. 50; AB 2013; no. 82) provide the legal basis for the Green Corridor project and the WVB project. Approval of parliament is a requirement because the ‘Comptabiliteitsverordening 1989’ (AB 1989, no. 72) maximizes the duration of agreements to 5 years and does not recognize the special tender form of competitive dialogue. The explanatory memorandums of these state ordinances (DWJZ11-055, MvT, 2011; DWJZ12-095, MvT, 2013) explain that Aruba’s road infrastructure is poor, causing a lower standard of quality of life and frustrating sustainable economic development (e.g. diversification of national economy). It is government policy to substantially invest in renewing, expanding and improving the existing networks to provide for smooth traffic flows between San Nicolas and Oranjestad, around Oranjestad and from and to the Low-rise hotels area and Northern part of the island. (Werkgroep Green Corridor, 2011, pp. 4, 7, 8, 11, 13; DWJZ11-055, MvT, 2011, pp. 3, 4; DWJZ12-095, MvT, 2013, p. 1) Further, good connections with the new container harbor in Barcadera are considered essential to support Aruba’s strategic positioning as a hub between Europe and the America’s. (Werkgroep Green Corridor, 2011, p. 9; DWJZ12-095, MvT, 2013, pp. 2, 3) Thereby, the government asserts to follow a sustainable, ‘green’ approach: improving an existing route rather than affecting alternative areas, give high priority to the quality of life within residential areas, the creation of space for recreation and relaxation, nature conversation, landscaping, and the use of sustainable construction materials. (Werkgroep Green Corridor, 2011, pp. 11-13; DWJZ11-055, MvT, 2011, pp. 4, 6; DWJZ11-055, Nota naar aanleiding van het verslag no. 5, 2011, p. 7; Aanbestedingsleidraad Project Green Corridor, 2013, p. 5; Aruba Dushi

Tera, 2014, no.2, pp. 24, 25; Aruba Dushi Tera, 2015, no.4, pp. 14, 15) However, the opposition doubts if investing in road infrastructure deserves priority over other issues, such as education, justice, and social affairs. (DWJZ11-055, Nota naar aanleiding van het verslag no. 5, 2011, p. 11)

Several mentioned sources commend the advantages of the selected DBFM PPP construction in which the design, build, finance and maintain functions are assigned to the private partner. Claims are that it solves the financing problem (especially useful for SIDS with limited resources), delivers value for money, secures the projects, and effectively benefits from the expertise and creativity within the private sector. This contract form is said to contribute to sustainable development because its long-term period and integration of the functions of design, build, finance and maintain enable the creation of a cost efficient, high-quality, and long lasting service for the benefit of the government/community. (DWJZ11-055, MvT, 2011, p. 6; Werkgroep Green Corridor, 2011, pp. 15-18; DWJZ12-095, MvT, 2013, pp. 7, 8, 12, 13; Aruba Dushi Tera, 2014, no.2, p. 24; Aruba Dushi Tera, 2015, no.4, p. 15; Aruba Dushi Tera, 2015, no.6, pp. 8, 9; Aruba Dushi Tera, 2016, no.2, p. 30) The Minister of Integration, Infrastructure and Environment, mr. O. Sevinger, asserts: “Deze Arubaanse variant op het al langer bestaande PPP-fenomeen is tot stand gekomen met de medewerking van de Rijkswaterstaat in Nederland en biedt uitkomst voor kleine landen waarvan de begroting geen ruimte biedt voor grote infrastructurele projecten. Door de VN is de manier waarop de Green Corridor wordt gerealiseerd tot voorbeeld voor kleine eilandstaten uitgeroepen.” (Aruba Dushi Tera, 2015, no.4, p. 15)

For Aruba, the competitive dialogue is a new tender form, introduced by national decree. (Werkgroep Green Corridor, 2011, pp. 19, 20, 23; AB 2011, no. 65; AB 2013, no. 92) For the

Green Corridor project and the WVB project, the procedure is (almost) identical. Part of the competitive dialogue is the dialogue phase, during which candidates discuss requirements, ideas and solutions. (Wergroep Green Corridor, 2011, pp. 20-23; AB 2011, no. 65; AB 2013, no. 92)

Based on the results of the dialogue phase, the contracting authority can optimize the tender documents, e.g. adjust the design requirements. It also helps to draft the final DBFM PPP contract.

Diagram tender procedure

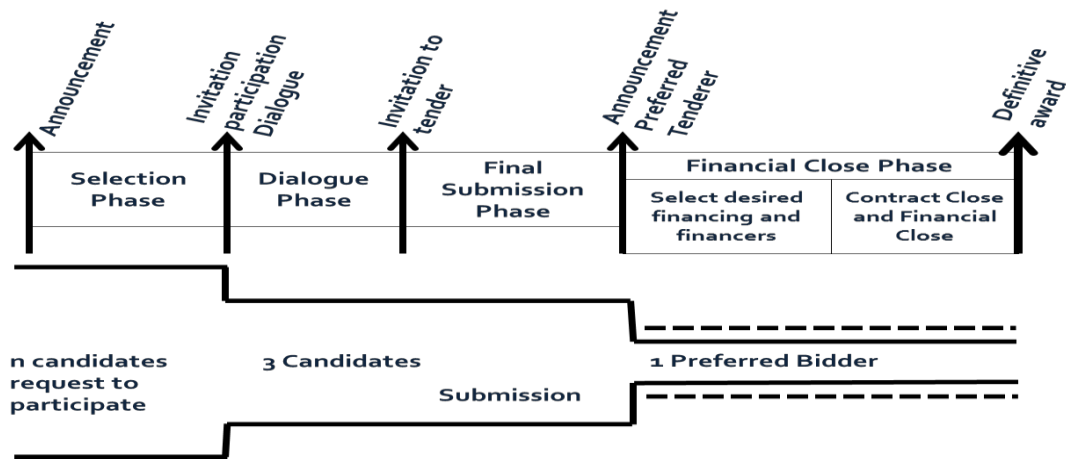


Image 10 Diagram tender procedure PPP projects Aruba (Retrieved from: www.p3aruba.com/index.php?page=projects)

The tender instructions prescribe, among others, that the project includes a bicycle path, durable lighting and natural vegetation (Aanbestedingsleidraad Project Green Corridor, 2013, p. 5). Candidates must indicate how they answer to these requirements in their plans. They must explain in their Integral Design Vision; how the design will contribute to nature conservation, landscaping, attractive quality of life and living, and tourist stay. Moreover, they must provide a Plan of Approach, Integration and Design ('PAID') in which they explain how they will involve

stakeholders in the design process, how the implementation of the design will improve the quality of life of the residents, and what use is made of durable construction materials. In the Business Plan, candidates should evidence the financial and economic benefits of their project plan for Aruba (e.g. the extent to which construction materials are purchased from Aruban suppliers and Aruban labor will be hired). Finally, the Basic Management Plan must reveal the candidate's project vision. The WVB tender instructions contain almost identical requirements. (PPP infrastructure project Watty Vos Boulevard Tendering Instructions, Version 2, May, 2014, pp. 24, 62) All selected candidates are to submit their best plans during the final submission phase. These deliverables are evaluated to select the preferred bidder. In the end, the final versions form an integral part of the DBFM PPP agreement that will be closed with the preferred bidder.

Hereafter follows some highlights of how sustainability related tender requirements were met in the final versions of the PAID, the Integral Design Vision and the Basic Management Plan, that are part of the Green Corridor DBFM agreement with Grupo Odinsa S.A.:

The PAID (DBFM Agreement Green Corridor, 2015, Part 5, Program of requirements) reports the following:

- To reveal how stakeholders are involved in the design process, Grupo Odinsa, S.A. states that its plan is drafted with the input of various stakeholders “by studying the official tendering documents, doing site visits and through active participation in the various dialogue and specialist meetings.”
- Where the tender instructions require an integral design vision, Grupo Odinsa, S.A. informs that its integral design vision is “To provide Aruba with a landmark

infrastructure system based on connectivity and urban integration that allows for a sustained, environmentally-friendly progress.”

- To meet the requirement to “State the manner in which the design employs the sustainable use of materials and how this sustainability is assured in the design.”, the PAID explains that sustainable development should be understood in terms of the definition of the UN World Health Organization’s 2005 World Summit Outcome Document, September 15, 2005, that embraces the “interdependent and mutually reinforcing pillars” of economic development, social development, and environmental protection. Moreover, it refers to Gregory et al (2009), stating that quality of life is measured by standard indicators, such as built environment, physical and mental health, recreation and leisure time and social belonging.
- To illustrate a sustainable approach, the PAID refers to concrete actions, such as “reuse of demolition materials within the project, low-voltage street lighting, protection of mangroves, wetlands and trees within the corridor, and special signage within parks and public spaces illustrating energy conservation and environmental protection ideas.” Moreover, “The project aims to enhance *‘the customers’* quality of life by incorporating leisure gardens, recreational parks, exercise circuits for kids and elderly, and by providing a bicycle-sharing program.” As specific example is mentioned a linear park along the main road of Pos Chiquito.

The Integral Design Vision document (DBFM Agreement Green Corridor, 2015, Part 5, Program of requirements) repeats that:

- Grupo Odinsa, S.A. recognizes economic development, social development, and environmental development, as the three pillars of sustainable development.

In the Basic Management Plan (DBFM Agreement Green Corridor, 2015, Schedule 8), Grupo Odinsa, S.A. informs:

- Central to its project vision is the perception that the Green Corridor is not just a road infrastructure project, but a sustainable service platform that will benefit the industrial and tourism sectors and the quality of life of citizens as well.

5.2.2 Data obtained from interviews.

Mr. O. Sevinger, Minister of Infrastructure, Integration and Environment, explains that enhancing the local community relations came with the design of the contractor in charge of the Green Corridor. He proposed little parks where neighbors/citizens can gather, and thus enhance the cohesion within local areas. Further, the transfer of the functions of design, build, finance, and maintaining in combination with the long term of a PPP arrangement guarantees an availability of top quality infrastructure during the entire duration of the contract. And by utilizing the knowledge of the private sector, the use of more sustainable materials and methods is also facilitated. All and all the DBFM contract adds to the achievement of sustainable development (personal communication, July 12, 2016).

Prime Minister, mr. M. Eman, also Minister of General Affairs, Science, Innovation and Sustainable Development, confirms that the PPP contract sets conditions that promote sustainability. The contribution to citizens' participation and the contractor's long term guarantee for making and keeping road infrastructure available according to certain output specifications transcend generations. The chosen DBFM contract design allows for off balance financing, a

sustainable financing model, which give governments the opportunity to realize necessary projects (personal conversation, August 16, 2016).

Mrs. I. Wernet of the PPP Knowledge Center Aruba and project manager of the Green Corridor project recounts that there are many possible forms of collaboration between the government and the private sector but that a long-term contract between the government and a private party is typical of a PPP. However, the contract should include clear rules, be effective and efficient for all partners, and everyone should be given equal treatment. The competitive dialogue may be instrumental to this, as it defends a high quality of engagement (personal conversation, October 21, 2016).

5.3 Factors hindering or promoting the inclusion of general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects

5.3.1 Data from existing material.

Data from existing material indicate several factors that directly or indirectly hinder or promote the inclusion of general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects.

Since the Green Corridor project and the WVB project are the first PPP road infrastructure projects in Aruba, the lack of local expertise and experience is a hindering factor, that could only be compensated by seeking support from recognized, foreign experts in the field of sustainable development projects, in particular with regards the preparation and implementation of PPP road infrastructure projects. (DWJZ11-055, MvT, 2011; DWJZ11-055, Nota naar aanleiding van het verslag no. 5, 2011) Mr. M. Eman explains: “Ons motto is: we

kunnen het zelf, maar niet alleen. De visie op de toekomst van Aruba bepalen wij uiteraard zelf. Maar voor de uitvoering maken wij dankbaar gebruik van organisaties die hun sporen hebben verdiend.” (Aruba Dushi Tera, 2015, no.4, p. 7) Minister mr. O. Sevinger informs: “Met assistentie van deskundigen van Rijkswaterstaat in Nederland hebben we een heel bijzonder concept ontwikkeld van publiek-private partnerschappen.” (Aruba Dushi Tera, 2015, no.6, p. 8) To support and promote the PPP concept in Aruba and the region, the establishment of the PPP Knowledge Center Aruba takes place in 2013. (retrieved from: <https://ppparuba.wordpress.com/about/>) A representative of the Dutch ‘Rijkswaterstaat’ was hired as board member, to help transfer knowledge to locals.

Furthermore, there is a need to encourage the private sector to participate in public-private partnerships. As the National Commission on Public Finance (2007, p. 5/71) points out: “Public/private partnerships (PPP) need to be strengthened in order to further energize the private sector to undertake small and medium investment projects, to generate new productive jobs, and diversify the economy.” In the same context, the Prime Minister, mr. M. Eman, argues that the private sector and government agencies should collaborate in PPP projects to amplify the resilience of SIDS. (Aruba Dushi Tera, 2016, no. 2, p. 31)

Driving citizens’ engagement for the purpose of sustainable development, is another necessity to allow PPP road infrastructure projects to fully contribute to economic development, social development, and environmental development. (Cabinet Eman II, Regeerprogramma 2013-2017, p. 8)

The conviction that DBFM PPP constructions contribute to sustainable development will give the government more reason to include general government policy principles regarding

sustainable development to the regulatory framework of PPP road infrastructure projects.

(Werkgroep Green Corridor, 2011, p. 17; DWJZ11-055, M.v.T., p. 6; DWJZ11-055, Nota naar aanleiding van het verslag no. 5, p. 11; Aanbestedingsleidraad Project Green Corridor, 2013, p. 5) Thereby, the dialogue phase, as included in the competitive dialogue, helps to transform general government principles into concrete applications. (Werkgroep Green Corridor, 2011, pp. 20-23; AB 2011, no. 65; AB 2013, no. 92)

Further, DBFM PPP constructions are said to enable Aruba to make large investments to accommodate economic development. (Werkgroep Green Corridor, 2011, p. 14; DWJZ11-055, MvT, 2011, p. 6; DWJZ12-095, MvT, 2013, pp. 12, 13; Aruba Dushi Tera, 2014, no. 2, p. 24; Aruba Dushi Tera, 2015, no. 4, p. 15; CAft, 2016, p. 7) Minister mr. O. Sevinger asserts: “Deze Arubaanse PPP-variant is helemaal toegespitst op een klein land met een beperkte begroting die geen financiële ruimte biedt voor grote infrastructurele projecten die wel dringend nodig zijn voor de economische ontwikkeling. (...) Als overheid betalen wij gedurende de overeengekomen periode een vaste vergoeding per jaar voor gebruik en onderhoud van de weg.” (Aruba Dushi Tera, 2015, no. 6, p. 8) In another article, the minister concludes: “Zonder het ppp-model hadden we deze noodzakelijke infrastructurele projecten niet kunnen realiseren.” (Aruba Dushi Tera, 2016, no. 2, p. 30) However, at the same time, these PPP constructions result in significant long-term commitments. To ensure sustainable public financial management, CAft recommends that the total (off-balance sheet) expenses of PPP projects should be limited to a certain percentage (1.5-2.0 %) of the total national budget. This maximum standard may constitute an obstacle to setting up more PPP projects. Besides this macro financial aspect, the possibilities for sustainability initiatives are limited by the maximum available budget per each individual PPP

project. These financial restrictions are a hindering factor to realize the government's sustainability agenda through more PPP road infrastructure projects

In principle, each minister is engaged in a specific section of governmental affairs and thereby has control over his ministry. (AB 2013, no. 94/2016 no. 76) This does not contribute to the inclusion of general government sustainable development policy principles into the regulatory framework of PPP road infrastructure projects. However, through establishment of the Ministry of General Affairs, Science, Innovation and Sustainable Development, promoting policies in the field of sustainable development became an explicit policy area assigned to the prime minister. Further, as chairman of the Council of Ministers, the Prime Minister is in the position to coordinate and influence general government policy plans and make sustainability development one of the key policy issues. (Reglement van Orde voor de Ministerraad, AB 1999, no. 26, art. 1 and 2) In this context, the program of the Eman II cabinet (Binden, Bouwen en Bestendigen, Regeerprogramma 2013-2017, p. 6) pledges: "De Minister van Algemene Zaken, tevens Minister President van Aruba, is instrumenteel bij het creëren van draagvlak voor het beleid, draagt zorg voor de eenheid van het beleid en ziet toe op de uitvoering van de hoofdlijnen van het regeerprogramma. Een bijzondere rol komt hem eveneens toe waar het betreft de aansturing, coördinatie en bewaking van de duurzaamheidsagenda."

To organize and coordinate the project activities, the government chose to establish a dedicated working group comprised of representatives of relevant departments of the different ministries involved in the Green Corridor project (Werkgroep Green Corridor, 2011, p. 24). This project team ('Werkgroep Green Corridor') was also responsible for the general preparation, advising and support of the government. Another dedicated working group ('Werkgroep Off-

Balance’) was in charge with aspects of (off-balance) financing of the project. Dedicated working groups contribute to a better alignment between relevant parties and improve policy coherence. Therefore, dedicated working groups promote the inclusion of general government policy principles regarding sustainable development into the regulatory framework of PPP projects.

As mentioned before, the Green Corridor project was approved by parliament in 2011, and the WVB project in 2013. The construction of the Green Corridor project started in 2015, the construction of the WVB project began in 2017. Since the UN introduced the 2030 Agenda for Sustainable Development September 2015, the 17 SDGs’ could not play an explicit role in setting up of these projects. Besides, mr. M. Eman states in ‘Werken aan een duurzaam Aruba’ (Aruba Dushi Tera, 2015, no. 4, pp. 8, 9): “We moeten ons niet blindstaren op GDP’s want die zeggen weinig over de kwaliteit van het leven.” However, from 2016, the implementation of the UN 2030 Agenda for Sustainable Development, which distinguishes 17 SDGs’, becomes a priority. (DWJZ 16-038, M.v.T., no. 3, 2016, p. 8)

5.3.2 Data from interviews.

During the first series of interviews (November 5, 2013 – April 4, 2014) some ministers, officials and members of parliament, selected on their supposed expertise on PPP’s, were asked how they perceive the concept of sustainable development. Following are a few responses:

- Mr. M. Eman, Prime Minister, explained that limited resources impose on policy makers the obligation to make sure that future generations will not be compromised by today’s decisions.

- Mr. O. Sevinger, Minister of Regional Planning, Infrastructure and Integration, believed that sustainable development is mainly the use of green technology to guarantee future generations the same luxuries as we have today.
- Mr. J.D. Yrausquin, former Minister of Finance, argued that the concept of sustainable development is very complex. Many people think it is only about green initiatives, however, it touches all aspects of government. Essential is to guarantee a future for coming generations.
- Mrs. E. Croes, leader of the M.E.P., the main opposition party, views sustainable development as a quality requirement associated with policy making: coming up with a policy today that will guarantee future generations a prosperous life.
- Both Mrs. Isella Wernet, Interim Director PPP Knowledge Center Aruba, and Mrs. M. van Valkenburg, former Interim Director, acknowledge that, according to the United Nations, sustainable development concerns a development that meets the needs of the present without impairing the ability of future generations to meet their needs.
- Mr. G. Croes, Director of the Department of Legislation and Legal Affairs ('DWJZ'), argued that, according to what is being said by the government, sustainable development is a development with a focus on green energy and other things related to it. This is evidenced by all the green conferences organized on the island.

In 2016, when asked the Prime Minister, Mr. M. Eman, if there is a general policy in place with regards pursuing sustainable development, he responds: "The honest answer is yes and no. Within the Council of Ministers, there is a gentlemen's agreement that every minister will seek out methods within their ministries to work towards sustainable development. So, that

is the 'yes'. This can also be deduced from the main vision of the government. The 'no' comes to play since it was never worked out in individual policies that would have guidelines and methods of measuring progress." Mr. Eman states that Cabinet Mike Eman I and Cabinet Mike Eman II practice different approaches towards sustainable development. The difference relates to another understanding of the concept sustainable development. Inspired by the UN SDGs', the vision evolved from a mainly green approach (much attention to environmental issues) to a broad interpretation of sustainability to be applied in all areas of society (by all ministries). With regards to the relation among PPPs' and sustainable development, Mr. Eman explains that the UN is promoting the use of PPPs' for the benefit of the sustainable development of SIDS. A current point of focus is the last CAft report, that indicates that only 2% of the yearly national budget can be devoted to PPP projects. At present, this margin has almost been used up, which would mean that no new PPP projects can be launched (personal conversation, August 16, 2016).

The Minister of Integration, Infrastructure and Environment, Mr. O. Sevinger, asserts that, although it is the mission of Cabinet Mike Eman II to strive for sustainability, it is the job of each minister and its advisors to translate the mission into specific policies for their particular ministries. In his ministry this resulted in the introduction of PPPs' as policy instrument. In Aruba, there exists no general policy that promotes the use of PPPs' to achieve sustainable development, according to Mr. Sevinger. Further, the minister notes that the introduction was accompanied with many challenges. Since the DBFM contract is new to Aruba, it took a long time for the preparation of the project. Also disclosed in the literature, a condition for the introduction of major PPP projects is community support. Hence, it took great effort to explain the project to the community. The DBFM type of contract concerns a different mindset and it

will probably take some more time to explain all its properties to the stakeholders. Another real important aspect is the initiative to construct parks, which is a novelty for Aruba. It will take some time for the residents to appreciate them and to understand their possible uses (personal conversation, July 12, 2016).

According to Mrs. X. Ruiz-Maduro, member of parliament for the MEP, the government has not made a roadmap or policy concerning sustainability, or at least not known to parliament. Referring to a recent CAft report, she claims that the current PPP projects have utilized all investment opportunities within the national budget. The government should only invest about 2% on PPP projects and this limit would already have been reached or even surpassed. Mrs. Ruiz-Maduro criticizes, since there would be many other projects that could be considered as more urgent. As example, she mentions school buildings that are in deplorable state. For this project, the PPP construction could have been an option if the 2% margin was not already reached.

Mr. R. Herdé, member of parliament for the AVP, points out that the role of parliament is to control government. However, this role is not fulfilled to its full potential because of a lack of resources. In case of the Green Corridor and WVB projects, the AVP fraction could not evaluate the complete contract, due to the complexity of the contract. Therefore, one had to rely on the explanation given by the PPP team that presented the key elements of the contract to the members of parliament. Mr. Herdé believes that the concept of sustainable development has become a hype. It is associated with a political aspect because international organizations expect all countries to subscribe to a sustainability agenda and to translate this agenda into concrete steps (personal conversation, September 6, 2016).

Mrs. I. Wernet, Director of the PPP Knowledge Center and former project manager of the Green Corridor project, is not aware of a general policy with regards to sustainable development. She assumes there is none, since it appears that governmental departments are all acting if they were islands. They are focused on their own issues, without being open to cooperation with other departments or caring how their actions may affect other departments. She states that any policy on PPPs', or any policy in that respect, should be based on a widely supported policy. Support of all relevant agencies is essential to create a general policy on PPPs', because in the implementation of a project many different interests and disciplines play a role. Mrs. Wernet is sceptic about a shared opinion by politicians and officials concerning the added value of PPPs' for the realization of sustainable initiatives. Firstly, she argues that this is very difficult because, in general, it would be nearly impossible to reach consensus among politicians on almost any subject in Aruba. Besides, officials tend to follow what administrators/politicians are saying or instructing on the subject. Secondly, she thinks it is not obvious or self-evident that a PPP project would contribute to the achievement of SDGs', other than by possible spin of effects. Mrs. Wernet suggests that it would make sense to, since SDGs' are introduced and widely accepted, to investigate the possible significance of specific SDGs' before starting a major project, to have as many of them incorporated in the project. She claims that PPP constructions can be a tool to promote economic growth and create an enhanced feeling of communities, especially in case of road infrastructure projects. Mrs. Wernet values the use of the competitive dialogue, which was previously unknown in Aruba, and for which parliament had to give its approval by law. Through the dialogue, which is part of the competitive dialogue, the government can benefit from the professionalism and knowledge of the private partner. The latter does more research

than the government on the subject matter. In the position to bring in sustainable suggestions and solutions, the private partner has a major influence to affect the contents of the final contract and on the degree of sustainability of a project. However, the government needs to be aware of the market of potential bidders it is targeting. During the Green Corridor tender procedure, the government was confronted with language and culture differences, which delayed the progress of the tender process and resulted in a different outcome of the negotiations than anticipated. So is the precondition of a committed bid very common and accepted in Europe, but in Latin America and the Caribbean not feasible, since banks assume higher credit risks in Latin America and the Caribbean. Hence, a sound financial feasibility and risk assessment should be part of the preparations. Mrs. Wernet points out that the willingness to achieve certain outcomes is not sufficient; statements must also be translated into and followed by concrete actions, especially when it comes at the expense of other interests. It is important to acknowledge that a PPP arrangement is a mindset, which requires insight into future developments and a corresponding vision, seeing the long-term nature of the contract. Hence, you need to have policy and decision makers that know how to analyze future effects and set priorities. However, you should also realize that final decisions taken are political choices (personal conversation, October 21, 2016).

Based on the results acquired throughout the interviews and the study of existing material, the next chapter will evaluate how these findings fit into the theoretical framework of Chapter 3 and answer the research questions. Further, Chapter 6 will present some conclusions and recommendations.

Chapter 6: Conclusion and Recommendations

Central to this research is the question:

To what extent does the regulatory framework of PPP road infrastructure projects support sustainable development as central theme of Aruba's government policy?

This chapter answers the above-mentioned main research question, starting with the answer to the sub-questions:

- 1. What do general government policies and ministerial policies tell about sustainable development and PPP road infrastructure projects?***
- 2. To what extent does legislation and regulation for the realization of PPP road infrastructure projects reflect the purpose of sustainable development?***
- 3. What factors hinder or promote the inclusion of the general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects?***

6.1 Sub-question 1

“What do general government policies and ministerial policies tell about sustainable development and PPP road infrastructure projects?”

From vision to main general government policy; The findings in paragraph 5.1 reveal there is no clear general sustainable development policy in place at the time parliament approves the Green Corridor project (2011) and the WVB project (2013). Only when cabinet (Mike) Eman II takes office in 2013, promoting policies in the field of sustainable development becomes an explicit policy area. However, despite a vision, in the following years, there is only the

gentlemen's agreement that every minister will incorporate sustainable development aspects within her/his operations, which does not guarantee policy coherence (paragraph 3.4.4). Starting 2016, national budget plans acknowledge this commitment as general government policy.

Consider the needs of future generations; The found descriptions of sustainable development vary, but have in common that they endorse the necessity of a balance between the needs of present generations and those of future generations. They build on the very well-known definition of sustainable development from the Brundlandt Commission (1987) (paragraph 3.2).

Economic growth as sine qua non for sustainable development; The findings in paragraph 5.1 demonstrate that general government policies and ministerial policies perceive economic growth as an essential condition for achieving sustainable development. The consolidation of the tourism sector, the diversification of the economy, and reorganization of public finance are regarded as key objectives. Social development and environmental development seem to be subordinated fields of interest, which is at odds with the three pillars of sustainable development theory (paragraph 3.2).

Sustainable Development Goals; As mentioned in paragraph 5.1.1, the government includes the 2030 Agenda for Sustainable Development in its general government policy as of 2017. Doing so, the 17 SDGs' will give direction to public policy in a manner that all three dimensions of sustainable development will receive more proportionate attention. The SDGs' are an example of prevailing regimes (paragraph 4.4.5).

Adequate road infrastructure as driver for economic growth; In paragraph 5.1, poor road infrastructure is presented as a constraint on economic development. The Green Corridor project and the WVB project are depicted as instruments to realize smooth traffic flows and to stimulate

investments and business growth. This is in line with presenting policy making as applied problem solving (paragraph 3.4.2).

Policy making is making choices; The opposition claims the government fails in its pursuit of sustainable development and questions whether the right social needs are served. Moreover, as long term PPP projects, the Green Corridor project and the WVB project would generate a financial burden for next generations and limit new governments in the funding of their policy plans. These findings support Stone's opinion, that policy making meets constant struggle since it implies a continuous trade-off of interests and choices (paragraph 3.4.3).

DBFM PPP constructions and sustainable development of SIDS; As revealed in paragraph 5.1.2, due to lack of financial resources, for 35 years it was not feasible to improve the road infrastructure, considered necessary to boost sustainable economic development. DBFM PPP arrangements are considered as solution for the lack of local expertise and financial resources, typical to SIDS (paragraph 3.5).

Aruba participating in international networks; The research makes clear that the government, as part of general policy, wants to profile Aruba internationally as knowledge center for SIDS on the fields of PPPs' and sustainable development. The government realizes that, nowadays, participating in international networks has become increasingly important. Aruba uses international organizations such as UN and EU as governments platforms (paragraph 3.4.5).

In short, the government relates PPP road infrastructure projects to sustainable development, in particularly their contribution to sustainable economic growth. However, there is no clear general sustainable development policy in place at the time parliament approves the Green Corridor project (2011) and the WVB project (2013). Only in the national budget of 2016,

sustainable development is proclaimed as general government policy. It is expected that this will get more shape in all areas of policy after the 2030 Agenda for Sustainable Development was adopted in 2017.

6.2 Sub-question 2

“To what extent does legislation and regulation for the realization of PPP road infrastructure projects reflect the purpose of sustainable development?”

Existing legal framework does not fit long-term DBFM PPP projects; The findings in paragraph 5.2 make clear that the PPP as long-term contract (paragraph 3.1) and the competitive dialogue as new tender form for Aruba, required additional legislation for the Green Corridor project and WVB project.

DBFM PPP constructions enable sustainable development; As follows from paragraph 5.2, several sources embrace the selected DBFM PPP construction. Claims are that it solves the financing problem (especially of interest for SIDS with limited resources), does not affect the national budget, delivers value for money, secures the project, and effectively benefits from the expertise and creativity within the private sector. This contract form is said to support sustainable development because of its long-term period and the contractor’s long term guarantee for making and keeping road infrastructure available according certain output specifications.

The competitive dialogue’s contribution to sustainable development; As appears from the findings described in paragraph 5.2.1, the dialogue phase enables a high quality of engagement of the private partner and offers the best opportunity to take advantage of its expertise and experience in terms of sustainable solutions, simply said the use of more sustainable materials and methods. Based on the results of the dialogue phase, the government can optimize the tender

documents and the final DBFM PPP contract.

Tender regulations supporting sustainable development; The tender instructions of the Green Corridor project and the WVB project prescribe several requirements related to sustainable development that candidates must work out in concrete terms when drafting their design plans.

Taking the above mentioned in consideration, one can conclude that legislation and regulation for the realization of PPP road infrastructure projects do reflect the purpose of sustainable development.

6.3 Sub-question 3

“What factors hinder or promote the inclusion of the general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects?”

The following, direct or indirect, hindering factors were identified:

Different perceptions of sustainable development; Perception plays a key role in our daily life of how we perceive the world around us (chapter 3.5). From the first round of interviews (paragraph 5.3.2) appears that ministers, officials and members of parliament have different perceptions about the concept of sustainable development. Different perceptions are a hindering factor to create general government policies about sustainable development and work them out in policies of PPP road infrastructure projects.

No clear general government policy; From interviews findings described in paragraph 5.3.2, it appears, that, prior 2016, there is no evident general government policy on sustainable development. There is only a gentlemen’s agreement within the Council of Ministers, that every

minister will seek out methods within their ministries to work towards sustainable development. However, this agreement never resulted in individual policies with guidelines and methods to measure progress. Hence, the absence of a clear general government policy does not promote the condition of policy coherence (paragraph 3.4.4).

No optimal coordination of sustainable development plans; Horizontal coherence ensures that individual objectives and policies are more interconnected and promotes a ‘whole-of-government’ perspective (paragraph 3.4.4). However, as it appears from paragraph 5.3.2, cooperation between governmental departments seems to be a problem. Hence, there is not sufficient alignment between ministries about sustainable development principles.

Insufficient insight into long-term effects; In same paragraph 5.3.2 argues that a PPP arrangement is a mindset, which requires insight into future developments and a corresponding vision. Hence, policy and decision makers must know how to analyze future effects and to set priorities. If not, this omission hampers a responsible policy formulation, an essential stage of the public policy development process (paragraph 3.4.2).

Need for political support; The government argues that the Green Corridor and WVB PPP road infrastructure projects facilitate sustainable economic development. However, the opposition doubts if investing in road infrastructure has priority over other social issues. It is important to realize that decisions taken are political choices and require political support (paragraph 3.4.3).

National budget limit for costs related to PPPs’; In case the government starts many PPP projects, the long-term annual fees related to PPP projects will burden the national budget. To ensure sustainable public financial management, the ‘CAft’ recommends that the total (off-

balance sheet) expenses of PPP projects should be limited to a certain percentage (1.5-2.0 %) of the total national budget. This is a limitation to realize future off-balance PPP projects.

The lack of local knowledge and experience; Since the Green Corridor project and the WVB project are the first PPP road infrastructure projects in Aruba, the lack of local expertise and experience is a hindering factor, that could only be compensated by seeking support from recognized, foreign experts in the field of sustainable development projects. This is typical for many SIDS (paragraph 3.5).

Insufficient control capacity at parliament; The role of parliament is to control government. However, from the interview findings in paragraph 5.3.2 it becomes evident, that this role is not fulfilled to its full potential because of a lack of resources, making this a hindering factor to promote the inclusion of the general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects.

Community support is a challenge; It appears from the interview findings that it takes great effort to explain the PPP road infrastructure projects to the community. However, driving citizens' engagement for the purpose of sustainable development, is a necessity to allow PPP road infrastructure projects to fully contribute to economic development, social development, and environmental development (paragraph 3.5) .

Language and cultural hindrances during tender process; As it turns out, during the Green Corridor tender procedure, the government was confronted with language and culture differences, which delayed the progress of the tender process and resulted in a different outcome of the negotiations than anticipated. Further, the precondition of a committed bid, very common in Europe, was not feasible in the Caribbean and Latin-American part of the world, which

resulted in higher risks for the government.

Hereafter follows an overview of the factors that, directly or indirectly, promote the inclusion of the general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects:

The recognition of SDGs'; From 2016, the implementation of the UN 2030 Agenda for Sustainable Development, which distinguishes 17 SDGs', has become a priority (chapter 5.3.1). The recognition and application of the 17 SDGs', elaborated in specific targets and contextualized indicators, will change the design and contents of the regulatory framework of PPP road infrastructure projects (chapter 3.4.5).

The use of dedicated working groups; To organize and coordinate the project activities, the government chose to make use of dedicated working group comprised of representatives of relevant departments of the different ministries involved in the Green Corridor project (paragraph 5.3.1). Dedicated working groups contribute to a better alignment between relevant parties and improve policy coherence. Therefore, dedicated working groups promote the inclusion of general government policy principles regarding sustainable development into the regulatory framework of PPP projects.

UN supports Aruba in promoting PPPs' as tools for sustainable development; In paragraph 5.3.2 is mentioned, that the UN proclaims that PPPs' contribute to the sustainable development of SIDS. The conviction that PPP constructions facilitate sustainable development will give the government more reason to include general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects

The dialogue phase results into a better outcome; As mentioned before, the dialogue

phase of the competitive dialogue enables a high quality of engagement of the private partner and offers the best opportunity to take advantage of its expertise and experience in terms of sustainable solutions. It helps to transform general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects.

6.4 Main research question

“To what extent does the regulatory framework of PPP road infrastructure projects support sustainable development as central theme of Aruba’s government policy?”

Reviewing the answers to the sub-questions, the answer to the main research question concludes as follows. As described in paragraph 6.3, there are a few factors that promote the inclusion of the general government policy principles regarding sustainable development into the regulatory framework of PPP road infrastructure projects. However, it appears, there are also diverse factors that hinder the inclusion of said general government policy principles into the regulatory framework of PPP road infrastructure projects. Nevertheless, in general, the regulatory framework shows that adequate road infrastructure is presented as a driver for economic growth, while economic growth is perceived as an essential condition for achieving sustainable development. In particular, legislation and regulation for the realization of PPP road infrastructure projects reflect the purpose of sustainable development. However, there is no clear general government policy or ministerial policy in place that address sustainable development at the time parliament approves the Green Corridor project (2011) and the WVB project (2013). It is expected that sustainable development will get shape in all areas of policy, after inclusion of the 2030 Agenda for Sustainable Development in 2017.

6.5 Recommendations

The research shows that there is a need for an evident overall government policy on sustainable development. Hence, a recommendation is to work out a general government policy which has broad support amongst stakeholders. The 2030 Agenda for Sustainable Development offers a useful framework, that applies to a broad spectrum of societal issues. As a minimum the policy needs to include a clear definition for sustainable development. This will remediate the diverse interpretations of sustainable development in Aruba.

Another observation is the lack of policy coherence. General government policy only works when other types of public policies support the principles, goals, and objectives of the overall government policy, or, at least, are not in contradiction with them. Policy coherence is considered desirable for government action because deficient coherence may lead to ineffectiveness, inefficiency and the loss of credibility of policies, as described by Ashoff (2005). A recommendation is to make policy coherence a priority. The in paragraph 3.4.5 presented Plan-Do-Check approach, as introduced by the UN Development Group, is an useful instrument for government policy makers that promotes vertical and horizontal coherence. A recommendation is to use such a model for drafting the regularly framework on PPP road infrastructure projects.

For the academic community it is recommended to do further studies on sustainable development, PPPs' and SIDS. One specific aspect that needs further attention is how the Aruban community perceives the PPP road infrastructure projects in relation to sustainable development. Another topic for the academic community research is the translation of SDGs' into a local setting, as the 2030 Agenda for Sustainable Development requires. Since the 2030

Agenda cannot be realized by the government only, another research topic would be how to promote community support and promote civil participation. Both Aruban institutions for higher education, the 'Instituto Pedagogico Arubiano' and University of Aruba, should include SDGs', PPPs', and SIDS into their education and research programs.

Chapter 7: Reflection

The reflection will include limitations/challenges and advantages that were encountered throughout the making of this research. One of the first and main limitations encountered was difficulty to not include personal observations on specific sections of this research. This was difficult because of the fact that my job as senior consultant at the PPP Knowledge Center Aruba and part of the dedicated workgroup for both projects enables me to encounter material related to the thesis every day. The difficulty of being part of the dedicated project team for both PPP projects is having inside information on the project or having confidential tender information and not being able to use these for the thesis, because of the confidentiality or because that part of the project is only known to the dedicated project group. It brought me in an awkward position where choices had to be made what information could be included in the thesis and what part would not. This also brought me in a position that as a consultant I had to perform certain research or analysis to provide advice to the dedicated work group, and at times the lines became blurry between thesis researcher and consultant. Thanks to the help of my thesis supervisor who helped me keep this separation through constant consultation. To be specific this was done by constant discussions on the thesis research. It is important to mention that the research related to the thesis has helped me out in my role of consultant, since I had to perform profound analysis in topics that I would otherwise not have performed.

Another limitation that was encountered was the lack of local information related PPP policy on the island. Aruba has a very limited public data bank of resources on governmental policies; luckily the advantage of working for the PPP Knowledge Center Aruba provided the opportunity to have an ample network of people who could provide these documents.

Furthermore, a big limitation was time management, working on two big projects simultaneously and still finding the time to work on the thesis. This also came with an extra difficulty of keeping everything separated as was mentioned earlier, because as was mentioned before, since most of the project information is still confidential, especially regarding WVB project. Besides that, time management played a huge role. Working full time and trying to perform the thesis research proved to be a constant battle. Where personal work ethic demonstrated I was not able to give less than 100% for my work as consultant and I put the thesis research as a side project. In retrospect I should have request some kind of leave to make the thesis my main and only work.

Another challenge that was encountered throughout the process the change of thesis supervisor. This made it hard to actually start on the thesis itself. Different supervisors, with different points of views or different interpretations of the intention of my thesis. In the end it worked out for the best, I got a supervisor who is genuinely interested in the topic. Losing the second reader in a late stage of the thesis also came with its frustrations. The frustration is based on the inconsistency of having the same people, who already have a good idea what the thesis is about. Every time someone is changed you have to explain the concept and ideas behind the thesis again.

Besides limitations, there were also aspects that help make these limitations less of a burden. The main thing that contributed to these was the openness and transparency of the interviewees. Especially in the second round where we soared more in-depth on the main topics. The interviewees felt comfortable enough to be honest and open about their position on the topic. Another aspect that can be seen as an advantage is the cooperation of the employers or superiors.

For granting the opportunity and the constant encouragement to finish the Organization, Governance and Management (OGM) program. Also a great advantage was the help provided by the lecturers, the eagerness to help out made them approachable whenever challenging occasions would arise.

A big advantage was the prior knowledge on topics such as policy coherence or policy in general. Courses such as “From Plan to Practice” made it easier to understand and translate the documents. Where it was easier to deduct the information needed.

It is important to point out that a choice was made to put an end to the data gathering phase of the thesis in February. This was very hard to do, because the information kept coming in and it became more interesting. Although, in the light of graduating a choice was made to stop gathering data and finish the thesis. Which gives the opportunity for further research in the near future by other OGM students.

All and all this was the longest and most insightful opportunity I ever encountered in my academic journey. There were moments of frustration, happiness and everything in between. Moments where giving up seemed like the only way out, but with the help of lecturers, classmates and family encouragement and support was shown, that made it possible to have a finished thesis presented today.

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Annexes

Annex 1, Statistical Yearbook 2013 Aruba, Table 7A. Population by level of education obtained by age category in percentages

7A. Population¹ by level of education obtained by age category in percentages

Level of Education	Age category by Census											
	2000	2010	2000	2010	2000	2010	2000	2010	2000	2010	2000	2010
	15-24		25-34		35-44		45-54		55-64		Total	
Primary education or less	37	41	29	27	32	29	45	35	62	46	39	35
Secondary education	53	49	50	43	48	41	39	42	25	35	44	41
Vocational middle level	8	8	12	15	10	14	6	11	5	7	9	11
Higher level and University level	2	2	8	15	9	15	9	13	7	11	8	13
Not reported	1	-	1	-	1	-	1	-	1	1	1	-
Total	100	100	100	100	100	100	100	100	100	100	100	100

Source: Population and Housing Census 2000 & 2010

¹ Population 15-64 years, not visiting school

Annex 2 1st round of interviews

Table 1st round interview list

Name	Function	Date of interview
1. Shelby Maduro	Advisor PWC	5 November 2013
2. George Croes	Director DWJZ	5 November 2013
3. Marlon Croes	Acting Director DOW	19 November 2013
4. Gaby Werleman	Project leader Waste to Energy	10 December 2013
5. Martijn Boelen	Director Cabinet of the Governor of Aruba	11 December 2013
6. Mark Bollen	Strategisch Adviseur at Rijkswaterstaat	13 December 2013
7. Prof. Michiel de Vries	Governor's chair for research	16 December 2013
8. Jossy Figaroa	Director DOW	18 December 2013
9. Marcelle van Valkenburg	Interim Director PPP Knowledge Center Aruba	24 December 2013
10. Isella Wernet	Interim Director PPP Knowledge Center Aruba	10 January 2014
11. Juan David Yrausquin	Minister of Finance of Aruba	16 January 2014
12. Michiel Eman	Prime Minister of Aruba	28 January 2014
13. Marisol Lopez-Tromp	Chairman of the Parliament of Aruba	29 January 2014
14. Paul van den Berg	Consultant PWC Netherlands	30 January 2014
15. Oslin Sievinger	Minister of Infrastructure of Aruba	30 January 2014
16. Andin Bikker	Parliament member (PDR)	26 February 2014
17. Gervais Rene Herdé	Parliament member (AVP)	26 February 2014
18. Evelynna Wever-Croes	Parliament member (MEP)	27 February 2014
19. Mark Birnage	Pels Rijcken and Droogleever Fortuijn advocaten en notarissen	26 March 2014
20. Elisa Palm	Pels Rijcken and Droogleever Fortuijn advocaten en notarissen	26 March 2014
21. Prakash Mungra	Central Bank of Aruba	4 April 2014
22. Dave Coenen	Central Bank of Aruba	4 April 2014
23. Laïndhra Garcia	Central Bank of Aruba	4 April 2014

Annex 3 2nd round of interviews**Table 2nd round interview list**

Name	Function	Date of interview
1. Oslin Sievinger	Minister of Infrastructure of Aruba	12 July 2016
2. Mike Eman	Prime Minister of Aruba	16 August 2016
3. Xiomara Ruiz-Maduro	Parliament member (MEP)	6 September 2016
4. Rene Herde	Parliament member (AVP)	6 September 2016
5. Isella Wernet	Interim Director PPP Knowledge Center Aruba	21 October 2016

Annex 4 Semi-structured interview questions

Interview Questions (based on sub-questions)

- What definition do you give to sustainable development?
- What do you consider to be Public-Private Partnerships?
- How is the policy with regards to Sustainable development come to life?
- How is the PPP concept reflected in this policy?
- How do other politicians or officials see the PPP concept with regards to the sustainable development?
- To what extent do the PPP projects/concept contribute to the sustainable development goals if any?
- What factors play a role in the making of general/integral policy with regards to sustainable development?
- What factors play a role in the making of general/integral policy with regards to PPP`s?
- What factors play a role in the making of general/integral policy with regards to sustainable development and PPP`s?

+/- 30 min interview

Annex 5 List of SIDS

Caribbean	Pacific	Africa, Indian Ocean, Mediterranean and South China Sea (AIMS)
 Anguilla ^{[a][b][c]}	 American Samoa ^{[d][e][c]}	 Bahrain ^{[a][e]}
 Antigua and Barbuda	 Cook Islands ^[c]	 Cape Verde ^[e]
 Aruba ^{[a][f]}	 Federated States of Micronesia	 Comoros ^[g]
 Bahamas	 Fiji	 Guinea-Bissau ^{[g][e]}
 Barbados	 French Polynesia ^{[a][b][c]}	 Maldives ^[f]
 Belize	 Guam ^{[d][e][c]}	 Mauritius
 British Virgin Islands ^{[a][b][c]}	 Kiribati ^[g]	 São Tomé and Príncipe ^{[g][e]}
 Cuba ^[e]	 Marshall Islands	 Seychelles
 Dominica	 Nauru	 Singapore ^[e]
 Dominican Republic ^[f]	 New Caledonia ^{[a][b][c]}	
 Grenada	 Niue ^[c]	
 Guyana	 Northern Mariana Islands ^{[a][e][c]}	
 Haiti ^[g]	 Palau	
 Jamaica	 Papua New Guinea	
 Montserrat ^{[a][c]}	 Samoa	
 Netherlands Antilles ^{[d][f][c]}	 Solomon Islands ^[g]	
 Puerto Rico ^{[a][f][c]}	 Timor-Leste ^{[g][a][f]}	
 Saint Kitts and Nevis	 Tonga	
 Saint Lucia	 Tuvalu ^[g]	
 Saint Vincent and the Grenadines	 Vanuatu ^[g]	
 Suriname		
 Trinidad and Tobago		
 United States Virgin Islands ^{[d][e][c]}		