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**The World Bank**

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Report No: PAD5014

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

AS ADMINISTRATOR OF THE  
SINT MAARTEN HURRICANE IRMA RECONSTRUCTION, RECOVERY AND RESILIENCE TRUST FUND

PROJECT PAPER

ON A

PROPOSED ADDITIONAL FINANCING

IN THE AMOUNT OF US\$60 MILLION

TO

SINT MAARTEN NATIONAL RECOVERY PROGRAM BUREAU

FOR

SINT MAARTEN EMERGENCY DEBRIS MANAGEMENT PROJECT

December 8, 2022

Urban, Resilience And Land Global Practice  
Latin America And Caribbean Region

This document will be made publicly available after RVP consideration, in accordance with the Bank's policy on Access to Information.

## CURRENCY EQUIVALENTS

Exchange Rate Effective December 8, 2022

Currency Unit = Netherlands Antillean  
Guilder

NAf 1.80 = US\$1

## FISCAL YEAR

January 1 - December 31

Regional Vice President: Carlos Felipe Jaramillo

Country Director: Lilia Burunciuc

Regional Director: Anna Wellenstein

Practice Manager: David N. Sislen

Task Team Leader(s): Haji Huseynov, Suranga Kahandawa, Silpa Kaza

## ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
BD	Bidding documents
COVID-19	Coronavirus pandemic
ESIA	Environmental and Social Impact Assessment
ESMP	Environment and Social Management Plan
FM	Financial Management
GDP	Gross Domestic Product
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
H	High
HEIS	Hands-on-Expanded Implementation Support
ICR	Implementation Completion and Results Report
IRC	Interim Recovery Committee
IFR	Interim Financial Report
IP	Implementation Progress
IPF	Investment Project Financing
LRA	Livelihood Restoration Activities
M&E	Monitoring and Evaluation
MS	Moderately Satisfactory
MSWDS	Municipal Solid Waste Disposal Sites
MU	Moderately Unsatisfactory
NRPB	National Recovery Program Bureau
NRRP	National Recovery and Resilience Plan
PAP	Project Affected Person
PDO	Project Development Objective
PPP	Public-Private Partnership
PPSD	Project Procurement Strategy for Development
RAI	Resettlement Area of Impact
RAP	Resettlement Action Plan
RVP	Regional Vice President
S	Satisfactory
SAP	Safeguards Action Plan
SORT	Systematic Operations Risk-Rating Tool
SDTF	Single-Donor Trust Fund
STEP	Systematic Tracking and Exchanges in Procurement
ToR	Terms of Reference
TA	Technical Assistance
TDSR	Temporary Debris Storage and Reduction site
TF	Trust Fund
TEATT	Ministry of Tourism, Economic Affairs, Transport and Telecommunication,

	<i>Ministerie van Toerisme, Economische Zaken, Verkeer en Telecommunicatie (TEATT)</i>
TTL	Task Team Leader
VROMI	Ministry of Public Housing, Spatial Planning, Environment and Infrastructure <i>Ministerie van Volkshuisvesting, Ruimtelijke Ordening, Milieu &amp; Infrastructuur (VROMI)</i>
VSA	Ministry of Public Health, Social Development, and Labor, <i>Ministerie van Volksgezondheid, Sociale Ontwikkeling en Arbeid (VSA)</i>
WB	World Bank

## AF ST MAARTEN EMERGENCY DEBRIS MANAGEMENT PROJECT

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**BASIC INFORMATION – PARENT (Sint Maarten Emergency Debris Management Project - P167347)**

Country St Maarten	Product Line Recipient Executed Activities	Team Leader(s) Suranga Sooriya Kumara Kahandawa		
Project ID P167347	Financing Instrument Investment Project Financing	Resp CC SLCUR (9351)	Req CC LCC3C (451)	Practice Area (Lead) Urban, Resilience and Land

Implementing Agency: National Recovery Program Bureau, Ministry of General Affairs

Is this a regionally tagged project?  No	
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Bank/IFC Collaboration  No
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Approval Date 20-Dec-2018	Closing Date 31-Dec-2023	Expected Guarantee Expiration Date	Original Environmental Assessment Category Full Assessment (A)	Current EA Category Full Assessment (A)
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**Financing & Implementation Modalities**

<input type="checkbox"/> Multiphase Programmatic Approach [MPA]	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input checked="" type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a Non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input checked="" type="checkbox"/> Responding to Natural or Man-made disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Expanded Implementation Support (HEIS)

**Development Objective(s)**

To manage debris from the hurricane and reconstruction activities to facilitate recovery and reduce risks.

**Ratings (from Parent ISR)**

	Implementation					Latest ISR
	23-Dec-2019	26-Jun-2020	05-Jan-2021	24-Jul-2021	30-Jan-2022	19-Sep-2022
Progress towards achievement of PDO	S	MS	MS	MS	MS	MS
Overall Implementation Progress (IP)	MU	MU	MU	MU	MS	MS
Overall Safeguards Rating	MU	MU	MU	MU	MS	MS
Overall Risk	H	H	H	H	H	H

**BASIC INFORMATION – ADDITIONAL FINANCING (AF St Maarten Debris Management Proj - P175404)**

Project ID P175404	Project Name AF St Maarten Debris Management Proj	Additional Financing Type Cost Overrun/Financing Gap	Urgent Need or Capacity Constraints No
Financing instrument Investment Project Financing	Product line Recipient Executed Activities	Approval Date 15-Dec-2022	
Projected Date of Full Disbursement 30-Apr-2027	Bank/IFC Collaboration No		
Is this a regionally tagged project? No			



**Financing & Implementation Modalities**

<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input checked="" type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a Non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input checked="" type="checkbox"/> Responding to Natural or Man-made disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input checked="" type="checkbox"/> Hands-on Expanded Implementation Support (HEIS)
<input type="checkbox"/> Contingent Emergency Response Component (CERC)	

**Disbursement Summary (from Parent ISR)**

Source of Funds	Net Commitments	Total Disbursed	Remaining Balance	Disbursed
Grants	25.00	23.50	1.50	94 %

**PROJECT FINANCING DATA – ADDITIONAL FINANCING (AF St Maarten Debris Management Proj - P175404)**

**FINANCING DATA (US\$, Millions)**

**SUMMARY (Total Financing)**

	Current Financing	Proposed Additional Financing	Total Proposed Financing
<b>Total Project Cost</b>	25.00	60.00	85.00
<b>Total Financing</b>	25.00	60.00	85.00
<b>Financing Gap</b>	0.00	0.00	0.00

**DETAILS - Additional Financing**

**Non-World Bank Group Financing**

Trust Funds	60.00
Free-standing Single Purpose Trust Fund	60.00





**COMPLIANCE**

**Policy**

Does the project depart from the CPF in content or in other significant respects?

Yes  No

Does the project require any other Policy waiver(s)?

Yes  No

**INSTITUTIONAL DATA**

**Practice Area (Lead)**

Urban, Resilience and Land

**Contributing Practice Areas**

**PROJECT TEAM**

**Bank Staff**

Name	Role	Specialization	Unit
Suranga Sooriya Kumara Kahandawa	Team Leader (ADM Responsible)		SLCUR
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<b>Extended Team</b>			
<b>Name</b>	<b>Title</b>	<b>Organization</b>	<b>Location</b>

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## I. BACKGROUND AND RATIONALE FOR ADDITIONAL FINANCING

### A. Introduction

1. This Project Paper seeks the approval of the Regional Vice President for a proposed Additional Financing (AF) of US\$60 million for the Sint Maarten Emergency Debris Management Project (EDMP, P167347) under the Sint Maarten Hurricane Irma Reconstruction, Recovery and Resilience Trust Fund. The AF is requested to close the financing gap within the existing scope of the project. The closing date of the proposed grant will be extended for 36 months from the current closing date of December 31, 2023, to December 31, 2026.

### B. Parent Project Background and Scope

2. Sint Maarten, with a population of over 40,000, is highly vulnerable to natural disasters and adverse climatic events. These events have catastrophic impacts on the country's social and economic development. The island was hit by one of the most powerful hurricanes ever measured in the Atlantic basin on September 6, 2017, leaving a trail of destruction on the island. The World Bank estimated that the Island incurred damages and losses estimated at 129 and 130 percent of 2016 Gross Domestic Product respectively, or US\$2.7 billion in total, affecting 90 percent of all infrastructure and large parts of the natural environment.

3. Hurricane Irma caused extensive property damage, producing debris from the damage and subsequent demolition and reconstruction activities. As of July 2018, it was estimated that 100,000 m<sup>3</sup> of debris remains in public spaces or was expected to be produced by the ongoing demolition and reconstruction activities. Over 100 damaged and abandoned shipwrecks remained in the Simpson Bay Lagoon. The uncleared debris and abandoned vessels were a barrier to reconstruction, posed negative aesthetic and environmental impacts, increased health risk for the population, and became a navigational hazard and an eyesore for the tourists.

4. The country lacks an effective solid waste management system to cope with the massive influx of post-Irma debris. Since the 1990s, landfill capacity and municipal waste management issues have been left unaddressed and have negatively affected environmental conditions on the island. Waste management at the Municipal Solid Waste Disposal Sites (MSWDS), which include the Municipal Solid Waste Disposal Site and Irma Disposal Site, has suffered from a longstanding absence of separation, recycling, and proper processing, and insufficient compacting and coverage of waste, leading to substantial risks, including a smoldering underground fire. The pressure of additional debris has compounded these risks and led to more frequent flareups to the surface of the MSWDS. Without final treatment, disposal, and recycling, debris was accumulating, exacerbating environmental and social risks, increasing the costs for its proper management, and endangering the surrounding communities living in the vicinity.

5. The EDMP was approved on December 21, 2018 and became effective on January 31, 2019. The total project cost of US\$25 million is financed by the Netherlands Single Donor Trust Fund for Sint Maarten Hurricane Irma Recovery, Reconstruction and Resilience (SXM TF). The Project Development Objective of the EDMP is to manage debris from the hurricane and reconstruction activities to facilitate



recovery and reduce risks. The Project consists of three components: (i) provision of goods, works, consulting services, non-consulting services, cash compensation and assistance in support of and related to debris clearance and management; (ii) Technical Assistance, including training and workshops; and (iii) project management and implementation support.

6. **The Project has been restructured twice prior to the proposed AF.** The first restructuring of the Project, approved on June 8, 2021, made the following key changes: (i) combining Sub-component 1 (a) Collection of debris and Sub-component 1 (e) Debris clearance, (ii) removing the emergency fire suppression activity under Sub-component 1 (b), (iii) transferring technical assistance associated to Component 1, corresponding supervision activities, and environmental and social safeguards support to Component 2, and (iv) updating ISDS, Results Framework, and project disbursement estimates accordingly.

7. The second restructuring approved on February 22, 2022, extended the project closing date from the original September 30, 2022, to December 31, 2023, to accommodate the resettlement timeline of up to 24 months that is foreseen in the Resettlement Action Plan (RAP).

### C. Status of Project Implementation and Performance to Date

8. **The project has made steady progress despite initial implementation challenges.** As of September 2022, US\$22.23 million out of US\$25 million (88.9 percent) has been disbursed. The project advances steadily with safeguards instruments preparation for key project activities, successful completion of the vessel salvage and shoreline cleaning activity, and increased implementation capacity in the Project Implementation Unit, as detailed in the relevant sections below. Progress towards achievement of Project Development Objectives (PDO), Implementation Progress (IP), and Safeguards are rated Moderately Satisfactory. Delays were mainly due to long procurement lead times caused by local constraints, Coronavirus pandemic (COVID-19) impacts, and the country's lack of prior experience of working with the World Bank.

9. **The project is currently compliant with key legal covenants and safeguards requirements.** Although a few legal covenants related to the timebound preparation of key safeguards instruments were not complied with initially, they were complied with as the NRPB progressed with project implementation. With its own funds, the Government twice conducted works on the MSWDS and carried out emergency fire suppression and slope recontouring works without having in place an Environmental and Social Impact Assessment (ESIA), an Environmental and Social Management Plan (ESMP), a RAP, or having resettled people residing next to the site. The Bank reacted in both instances with Management Letters to the Government of Sint Maarten requesting the cessation of works on the site and the rapid advancement of the RAP. This non-compliance with Bank policies led to poor safeguards performance ratings in the early stages of project implementation. In March 2021, the Government of Sint Maarten and the Trust Fund's Steering Committee endorsed a High-level Roadmap reflecting senior government leadership agreement on the steps and timeline to finalize the safeguards instruments for critical project activities. Several environmental and social risk management instruments required under the Project's Safeguards Action Plan (SAP) were developed, including the MSWDS ESIA and ESMP, and ESMP for Temporary Debris Storage and Reduction Site (TDSR). The RAP was finalized and disclosed on September 1 and September 2, 2022, by the NRPB and the Bank, respectively.



10. **Project implementation has complied with the World Bank fiduciary policies.** The project interim financial report and annual audit reports have been received in a timely manner and are acceptable to the Bank; there are no unresolved audit observations. Overall, Borrower performance remains satisfactory, and the development objective remains achievable with the proposed AF. Project performance was upgraded to moderately satisfactory in January 2022. Since IP has not been rated as moderately satisfactory or better consistently over the past 12 months, the Regional Vice President (RVP) approved an exception on June 2, 2022 to proceed with the preparation of this AF. Key progress made under each component is summarized below.

***Component 1: Debris Clearance and Management (original budget - US\$22 million)***

11. **Fire suppression:** Since late 2019, open fires and hotspots in the MSWDS have been reduced significantly from 30 to 2 by early 2020. This reduction was attributed to the continuous application of Alternative Daily Coverage procured by the project, proper waste compaction, slope recontouring, and the emergency fire suppression conducted by the Government of Sint Maarten since 2019. The fire suppression emergency no longer exists, and fire control can be integrated into the daily landfill operations in the future<sup>1</sup>. Thus, standalone emergency fire suppression activity was removed from the Project scope as part of a level 1 restructuring approved on June 3, 2021. To identify potential risks, the NRPB prepared an MSWDS ESIA and an MSWDS ESMP to assess the environmental, social, health, and safety risks associated with fire suppression methodologies and activities, assess the nature of the air, water and other pollution at the temporary disposal site and municipal disposal site and the impacts of planned improvements at the sites including their recontouring, upgrading and reorganization, and improved operation. The ESIA was cleared by the World Bank on December 17, 2021, and in the same email exchange the ESMP is considered final with the condition that adjustments are made, if needed, following the completion of the technical documents included as part of the respective bidding packages for the Design Build and Operate (DBO) contract for MSWDS.

12. **Resettlement:** Although emergency fire suppression is no longer needed and has been removed from the project, the health and safety risks associated with slope instability<sup>2</sup> persist. The planned MSWDS management-related actions require that people be moved away from the site and permanently resettled. Following the ESIA and other studies on the site, a Resettlement Area of Impact (RAI) was delineated. The final RAP was cleared by the WB and disclosed by the NRPB and the Bank as described above. A total of 215 individuals will be resettled (96 are women and 119 are men, a total of 110 households and 32 businesses). There are also 7 waste pickers (2 women and 5 men) residing outside the RAI, who were added to the affected persons list and included in the RAP following restrictions placed by the Ministry of Public Housing, Spatial Planning, Environment and Infrastructure (VROMI) on waste collection at the MSWDS in November 2021. Engagement with all Project Affected Persons (PAPs) has been ongoing through the NRPB's resettlement coordinator, and preliminary compensation agreements and declarations of intent have been signed with each PAP stating the rights of the PAPs and obligations of the NRPB, including the implementation of a Livelihood Restoration Plan, as well as an annex with the monetary compensation package (value of structure, rental rates, loss income, transportation, additional asset dismantling, transportation and rebuilding, registration and transfer fees, as applicable). Legally binding compensation agreements have been signed with PAPs since September 2022 based on the results of final consultations with them. The first two phases of resettlement are being financed with funds

<sup>1</sup> This includes containing the fires during the landfill improvement activities

<sup>2</sup> The risks associated with the slope are described in the MSWDS ESIA



from the original project with the first phase currently ongoing. This will be followed by three additional phases to be funded by the AF, which will take up to seven months from the effectiveness of the AF<sup>3</sup>. People and businesses located closest to the MSWDS will be prioritized for resettlement. PAPs who are eligible and opted for in-kind compensation (replacement housing) will be provided with temporary resettlement assistance, if necessary. NRPB expects to source the replacement housing on the Sint Maarten real estate market in a timely manner, so PAPs do not have to relocate to a temporary resettlement site. PAPs who choose replacement housing will not receive cash payment for the impacted residence. The purchase of replacement housing will be managed by the NRPB through a realtor. Waste pickers' income was impacted by restrictions placed on the MSWDS by VROMI, therefore, they were also prioritized for compensation in phase one. A Livelihood Restoration Plan for each RAP implementation phase<sup>4</sup> will be developed and submitted to the Bank for review and clearance and it will be disclosed no later than July 1, 2023.

13. **There is a minor risk that other housing and/or options may be required.** To date, only 9 homeowners and 1 business owner have indicated that they prefer in-kind compensation. No changes have been requested since the last consultation process in June 2022; however, there is a possibility that some may still request a change, given that most final legal agreements have not yet been signed by the PAPs. Moreover, while not currently planned, there is a possibility of an expansion of the RAI due to the results of geotechnical studies requiring a larger perimeter; and hence, additional replacement housing may be needed. If these risks materialize, the NRPB will update, consult, and disclose the RAP and request the Government of Sint Maarten to allocate suitable land, if needed, to design and build homes in line with World Bank environmental and social safeguards. There is a minor chance that the Government may not have viable land available immediately to accommodate the additional replacement housing should such a need arise. If needed, temporary resettlement would be provided for an extended time until replacement housing becomes available.

14. **Debris management:** The Government has been implementing its own metal wreck and car wreck removal program since September 2021. To complement the Government's efforts, EDMP will only focus on collecting and processing car wrecks and metal wrecks around the island that are excluded from the Government's program. The scope and timing of this activity are being determined.

15. **Temporary Debris Storage and Reduction (TDSR):** The preliminary design of the site allocated for TDSR was completed in July 2021. The set-up and operation of the TDSR will be financed under AF and procured under one single DBO contract, which will cover the original activities for Subcomponent 1c(i) recycling, reuse, treatment, destruction, or disposal of debris. The ESMP received conditional clearance from the World Bank on January 7, 2022 and will be updated in case there is change in scope prior to finalizing the technical documents. The technical documents for the activity will be shared with the World Bank prior to launching the bidding process.

16. **Vessel salvaging and shoreline cleaning:** The activity was carried out prior to the clearance of the contractor's ESMP on December 22, 2021, and was completed on December 24, 2021, with 139 shipwrecks removed and decommissioned from the Simpson Bay Lagoon and Mullet Pond, and 10.5 km

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<sup>3</sup> The regional Vice President approved an exception to allow the financing of resettlement compensation under this AF on June 9, 2022

<sup>4</sup> The first Livelihood Restoration Plan will cover the RAP implementation phase I and phase II, the following Livelihood Restoration Plans will cover one RAP implementation phase at a time (phase III, phase IV and phase V respectively)



of shoreline cleaned. NRPB is preparing to sink one vessel as an artificial reef for recreational purposes, and relevant safeguards and procurement documents are under preparation. The final version of the Artificial Reef ESMP was submitted for the World Bank's review on September 12, 2022, and conditionally cleared on October 17, 2022, subject to the NRPB submitting the contractor's ESMP for the World Bank's review and clearance.

17. **Component 2: Technical Assistance (original budget - US\$2.5 million).** This component finances technical design, operational support and supervision, training and workshops, communications, and corresponding social and environmental supports for activities under Component 1. The Government of Sint Maarten lacks the capacity to implement the reforms outlined in the National Solid Waste Management Strategy (NSWMS) prepared in 2021 under the Bank-implemented TA. To address this bottleneck, the Government of the Netherlands financed the recruitment of a specialized entity (VNG International) that was mobilized in March 2022. This tailored technical assistance toward sustainable waste management will be critical to implement agreed sector reforms by the Government of Sint Maarten. Component 2 will continue to complement the technical assistance provided by the Netherlands in helping the government to implement the necessary sector reforms.

18. **Component 3: Project Management and Implementation Support (original budget - US\$0.5 million).** This component finances institutional capacity building and project operating costs. NRPB made significant progress in recruiting technical expertise and strengthening project implementation capacity. Following the onboarding of the new EDMP project manager on April 26, 2021, a resettlement coordinator, a project engineer, a strategic program coordinator for waste management, a community engagement consultant, a technical advisor, and a contract manager were successfully recruited.

19. **A key lesson learned through project implementation was the importance of institutional strengthening of the NRPB through the Hands-on Expanded Implementation Support (HEIS) provided by the Bank.** A team of consultants involved in the HEIS has provided extensive support to NRPB in the procurement and implementation of the project financed works, goods and consultancy services. The HEIS support enhanced NRPB's capacity significantly during project implementation.

#### D. Rationale for Additional Financing

20. **The proposed AF will cover the financing gap to** complete the existing activities (including resettlement) included under the original Project to fully achieve the PDO. The Project was prepared in an emergency context with a focus on quick delivery and now faces a significant financing gap, mainly due to: (i) much higher overall costs than estimated at approval for MSWDS management and shipwreck salvaging due to the need to import all materials and capacity and the lack of land availability for decommissioning, and of any local solutions for recycling and disposal, and (ii) a five-fold increase in the number of households to be resettled under the EDMP against the number initially estimated, following an increase in the RAI. Detailed market and cost analysis for project activities in SXM was not available during preparation. As a new client to the Bank, the SXM Government was unfamiliar with the Bank's policies and procedures for all aspects of project implementation and was highly dependent on the external consultants' support. In addition, the country faced many challenges due to its unique local context and the advent of COVID-19. Its remote location away from major material and equipment producers and limited access to qualified contractors made procurement difficult. Scarcity of land and a lack of practical solutions to dispose of/process the debris or recyclables on the island have required the



contractors to develop many innovative and costly solutions. The situation was exacerbated by a lack of qualified local labor, and complicated business registration and visa procedures. These factors have multiplied the costs of the original estimates for most activities.

## II. DESCRIPTION OF ADDITIONAL FINANCING

### A. Proposed Changes under this Additional Financing and Restructuring

21. **Changes to Components and Costs.** The proposed additional grant of US\$60 million will close the financing gaps under Components 1, 2 and 3. The specific activities under Components 1, 2, and 3 that will receive funds from the proposed grant are summarized below.

22. **Component 1: Debris Clearance and Management (*parent Project - US\$22 million; proposed AF - US\$53.2 million; total – US\$75.2 million*).** The proposed additional financing will cover the financing gap for the following activities:

- a) **Component 1(a) - Collection and clearance of debris (US\$5 million).** Provision of goods, works, consulting services, non-consulting services, and Resettlement Expenditures, in support of and related to the following activities:
  - (i) Removal of car wrecks and metal wrecks from public spaces and private properties to curbside;
  - (ii) Collection of car wrecks and metal wrecks, including the use of procedures for the separation of said debris by materials for easier processing and treatment;
  - (iii) Collection of debris for vector control purposes;
  - (iv) Assessment, monitoring and supervision of debris related vectors; and
  - (v) Beautification of public areas, focusing on debris removal and landscaping.

This activity will cover all eight districts, and the Government will provide the tentative inventory of wrecks prior to the bidding. The activity would be covered entirely under AF and estimated to cost US\$5 million based on similar activities carried out by the Government.

- b) **Component 1(b) - Reducing risks in the operation of, and reorganizing, rehabilitating, and upgrading of the MSWDS (US\$39.9 million).** Upgrading of debris storage and municipal waste disposal sites to improve their organization and layout and reduce risks, introducing improved operational practices to enhance separation, improving storage, and reducing environmental and safety risks of the operation, and planning of the municipal disposal site's safe closure, through:
  - (i) the purchase of equipment for debris management and protection of workers from risks present at the disposal and debris storage sites;
  - (ii) the recontouring and reorganization of the layout of the MSWDS to allow for better separation and recycling, and improve operations;
  - (iii) provision of operational costs related to the management of the disposal site under improved operational procedures;





- (iv) development of a plan for the safe closure of the MSWDS; and
- (v) rehabilitation, restoration and/or closure of the temporary storage site used for Hurricane Irma debris.

**Component 1(c)(i) - Provision of equipment and facilities to manage the debris, and of service contracts for the recycling, reuse, treatment, destruction or disposal of debris materials (US\$8 million).**

- **Land acquisition and resettlement:** As the situation on the ground evolved and two landfill assessments were conducted in June 2018 and January 2020 by landfill and waste management experts hired by the World Bank, the risks of the MSWDS became better understood, calling for an expansion of the RAI, which substantially increased the number of PAPs. This caused an increase in the total cost of resettlement. At the time of project preparation in 2018, the cost was estimated to be US\$1 million for up to 20 households, this has increased to US\$13 million for 110 households and 32 businesses. After the first and second phases of resettlement are completed with the remaining US\$4.5 million to be spent under the parent project, the subsequent phases estimated at US\$8.5 million will be financed under the AF. The team obtained RVP's approval on increasing the allocated amount for resettlement costs by US\$7.15 million on June 9, 2022;

- **TDSR:** This activity will be entirely financed under the AF based on an updated estimated cost of US\$8 million. TDSR activities have not been procured yet due to a lack of funds;

- **MSWDS:** Following the technical assessment and pre-feasibility studies developed under the Solid Waste Management Technical Assistance (SWM TA), the recontouring and upgrading of the MSWDS, is estimated to cost US\$43.1 million. The project plans to finance the recontouring and upgrading of the MSWDS; however, there will be a full feasibility study to determine the full scope for both sites. The AF will provide US\$31.4 million to kickstart the activity while the outstanding CAPEX costs (about US\$10 million) are planned to be deferred under the DBO contract and covered by the contractor on account of collected disposal tipping fees<sup>5</sup> that will be introduced during AF implementation. In addition, there is no need to establish full extended capacity from the contract beginning (e.g., based on final extended capacity suggested by the pre-feasibility) and construction of some additional cells could be deferred to the future and covered from collected tipping fees or government subsidies. Therefore, the AF interventions for MSWDS will address any immediate challenges facing landfill and disposal management, and sufficiently lay the foundation for sustainable long-term SWM.

**c) Component 1(c)(ii) - Creation of an artificial reef or fishing grounds using debris (US\$0.3 million)**

- **Artificial Reefing:** As part of the debris processing and disposal activity, artificial reefing was foreseen in the Grant Agreement and the PAD of the parent project (sub-component 1. (c)(ii)) but not budgeted separately during original project preparation. An estimated US\$0.3 million will be allocated for a vessel to be sunk as part of artificial reefing at a specific location identified.

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<sup>5</sup> A fee paid by anyone who disposes of waste in a landfill, usually charged by the landfill operator and based on the weight of waste/per ton.



23. **Component 2. Technical Assistance (parent Project - US\$2.5 million; proposed AF - US\$3.5 million; total – US\$6 million).** The proposed AF will cover the financing gap for the following activities: a) technical and operational support, including development and review of designs, technical specifications, and operational supervision and advice for debris clearance and management under Component 1 of the Project, b) development and formalization of an emergency debris management plan, c) legal and training support for contract management, d) support to improve debris management and vector control services, e) communications and citizen engagement strategy, f) environmental and health monitoring, and g) support of Component 1 such as technical assistance or studies, and corresponding supervision and social and environmental support for Component 1, as may be needed, and approved by the Bank. In addition, this component will include TA to support the implementation of sector reforms by the Government.

24. **Component 3. Project Management and Implementation Support (parent Project - US\$0.5 million; proposed AF - US\$3.3 million, total – US\$3.8 million).** The proposed AF will cover the financing gap for the following activities: a) strengthening and developing institutional capacity of VROMI in the management of the Project, in relation to solid waste management infrastructure, including environmental and social safeguard support, b) provision of support to oversee the Project and liaison with VROMI, including with respect to procurement under the Project, and c) provision of Operating Costs for the Project.

25. **Institutional Arrangements.** As per the Government's request on March 20, 2021<sup>6</sup>, and based on a recent decision of the Council of Ministers, NRPB was designated as the recipient of the Original Grant and the proposed Additional Grant. The government has taken this decision to ensure that the NRPB has full authority and responsibility for the project so that implementation delays can be minimized. NRPB will continue to be the project's implementing agency, and all other implementation arrangements including hands-on implementation support to be provided to NRPB, remain unchanged.

26. **Sector Reform Actions Agreed upon with the Government of Sint Maarten.** In the past decades, Sint Maarten has lacked an efficient solid waste management system and the related financial, regulatory, and institutional setup. The EDMP will continue to finance the improvement of disposal system and will transfer the operation of MSWDS and TDSR to the Government of SXM after the AF's completion. The long-term vision for a sustainable and effective SWM sector in SXM is based on a robust institutional setup, introduction of the appropriate legal and financial frameworks, improved technical capacity, developed Public-Private Partnership (PPP) framework and strong cross-agency collaboration. During the EDMP implementation and through the technical assistance from the Bank and the Netherlands, the Government has recognized the necessity of sound institutional, legal and financial mechanisms for the SWM sector. The Government has confirmed its commitment to undertake a set of critical reforms with the support of AF to ensure the smooth implementation of EDMP and for the sustainability of the sector. These actions are further detailed in Table 1.

27. These reforms will help build the foundation for a sustainable and robust SWM system. Based on the National SWM Strategy prepared with the Bank's support, the long-term disposal solution for SXM will be based on introducing the integrated waste management entity composed of recycling and waste to energy plants in the medium to long-term perspective. With the initial introduction of the disposal tipping fees and proper landfill management under the proposed AF, other economic instruments to

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<sup>6</sup> Signed by the Prime Minister as the head of the Council of Ministers, with a copy to the Council of Ministers.



reduce waste generation (tariffs, fines, environmental fees, etc.) would gradually follow and be linked to the property tax or utility bills to increase the financial transparency and sustainability in SWM. Various behavioral change instruments, aggressive waste reduction and diversion strategies (polluter pays principle, Extended Producer Responsibility, etc.), better contract management and service delivery by the private sector would further contribute to the sector’s sustainability in the long run.

28. In light of the NRPB now having the full authority to coordinate and implement the project both as the recipient and implementing agency, the Government will provide a letter of commitment signed by the Prime Minister/Minister of General Affairs to NRPB and the World Bank, committing to the above actions. The submission of this letter will be a condition for AF’s effectiveness. The Government of Sint Maarten, through the Minister of General Affairs, will also provide formal written confirmations to the NRPB when the actions have taken effect, as the basis for NRPB to proceed to carry out respective project activities.

Table 1. Key Waste Sector Reform Actions Planned by the Government during 2022 – 2024<sup>7</sup>

	Government Action	Timeframe <sup>8</sup>	Related Project Component	Importance	
Institutional	Establish an Inter-ministerial Working Group on Solid Waste Management	November 2022	Component 2	The shift in paradigm to integrated solid waste management requires the participation of all related ministries, a communications strategy, and technical, regulatory, and legislative inputs from all key stakeholders. Thus, inter-ministerial involvement is necessary for SWM, and SXM currently lacks such an arrangement. This interdepartmental committee shall be a transitional body towards establishment of the Integrated Waste Authority and prepare and implement interim policy reforms to improve governance in the waste sector.	Communications strategy implemented
	Establish institutional structure, with appropriate budget and mandate	December 2023	Component 1(b)	Currently, VROMI plays administrative and regulatory roles in SWM along with responsibilities for many infrastructure sectors and has limited capacity to provide technical inputs required for implementing a sustainable SWM program. The institutional structure envisioned by the Government to be created dedicated to Waste Management is an integrated waste authority. An Integrated Waste Authority is critical to promote greater accountability, transparency, and quality service provision in SWM, and, in particular, to help advance the implementation of the project activities. The authority shall provide services	

<sup>7</sup> Reform actions that are critical for the sustainability of the project are included under the section 5.01 of the Grant Agreement.

<sup>8</sup> The timeframe is indicative of the reform actions to take place



				independent from VROMI, responsible for waste collection and disposal, sector regulation and oversight, sector strategic development and capital investments, overall monitoring and public relations.
Legal	Prepare an updated draft waste ordinance	June 2023		Lack of overarching legal framework in SWM impedes the efficiency in the sector. The proposed Waste Ordinance will establish major definitions, roles and responsibilities for all stakeholders involved in SWM in Sint Maarten, including the Integrated Waste Authority, which is critical before any substantial capital cost are incurred. Therefore, one of the actions is for Government to finalize the draft Waste Ordinance for review by the Council of Advice under Council of Ministers before the start of the DBO contract for MSWDS.
	Present Waste Ordinance in Parliament	December 2023	Component 1(b)	The Government to present the Waste Ordinance to Parliament for consideration before the end of 2023.
Financial	Approve financial framework	December 2023	Component 1(b)	The financial framework for SWM sector will be based on the comprehensive financial model that will formulate the annual CAPEX & OPEX in medium to long term perspective and its coverage scenario (share of subsidies from Government and their source/distribution, share of tariffs/fees and their source/distribution, etc.) will be prepared. The approval of the financial framework will be determined by the Council of Ministers, and the implementation of financial framework will be managed by the Integrated Waste Authority.
	Adopt disposal tipping fee system	June 2024	Component 1(b)	Adoption of tipping fee system (payments for disposed waste at the landfill) by the Government of Sint Maarten is necessary to the continued operation of the MSWDS as designed and for the overall sector efficiency and sustainability of the EDMP investments. The amount of the tipping fee will be informed by the design of the MSWDS as part of the DBO contract for MSWDS. The process of adoption of the tipping fee is to be determined.
	Adopt Financial Framework Actions	June 2024, onward		Gradual introduction of sustainable financial framework and its instruments (collection tariffs, tipping fees, fines and enforcement



				mechanisms, additional environmental fees etc.) that will define the cost recovery level, level of required subsidies and interface for the billing system.	
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29. As part of AF’s appraisal, the proposed government actions have been discussed and agreed upon with the NRPB and the Government and will be confirmed through a commitment letter to be signed and delivered to the World Bank prior to effectiveness. Once implemented they will significantly increase the technical and financial sustainability of all assets to be generated under proposed AF.

30. **Changes to the Results Framework.** The results framework is adjusted to include six additional intermediate indicators to measure the progress with recontouring and upgrade of the MSWDS, artificial reefing activity, and sector reform. It also introduces required citizen engagement and gender-related corporate indicators.

31. **Change in the closing date.** Based on the updated implementation plan prepared for the AF, reviewed as part of appraisal, the project will need 36 months beyond the current closing date to complete all activities. The World Bank and the Governments of Sint Maarten and the Netherlands approved an extension of the closing date for the overall TF program from December 31, 2025, to December 31, 2028. Therefore, the project closing date will be extended to December 31, 2026, with the processing of this AF.

32. **Change in disbursement arrangements.** Given the large volume of financing budgeted for resettlement costs (US\$13 million) and the importance of close monitoring of the spending of funds for resettlement, the resettlement costs will be assigned to a separate disbursement category. Also, specific disbursement conditions will be introduced to ensure that above mentioned critical reform actions which are directly related to the project implementation, or the sustainability of project investments are completed before the DBO contract for MSWDS reaches certain implementation milestones. A condition for withdrawal of the AF for eligible expenditures under Component 1(b)(ii) and Component 1(b)(v) is that the NRPB will provide the written confirmation from the Minister of General Affairs when the abovementioned actions committed to by Government have been taken and completed by the Government.

33. **Changes to the legal covenants.** The AF will introduce legal covenants that requires a) satisfactory preparation of the Livelihood Restoration Plan no later than July 1, 2023, b) completion of feasibility study for the rehabilitation of the debris storage and municipal waste disposal sites before beginning the bidding process for the procurement of the design, build, and operate contract under Component 1(b)(ii) and (v) of the Project, and c) introduction of disposal tipping fee system for Sint Maarten before issue a formal notice to the contractor to proceed with the landfill works portion of the DBO contract for MSWDS.

34. **Changes to the Original Grant Agreement.** The original Grant Agreement is amended to reflect the changes discussed above.



### III. KEY RISKS

35. **The overall risk rating of the project will continue to be high.** Considerable risks remain in most of the risk categories despite the improvements in implementation, safeguards and fiduciary capacity. The rationale for the risk ratings is detailed below.

36. **Political and Governance - Substantial.** The political and governance risk will continue to be substantial given the political uncertainty and the frequent changes in the government in recent years, with more changes likely given the scheduled elections in 2024. The critical project activities to be financed by the AF have attracted significant public attention and are highly dependent on the government's support. Though the project has received firm commitments on landfill management improvement, resettlement, and sector reform from the Government, political stability and smooth transition of authorities would be critical for ensuring orderly and stable project implementation. Potential political and governance risks on the project implementation may be mitigated to a certain extent by the recent Government decision to designate the NRPB as the grant recipient, granting the organization the full authority and responsibility for the project.

37. **Macroeconomic - Substantial.** The macroeconomic risks remain substantial, largely due to the lasting impact of the COVID-19 and anticipated weather events. While the tourism industry had experienced a moderate revival in late 2021, the overall macroeconomic situation faces a prolonged recovery period. Any new natural disasters or political instability could aggravate economic recovery. To minimize the potential impact of such risks on the project, efforts will be made to advance project investments and minimize delays.

38. **Sector Strategies and Policies – Substantial.** The SWM agenda is central to the project's objective, and the decades of an absence of effective solid waste management system call for comprehensive institutional, financial, and legal reforms. These reforms are well articulated in the draft National SWM Strategy and require at least several years to implement appropriate legal, financial, and institutional improvements. Government's commitment, ability, and willingness to implement agreed policy reforms are the basis of this AF. Those are facilitated through specific disbursement conditions, legal covenants and technical support, financed under component 2 and by the Government of the Netherlands.

39. **Institutional Capacity for Implementation and Sustainability - High.** Despite significant improvements in NRPB's implementation capacity since project inception, the institutional capacity risk remains high. First, NRPB has faced challenges in obtaining necessary inputs from its technical counterparts within the Government of Sint Maarten due to their lack of technical capability and dedicated contacts. In addition, the large-scale construction and resettlement to be implemented soon would likely stretch NRPB's implementation capacity and test its ability for contract execution. The World Bank will continue providing necessary implementation support such as HEIS and reinforcing capacity building to strengthen NRPB's procurement and contract management capacity and mitigate these risks. Market analysis will also be conducted before procuring complex contracts such as MSWDS DBO and TDSR DBO contracts. Second, the actions to be taken to fulfill the withdrawal conditions and legal covenants, particularly those associated with sector reforms, are beyond the NRPB's authority. To mitigate this risk, the Minister of General Affairs, who is also Prime Minister, will provide a letter of commitment to the World Bank to guarantee the execution of sector reforms.



40. **Fiduciary – Substantial.** The procurement and financial management performance have improved significantly over the project implementation period, and the World Bank downgraded the fiduciary risk rating from substantial to moderate for the original project. NRPB has recruited sufficient FM and procurement staff, generated relevant experience in implementing World Bank-supported projects and is satisfactorily implementing the parent project. However, NRPB has not managed any complex DBO contracts in the past, hence the two DBO contracts will pose a substantial risk, given their estimated contract values and complexities, especially the DBO contract for MSWDS. In addition, despite the satisfactory track record in FM, the higher than expected resettlement expenditures under the AF, possible continued difficulties in recruiting (international) contractors for critical project activities, and increased cost of materials and services will also pose a substantial FM risk for the project. Therefore, the overall fiduciary risk is assessed as ‘substantial’ for the AF. The risk will be mitigated with adequate FM and procurement staffing including consultants, HEIS on procurement and necessary training to NRPB staff and consultant.

41. **Environment and Social – High.** The project remains as Category A due to the environmental and social risks associated with the activities at the MSWDS, including resettlement. Despite improved MSWDS management through organized waste disposal, adequate compaction, and coverage since 2019, the MSWDS continues to pose risks associated with air pollution, occasional flareups, and unstable waste slopes. The RAP has been finalized and it is in the early stages of implementation which will require strong community engagement. These risks will be mitigated through environmental and social management plans and monitoring that will help respond to community and occupational health and safety concerns, relocating the community living in the RAI, and reestablishing the livelihoods for business owners, workers, and waste-pickers identified as Project Affected Persons in the RAP. Daily landfill management under MSWDS DBO contract and preliminary sorting and debris management under the TDSR DBO contract may temporarily exacerbate the risks. The risks will be mitigated by ensuring that the contractors have the highly specialized technical expertise and experience in similar situations and that proper environmental, social, health, and safety procedures and monitoring are in place. Safety measures will also be communicated to the public through an information and education campaign.

## IV. APPRAISAL SUMMARY

### A. Economic and Financial (if applicable) Analysis

42. **The proposed AF will continue to contribute to managing debris from the hurricane and reconstruction activities to facilitate recovery and reduce risks.** No cost-benefit analysis was conducted at appraisal because of the emergency nature of the parent project. Providing proper debris collection and management has economic, social, health, and environmental benefits for Sint Maarten. Project activities under Component 1 have direct economic benefits to tourism, health, employment, and from recycling revenues. Component 2 will support the development of waste sector reforms and the introduction of various economic instruments that bring in diversified revenue streams. For completed activity, vessel salvaging, and shoreline cleaning activities have proven to greatly improve the natural environment and aesthetics that are central aspects of the tourism industry that remains the main driver of national economy. Investments under the parent Project and the proposed additional grant will help to achieve the PDO at full and continue to increase the overall economic benefits of the project.



## B. Technical

43. **No changes to the current technical design of the Project would be made with the proposed additional grant.** Given that the proposed additional grant aims to cover the financing gap of the parent Project, no new activities are added. The NRPB plans to hire a team of local experts to assist with implementing resettlement. A specialized entity supported by the Netherlands was employed in March 2022 to help prepare and implement planned sector reforms. The Bank's technical team has been providing hands-on support in preparing safeguards instruments and bidding documents for critical project activities such as vessel salvaging and shoreline cleaning, DBO for TDSR, DBO for MSWDS, etc. Technical due diligence has been acceptable over the implementation period despite delays in project implementation due to delays in preparing required safeguards instruments and impacts of COVID-19.

44. **Climate change considerations.** The project investments have been contributing to climate change mitigation and adaptation. Each investment under the proposed AF will be designed considering anticipated vulnerabilities posed by climate change. Notably, the activities from Component 1 will improve debris management systems and infrastructure and management of the landfill, reducing methane emissions from untreated waste streams and adverse environmental, social, and economic impacts in the local context. Continued effort in fire control and waste compaction reduces the chances of underground smoldering and flareups, and thus emissions of greenhouse gases. The design of TDSR and landfill recontouring and extension will include the DRM and climate change aspects to ensure that the new infrastructure is sustainable and resilient against future natural hazards potentially exacerbated by climate change. All consulting assignments targeting the TA for the SWM and financed under component 2 will also critically and directly contribute to improving resilience and achieving adaptation to climate change in SWM. Despite the project's contribution to the climate agenda, its Climate Co-Benefits are not officially assessed as it is a Recipient Executed Trust Fund Operation.

45. **Gender.** Overall, project activities will continue to help both women and men equally. Project design and implementation, particularly resettlement and landfill-related activities, have considered measures to ensure that unintended negative impacts on women, girls, and vulnerable groups are mitigated. Consultations were conducted with women from the RAI in the vicinity of the municipal waste disposal site during RAP preparation to incorporate the gender-related issues into the design of safeguards instruments. In addition, the proposed AF will specifically support gender inclusion in its activities and integrate gender issues into the planning, implementation, monitoring, and evaluation of the project.

- **Analysis.** Regionally gender gaps persist in representation in planning processes for infrastructure design and investments. Specific to the project, the RAP has collected disaggregated gender data which NRPB will utilize to develop a gender plan for RAP implementation. The RAP identifies that there is equitable access to land, formal credit, education, and other assets. However, affected women reported monthly incomes that are 35 percent lower than those of men. Thus women-headed households are considered vulnerable in the Project's context.
- 96 of the 215 individuals to be resettled are women residing in the RAI and two of the seven waste pickers are women residing outside the RAI. Women are primarily engaged in rental services, recycling, and freelance professional services. The construction sector is male-dominated, and it is reported to have the highest average monthly income. Women comprise 25 percent of all





business owners in the RAI and primarily engage in restaurant/food supplier and room rental businesses. In the RAI, approximately 36 percent of the heads of households are women and 50 percent of homeowners are women. Women comprise 31 percent of the heads of households with bank accounts. However, the average monthly income of affected women is lower than of their male counterparts.

- Furthermore, the *Strategic Framework for the Reconstruction, Recovery and Resilience Trust Fund (2019-2025)* includes some general data on poverty and gender in the country - poverty likely disproportionately impacts women as unemployment is about 2 percentage points higher for women than for men, and women represent 58 percent of the unemployed. Women head 38.7 percent of households in Sint Maarten which shows the magnitude of households' dependence on women's ability to earn adequate income and women in poor households suffer disproportionately from the impact of natural disasters. The *Rapid Housing Sector Assessment: Sint Maarten (2020)* highlights that women-headed households with single incomes are among the most vulnerable with respect to housing in Sint Maarten.
- **Action.** In terms of actions, the project will develop a Gender Plan for the RAP, based on the gender disaggregated data collected during RAP preparation. In addition, the RAP requires the preparation of a Livelihood Restoration Plan. Women-headed households will be prioritized for the selection of Livelihood Restoration Activities (LRA), the selection of replacement dwellings, and access to mental health counselling support according to their necessities. The LRA are expected to have a positive income impact on PAPs employment and income.
- **Monitoring.** The above actions will ensure that the gender issues are addressed during the implementation of the RAP, and in particular the LRA. An indicator will be included to measure the success of livelihood restoration efforts for women: Percentage of female participants in LRA who are employed or self-employed 6 months after completion of training.

46. **Maximizing Finance for Development.** The SWM in Sint Maarten is an area for which private investment via Public-Private Partnership, concessions, or other means is present to some extent, particularly in waste collection and informal recycling but not regulated efficiently and transparently. The project will support the key policy measures to improve an enabling environment for PPP in SWM. This, in turn, would encourage an increased and transparent private investment in waste collection, landfill management and recycling, including under planned DBO contracts for the MSWDS and TDSR.

### C. Financial Management

47. **Financial management (FM) responsibility for the Project will continue to be undertaken by NRPB.** The FM arrangements at NRPB have been reassessed within the frame of the AF with the objective of evaluating the continuing adequacy of the NRPB's financial management system to: (i) correctly and completely record all project transactions and balances; (ii) facilitate the preparation of regular, timely, and reliable financial statements; (iii) safeguard the Project's assets; and (iv) undertake auditing arrangements acceptable to the Bank. The NRPB has generated relevant experience in implementing World Bank-supported projects. The NRPB's FM team is satisfactorily implementing the parent project<sup>9</sup>,

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<sup>9</sup> As evidenced during the last FM review for the project in January 2022



as well as six others with a total commitment of US\$315 million. The FM assessment concluded that the NRPB has established and maintains an adequate FM system that should continue to be able to provide, with reasonable assurance, accurate and timely information on the use of the project funds. The overall residual FM risk rating has been reassessed as **Substantial**, due to the expansion of the scope and amount of resettlement expenditures that will be financed under the AF. Adequate risk mitigating measures covering the RAP payments including the verification and payment procedures of the PAPs, will be incorporated in the Project Operations Manual.

#### D. Procurement

48. NRPB will be responsible for carrying out the procurement of all additional grant activities. NRPB has been striving to improve its procurement capacity, particularly in preparing the upcoming large and complex contracts, including hiring a strong procurement team, working closely with HEIS, and improving the communication between procurement and project management teams. The EDMP AF will benefit from HEIS for procurement and contract management, which is being arranged by the World Bank's Governance Practice for the entire SXM portfolio and does not need a new HEIS request from the Government. The HEIS will focus on strengthening the NRPB's contract management capacity which will be an essential tool to ensure that two complex DBO contracts are managed properly.

#### E. Social (including Safeguards)

49. **Resettlement.** The area surrounding the MSWDS has been used as a residential and business area for many years, however the assessment in the ESIA and expert opinion on the stability of the slopes, the risks associated with the required improvements to waste management, and the needs for the MSWDS in the future, require that homes and businesses be resettled permanently. A total of 215 individuals will be resettled (96 are women and 119 are men), including 7 identified waste pickers (2 are women and 5 are men) residing outside the RAI when VROMI banned waste collection. The NRPB has an experienced resettlement coordinator and has recently engaged a community engagement specialist who speaks Spanish, given the large Spanish speaking population at the RAI. In the coming months, the NRPB will complement the team with another community engagement specialist, a valuating consultant, an immigration consultant, and a field data collection consultant. A Livelihood Restoration Plan for each RAP implementation phase will be developed and submitted to the Bank for clearance; it will be reviewed and cleared by the World Bank and disclosed no later than July 1, 2023.

50. **Disadvantaged and vulnerable groups.** Among the people to be resettled, there are 47 households which have members who have been identified as vulnerable. These are households with a disabled person, households headed by the elderly, and women-headed households. There are a significant number of PAPS without documentation on their legal status in the country which can pose challenges to receiving compensation. However, the NRPB will ensure that undocumented PAPs do not encounter barriers to receiving compensation and hence measures will be in place to ensure receipt of said compensation.

51. **Citizen engagement.** The AF will build on the existing citizen engagement arrangements taking into consideration restrictions introduced by COVID-19 and enhance them with more frequent virtual beneficiary feedback arrangements during design and implementation. Multiple channels such as oral, written, phone, and web are available to citizens for providing feedback and for the project to factor in the feedback for achieving and enhancing project objectives. The AF has arrangements for citizen



engagement through: (a) consultations during design and implementation; (b) guided field visits to the construction site; and (c) a dedicated phone number placed at the construction site through public information boards and project literature. The AF project includes intermediate indicators in the Results Framework to monitor the percentage of addressed grievances resolved and the number of consultation activities during project implementation.

52. **Grievance Redress Mechanism.** The NRPB has established a Grievance Redress Mechanism for the portfolio of projects they manage under the Trust Fund. Stakeholders have multiple means to submit grievances, and anonymous complaints are accepted. The GRM was updated to meet the Environmental and Social Framework requirements, including changes that make it easier to submit anonymous complaints. It also has a component for project workers as well as provisions for Sexual Exploitation and Abuse and Sexual Harassment (SEA/SH) grievances and anonymous complaints. The updated GRM was approved by the World Bank and published on the NRPB website on September 21, 2022. Under this project, the NRPB has received four complaints about the vessel salvaging activity. All submissions were handled in a timely manner by the NRPB. One of the complaints was closed with the involvement of the Court of First Instance of Sint Maarten. No SEA/SH grievance has been received.

#### **F. Environment (including Safeguards)**

53. The Project will result in overall positive environmental benefits as it will properly manage hurricane debris, introduce a programmatic approach to managing municipal solid waste, introduce environmental and social risk management at government level, create spaces for stakeholder engagement, reduce health risks associated with hurricane debris and debris management, improve occupational and community health and safety, and reduce risks related to slope stability, fires and air quality at the MSWDS. The project will also result in improved aesthetics and environmental quality following a build back better approach. The project remains as Category A due to the environmental and social risks associated with the activities at the MSWDS.

54. NRPB will be responsible for the following actions:

##### **Component 1. Debris Clearance and Management**

Sub-component 1. (a): Collection and clearance of debris.

(i) Update and submit for World Bank clearance an Environmental and Social Management Plan to manage risks related to Collection and clearance of debris (Metal Wrecks ESMP) that addresses relevant pollution risks, health and safety issues, social risks, and spill management), along with the technical documents part of the bidding package for the works, prior to launching the bidding process.

(ii) Prepare standard mitigation measures in the technical documents part of the bidding package to manage risks related to (i) collection of debris for vector control purposes; and (ii) beautification of public areas, focusing on debris removal and landscaping since these activities do not warrant the need for full ESMPs.

Sub-component 1. (b): Reducing risks of operation, reorganization, rehabilitation, and upgrading of debris storage and municipal disposal sites.

(i) Update and submit for World Bank clearance the MSWDS ESMP along with the technical documents as part of the bidding package, prior to launching the bidding process for the MSWDS DBO contract.



(ii) Submit for World Bank review the technical documents included as part of the respective bidding packages for the demolition activities within the Resettlement Area of Impact (RAI) before beginning the bidding process and ensure the incorporation of avoidance and mitigation measures to manage relevant health, safety, social, and environmental risks as this activity does not warrant a full ESMP.

(iii) Prepare, consult, adopt, and disclose a Livelihood Restoration Plan no later than July 1, 2023.

Sub-component 1. (c): Debris processing and disposal.

(i) Subcomponent 1.c.i. Recycling, reuse, treatment, destruction or disposal of debris. Consult, update, and disclose the TDSR ESMP, in a manner acceptable to the World Bank, before beginning the bidding process for the procurement of the TDSR DBO contract.

(ii) Sub-component 1.c.ii Creation of an artificial reef or fishing grounds using debris. Consult, update, and disclose the Artificial Reef ESMP, in a manner acceptable to the World Bank, before beginning the bidding process for the procurement of works.

Final versions of the ESMP instruments will need to be consulted on with stakeholders to reflect updates from the technical designs, particularly the DBO contract for MSWDS and the DBO contract for TDSR. The updated versions along with the technical documents as part of the bidding package will need to be submitted to the World Bank for clearance prior to releasing bidding documents for each work.

Table 2. Required Environmental and Social Safeguards instruments by component and activity

Component	Instrument	Requirement
1a: Collection and clearance of debris	Metal Wrecks ESMP	NRPB to consult, update, and disclose before beginning the bidding process for the procurement of works
1b: Reducing risks of operation, reorganization, rehabilitation, and upgrading of debris storage and municipal disposal sites	<ol style="list-style-type: none"> <li>MSWDS ESMP</li> <li>Technical documents included as part of the respective bidding packages Bidding document for demolition of structures within Resettlement Area of Impact (RAI)</li> </ol>	<ol style="list-style-type: none"> <li>NRPB to consult, update, and disclose the MSWDS ESMP, in a manner acceptable to the World Bank, before beginning the bidding process for the procurement of the DBO contract for MSWDS</li> <li>NRPB to secure the RAI with environmental, social, health, and safety mitigation measures. NRPB to submit for World Bank clearance the technical documents included as part of the respective bidding packages before beginning the bidding process</li> </ol>



	<p>3. Final RAP</p> <p>4. Livelihood Restoration Plan</p>	<p>3. NRPB to submit for World Bank clearance a final RAP (already completed)</p> <p>4. NRPB to prepare, consult, adopt, and disclose a Livelihood Restoration Plan no later than July 1, 2023</p>
1c(i): Recycling, reuse, treatment, destruction, or disposal of debris	TDSR ESMP	NRPB to consult, update, and disclose the TDSR ESMP, in a manner acceptable to the World Bank, before beginning the bidding process for the DBO con
1c(ii): Creation of an artificial reef or fishing grounds using debris	Artificial Reef ESMP	NRPB to consult, update, and disclose the Artificial Reef ESMP, in a manner acceptable to the World Bank, before beginning the bidding process for the procurement of works

Technical documents included as part of respective bidding packages will also include mitigation measures to manage risks related to general works (including relevant pollution risks, health and safety issues, social issues and spill management) for activities that do not warrant a full ESMP. A separate pest management plan is not expected for the project. Mitigation measures for pest management will be incorporated as part of the respective ESMPs.

## V. WORLD BANK GRIEVANCE REDRESS

Communities and individuals who believe that they are adversely affected by a project supported by the World Bank may submit complaints to existing project-level grievance mechanisms or the Bank’s Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank’s independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the AM at any time after concerns have been brought directly to the attention of Bank Management and after Management has been given an opportunity to respond. For information on how to submit complaints to the Bank’s Grievance Redress Service (GRS), please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the Bank’s Accountability Mechanism, please visit <https://accountability.worldbank.org>.



## VI. SUMMARY TABLE OF CHANGES

	Changed	Not Changed
Results Framework	✓	
Components and Cost	✓	
Loan Closing Date(s)	✓	
Disbursements Arrangements	✓	
Implementing Agency		✓
Project's Development Objectives		✓
Cancellations Proposed		✓
Reallocation between Disbursement Categories		✓
Safeguard Policies Triggered		✓
EA category		✓
Legal Covenants		✓
Financial Management		✓
Procurement		✓
Other Change(s)		✓

## VII. DETAILED CHANGE(S)

### COMPONENTS

Current Component Name	Current Cost (US\$, millions)	Action	Proposed Component Name	Proposed Cost (US\$, millions)
Debris Clearance and Management	22.00	Revised	Debris Clearance and Management	75.20
Technical Assistance	2.50	Revised	Technical Assistance	6.00
Project Management and Implementation Support	0.50	Revised	Project Management and Implementation Support	3.80



<b>TOTAL</b>	<b>25.00</b>			<b>85.00</b>
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**LOAN CLOSING DATE(S)**

Ln/Cr/Tf	Status	Original Closing	Current Closing(s)	Proposed Closing	Proposed Deadline for Withdrawal Applications
TF-A9261	Effective	30-Sep-2022	31-Dec-2023	31-Dec-2026	30-Apr-2027

**DISBURSEMENT ARRANGEMENTS**

Change in Disbursement Arrangements

Yes

**Expected Disbursements (in US\$)**

Fiscal Year	Annual	Cumulative
2018	0.00	0.00
2019	0.00	0.00
2020	3,640,000.00	3,640,000.00
2021	8,180,000.00	11,820,000.00
2022	10,020,000.00	21,840,000.00
2023	3,160,000.00	25,000,000.00
2024	12,500,000.00	37,500,000.00
2025	14,000,000.00	51,500,000.00
2026	18,000,000.00	69,500,000.00
2027	15,500,000.00	85,000,000.00

**SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)**

Risk Category	Latest ISR Rating	Current Rating
Political and Governance	● Substantial	● Substantial
Macroeconomic	● Substantial	● Substantial
Sector Strategies and Policies	● Substantial	● Substantial
Technical Design of Project or Program	● Substantial	● Substantial



Institutional Capacity for Implementation and Sustainability	● High	● High
Fiduciary	● Moderate	● Substantial
Environment and Social	● High	● High
Stakeholders	● Substantial	● Substantial
Other	● Moderate	● Moderate
Overall	● High	● High

**LEGAL COVENANTS – AF St Maarten Debris Management Proj (P175404)**

**Sections and Description**

Grant Agreement (GA), Schedule 2, Section I.A.1. The Recipient shall, throughout Project implementation, maintain staffing with composition, resources, terms of reference and functions acceptable to the World Bank.

GA, Schedule 2, Section I.A.2. The Recipient shall complete a feasibility study for the rehabilitation of the debris storage and municipal waste disposal sites before beginning the bidding process for the procurement of the design, build, and operate contract under Component 1(b)(ii) and (v) of the Project.

GA, Schedule 2, Section I.A.3. Subject to the Recipient’s receipt of a written confirmation from the Government of Sint Maarten that the Government has adopted a disposal tipping fee system for Sint Maarten, and the Bank’s no objection, the Recipient shall issue a formal notice to the contractor to proceed with the landfill works portion of the design, build, and operate contract under Component 1(b)(ii) and (v) of the Project.

GA, Schedule 2, Section I.A.4. The Recipient shall keep separate books of account for the expenditures financed, respectively, under the Original Grant Agreement and under this Agreement.

GA, Schedule 2, Section I.A.5. The Recipient shall ensure that: (a) all expenditures financed under the Grant Agreement are directly incurred on account of the implementation, management, and monitoring of the Project; and (b) in the event that expenditures are shared with other projects or events, such expenditures are financed through the NRPB’s general operational budget.

GA, Schedule 2, Section I.B.1 and 2. The Recipient shall maintain (and carry out and shall cause all relevant parties to carry out) the Project in accordance with throughout Project implementation the Project Operations Manual, in substance and form, and in a manner acceptable to the World Bank.

GA, Schedule 2, Section I.C. The Recipient shall prepare and furnish to the World Bank not later than November 15th of each year during the implementation of the Project, a proposed Annual Work Plan and Budget and afford the World Bank a reasonable opportunity to exchange views.

GA, Schedule 2, Section I.D. The Recipient shall ensure that the Project is carried out with due regard to appropriate health, safety, social, and environmental standards and practices, and in accordance with the Safeguards Instruments and the terms of Section 1.D.2-10 of Schedule 2 to the GA.

GA, Schedule 2, Section I.E. In carrying out Component 1(b) of the Project, the Recipient’s decision on whether to rehabilitate or restore the said temporary storage site shall be subject to assessments of the relevant technical review(s) carried out under the Project and in consultation with the World Bank.





<b>Conditions</b>		
Type	Financing source	Description
Effectiveness	Trust Funds	Grant Agreement (GA), Section 5.01 (a) and 5.02. The Recipient shall furnish to the World Bank a legal opinion satisfactory to the World Bank showing: (a) the Recipient has the legal capacity under the laws of Sint Maarten to receive the Grant proceeds and to carry out the Recipient’s Project implementation obligations set forth in this Agreement, all for the benefit of Sint Maarten; and (b) the Grant Agreement has been duly authorized by, and executed and delivered on behalf of the Recipient, and is legally binding upon the Recipient in accordance with its terms.
Effectiveness	Trust Funds	GA, Section 5.01 (b). The Recipient has provided to the World Bank a letter of formal commitment from the Minister of General Affairs (“MoGA”) to: (i) ensure the provision of the funds, facilities, services and other resources required for the Project, as promptly as needed, which shall include, specifically: (A) commitment by MoGA to meet, and to provide on behalf of NRPB in a timely manner, any financial obligations required of NRPB in connection with the Project and this Agreement; and (B) supporting NRPB during Project implementation to ensure that the terms and conditions set forth in this Agreement and the Project Operations Manual are met; and (ii) confirm that the Government of Sint Maarten has the full authority to undertake, and shall be undertaking, to: (A) establish an inter-ministerial working group on solid waste management, including establishing its terms of reference and making the relevant appointments; (B) establish an institutional structure, with appropriate budget and mandate, to be responsible for integrated waste management for Sint Maarten; (C) prepare an updated draft waste ordinance – which establishes definitions, and roles and responsibilities for relevant stakeholders involved in integrated waste management in Sint Maarten – for Parliamentary consideration; (D) approve a financial framework to ensure sustainable integrated waste management for Sint Maarten; and (E) adopt a disposal tipping fee system.
Effectiveness	Trust Funds	Description GA, Section 5.01 (c). The Recipient has updated the



		Project Operations Manual in form and substance satisfactory to the World Bank.
Type Disbursement	Financing source Trust Funds	Description GA, Schedule 2, Section III.B.1(b). For expenditures under Category (3) of the withdrawal table, unless and until the Recipient has: (i) completed a feasibility study for the rehabilitation of the debris storage and municipal waste disposal sites, all in a manner acceptable to the Bank; (ii) received formal, written confirmation from the Minister of General Affairs that the Government of Sint Maarten has: (A) established an inter-ministerial working group on solid waste management, including adopting terms of reference and making the relevant appointments; (B) established an institutional structure, with appropriate budget and mandate, to be responsible for integrated waste management for Sint Maarten; (C) prepared an updated draft waste ordinance to establish definitions, roles and responsibilities for relevant stakeholders involved in integrated waste management in Sint Maarten and presented the said ordinance to Parliament for consideration; and (D) approved a financial framework to ensure sustainable integrated waste management for Sint Maarten.



VIII. RESULTS FRAMEWORK AND MONITORING

Note to Task Teams: The following sections are system generated and can only be edited online in the Portal. Please delete this note when finalizing the document.

Results Framework

COUNTRY: St Maarten

AF St Maarten Debris Management Proj

Project Development Objective(s)

To manage debris from the hurricane and reconstruction activities to facilitate recovery and reduce risks.

Project Development Objective Indicators by Objectives/ Outcomes

Indicator Name	PBC	Baseline	End Target
<b>Debris Clearance and Management</b>			
Number of metal wrecks collected and processed (Number)		0.00	100.00
<i>Action: This indicator has been Revised</i>	<i>Rationale: To align with project's extended closing date</i>		
Simpson bay area cleared from shipwrecks and shoreline debris (Hectare(Ha))		0.00	200.00
<i>Action: This indicator has been Revised</i>	<i>Rationale: To align with project's extended closing date</i>		



Indicator Name	PBC	Baseline	End Target
Debris and Waste Processing Facility Established (Yes/No)		No	Yes
<i>Action: This indicator has been Revised</i>	<i>Rationale: To align with project's extended closing date</i>		

**Intermediate Results Indicators by Components**

Indicator Name	PBC	Baseline	End Target
<b>Debris Clearance and Management</b>			
Number of districts with cleared car and metal wrecks (Number)		0.00	8.00
<i>Action: This indicator has been Revised</i>	<i>Rationale: To align with project's extended closing date</i>		
Percentage of households with improved Aedes mosquitos index (Percentage)		0.00	100.00
<i>Action: This indicator has been Revised</i>	<i>Rationale: To align with project's extended closing date</i>		
Routine landfill management improved through adequate waste compaction and waste coverage (Yes/No)		No	Yes



Indicator Name	PBC	Baseline	End Target
<b>Action: This indicator has been Revised</b>	<b>Rationale:</b> <i>To align with project's extended closing date</i>		
Number of heavy machinery used to operate in the Municipal Solid Waste Disposal Sites (Number)		0.00	4.00
<b>Action: This indicator has been Revised</b>	<b>Rationale:</b> <i>To align with project's extended closing date, with the full name of landfill</i>		
Shipwrecks safely collected and processed (Number)		0.00	80.00
<b>Action: This indicator has been Revised</b>	<b>Rationale:</b> <i>To align with project's extended closing date</i>		
Number of key consultations for citizen feedback during design and implementation of major project interventions (Number) (Number)		0.00	5.00
<b>Action: This indicator is New</b>	<b>Rationale:</b> <i>To measure citizen engagement while designs of key project interventions for debris collection and management and SWM-related interventions have been prepared.</i>		
Percentage of addressed grievances related to project activities (Percentage) (Percentage)		0.00	100.00
<b>Action: This indicator is New</b>	<b>Rationale:</b> <i>To provide an effective response to concerned stakeholders</i>		
Percentage of female participants in Livelihood Restoration Activities are employed or self-employed 6 months after completion of training (Percentage)		0.00	100.00



Indicator Name	PBC	Baseline	End Target
<b>Action: This indicator is New</b>			
Number of designs that are DRM and climate resilient (Number)		0.00	0.00
<b>Action: This indicator is New</b>			
<b>Rationale:</b> <i>To ensure that key SWM infrastructure to be built under the project is disaster and climate change resilient.</i>			
The disposal capacity of Municipal Solid Waste Disposal Sites has been extended (Cubic Meter(m3)) (Cubic Meter(m3))		0.00	500,000.00
<b>Action: This indicator is New</b>			
<b>Rationale:</b> <i>To measure an additional disposal capacity generated at MSWDS due to project interventions.</i>			
Disposal tipping fee is introduced at the Municipal Solid Waste Disposal Sites (Yes/No)		No	Yes
<b>Action: This indicator is New</b>			
<b>Rationale:</b> <i>To reflect the results of the proposed financial framework-related sector reform agenda</i>			
<b>Technical Assistance</b>			
Number of TA activities implemented (Number)		0.00	5.00
Landfill operational crew received training on improving landfill operation (Number)		0.00	5.00
<b>Project Management and Implementation Support</b>			
Operational contract for debris processing executed (Number)		0.00	1.00
<b>Action: This indicator has been Marked for Deletion</b>			



Indicator Name	PBC	Baseline	End Target
Number of staff and consultants at NRPB working for the EDMP trained (Number)		0.00	4.00

**Monitoring & Evaluation Plan: PDO Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of metal wrecks collected and processed	Number of metal wrecks to be collected and processed	Monthly	Supervision reports	Project Progress Report	NRPB
Simpson bay area cleared from shipwrecks and shoreline debris	To measure the bay area cleaned from ship wrecks	Monthly	Supervision reports	Project Progress Report	NRPB
Debris and Waste Processing Facility Established	This indicator will measure the presence of Temporary Debris Storage and Recycling	Monthly	NRPB	Project progress reports	NRPB

**Monitoring & Evaluation Plan: Intermediate Results Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of districts with cleared car and metal wrecks	Number of districts where project will collect and process all metal wrecks	Monthly	Supervision reports	Project Progress Reports	NRPB
Percentage of households with improved		Monthly	IRC and NRPB	Project Progress Reports	Ministry of Public



Aedes mosquitos index					Health, Social Development and Labor (VSA)
Routine landfill management improved through adequate waste compaction and waste coverage	This indicator will measure the effectiveness of activities implemented under the Component 1	Monthly	VROMI	Project Progress Reports	NRPB
Number of heavy machinery used to operate in the Municipal Solid Waste Disposal Sites	Number of machines procured by the project to improve landfill operation	Monthly	VROMI	Project progress reports	NRPB
Shipwrecks safely collected and processed	This indicator will measure the number of ship wrecks to be collected and processed by the project	Monthly	Supervision reports	Project Progress report	NRPB
Number of key consultations for citizen feedback during design and implementation of major project interventions (Number)	This indicator will measure the number of key consultations for citizen feedback during design and implementation of major project interventions: shipwreck collection and processing; car/metal wreck collection and processing; artificial reefing activity; TDSR DBO and MSWDS DBO.	Monthly	Project Progress Reports	Minutes of public consultations	NRPB
Percentage of addressed grievances related to project activities (Percentage)	This indicator will measure the percentage of addressed grievances related to project activities	Monthly	GRM	Project Progress Reports	NRPB





Percentage of female participants in Livelihood Restoration Activities are employed or self-employed 6 months after completion of training	This indicator will ensure that women are benefitted from Livelihood Restoration Activities, i.e. training in business management and marketing; vocational skills training in subjects of interest; business licensing and registration; basic financial management education.	Monthly	Supervision reports	Project Progress Reports	NRPB
Number of designs that are DRM and climate resilient	This indicator will measure and ensure that designs of TDSR and MSWDS recontouring and extension are disaster and climate resilient.	Monthly	Supervision reports	Project progress reports	NRPB
The disposal capacity of Municipal Solid Waste Disposal Sites has been extended (Cubic Meter(m3))	This indicator will measure an additional disposal capacity generated under MSWDS DBO contract.	Monthly	Supervision reports	Project progress reports	NRPB
Disposal tipping fee is introduced at the Municipal Solid Waste Disposal Sites	To reflect the results of the proposed financial framework-related sector reform agenda.	Monthly	VROMI	Project progress reports	NRPB
Number of TA activities implemented	To measure the number of TA activities implemented under the Component 2	Monthly	NRPB	Project Progress Reports	NRPB and VROMI
Landfill operational crew received training on improving landfill operation	This indicator will measure the number of trainings for operators of landfill	Monthly	VROMI	Project progress reports	NRPB



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	equipment implemented under the Component 2				
Operational contract for debris processing executed	This indicator will measure the number of contracts in place to process debris	Monthly	NRPB	Project progress reports	NRPB
Number of staff and consultants at NRPB working for the EDMP trained	This indicator will measure the number of staff at NRPB that have been trained under the project	Monthly	NRPB	Project progress reports	NRPB

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**ANNEX 1. ORGANIGRAM OF EDMP AS OF NOVEMBER 2022**



**Emergency Debris Management Project – All activities**

