Strategic Action Plan for Sustainable Agriculture (SAPSA)

Public Entity Sint Eustatius
Department of Agriculture, Livestock and Fisheries

2025-2030

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Executive Summary

The Strategic Action Plan for Sustainable Agriculture 2025–2030 (SAPSA) sets out to establish a resilient and sustainable food system on Sint Eustatius that ensures food security, safety, and quality while also promoting social equity (including gender equality), economic viability, environmental sustainability, and biodiversity protection. The vision, mission, goal, and objectives of SAPSA are outlined below:

Vision: Sint Eustatius has a sustainable, self-reliant agriculture sector that:

1. Contributes to the protection, restoration, and sustainable use of natural resources and ecosystems
2. Enhances food and nutrition security through resilient local production systems
3. Fosters inclusive green growth and decent rural employment opportunities

Mission: The Department of Agriculture, Livestock and Fisheries (LVV) serves as the centre of expertise for agriculture, animal husbandry, and fisheries on Sint Eustatius. It facilitates access to knowledge, training, and innovation. It provides the infrastructure, equipment, and inputs necessary to support the development of a sustainable, climate-resilient, and self-reliant agriculture sector that contributes to food security, environmental stewardship, and inclusive economic development.

Goal: The goal of the SAPSA is to contribute to the development of a sustainable, inclusive, and climate-resilient food system that ensures food security, food safety, and nutritional quality while promoting biodiversity, equitable economic opportunities, and environmental sustainability on St. Eustatius.

Objectives: The objectives of the SAPSA are:

Objective 1: Agricultural and rural services capacity strengthened
Objective 2: Private sector capacities for sustainable food production strengthened
Objective 3: Agricultural infrastructure improved

1. Background and Situational Analysis

1.1. Overview of the Agriculture Sector

The majority of food consumed on Sint Eustatius is imported, resulting in high retail prices and often poor-quality perishable goods, due to extended transport and storage times. The island's strong reliance on external food sources presents risks to food security and resilience. Given the small scale of local agricultural production and the high cost of inputs, the price of locally produced food is unlikely to be lower than that of imported alternatives. Moreover, value addition through processing remains minimal, limiting opportunities to enhance the profitability of agricultural production or to establish viable agri-businesses that could provide supplementary or alternative sources of income for residents. Agriculture can be primarily characterised by small-scale, informal, subsistence-oriented farming and fisheries, with very few people formally employed in the sector. Constraints of the current agricultural production systems include:

- Weak sector infrastructure
- Lack of regulation
- Limited capacity at institutional, technical, and human resource levels
- Lack of education and training opportunities
- Lack of agricultural support services, including e.g. financial, extension, marketing, processing, breeding, and input supply services.
- Mainly subsistence farming
- High start-up costs of farming systems
- Limited access to land and water
- Free-roaming livestock (e.g. chicken and goats) cause damage to the environment and crops
- Agriculture is viewed as unattractive due to low income, poor conditions, outdated practices, and negative historical associations
- Lack of cooperation among farmers and fishers

The Department of Agriculture, Livestock and Fisheries (LVV) currently has 49 registered crop farmers, 49 registered livestock farmers, and 25 registered fishers. Five farmers/fishers either have both crops and livestock or are both fishers and livestock keepers, so the total number of LVV-registered farmers/fishers is 118. It is noted that there is only on commercial full-time farmer, all others farm or fish part-time. Some registered farmers are family members who work together on the same farm. There is one hydroponics farm on the LVV grounds, and LVV operates a slaughterhouse with an open market where weekly agricultural products are sold. The agricultural entities and businesses that are registered with the Chamber of Commerce (CoC) include:

- Farmers Foundation (40 members)
- Fishers Foundation (5 members)
- Crop farmers (6)
- Livestock farmers (5)
- Fishers (8)
- Traders in agricultural products (10)

Crop Production

The most significant percentage of crop farmers practice subsistence farming or use farming as an additional source of income. Production systems vary from conventional, organic to permaculture-like farming. The low production volume is insufficient to supply the local demand. Only commercial farmers use fertiliser, livestock manure and compost. Very little data on crop production is available; the table below illustrates the local crop production in 2017 for the only commercial farm on the island. Other

crops that are being locally produced (quantities unknown) include plums, green beans, bell peppers, eggplants, Pak choi and bananas.

Table 1: Crop Production (2017)

Item	Production (kg/year)
Cucumbers	8,765
Tomatoes	7,650
Pumpkins	4,425
Watermelons	3,360
Lettuce	3,265
Pineapples	1,600
Spinach	406

The table below summarises the categories of fruits, vegetables, herbs and spices imported monthly, measured in kilograms (SEFF Survey, 2024). Fruits and vegetables are categorised according to their culinary use; for example, tomatoes are classified as vegetables, not fruits.

Table 2: Imported Fruits, Vegetables, Herbs and Spices

Item	Kg/month
Fruits	1,631
Vegetables	1,320
Herbs and Spices	171

The main imported **fruits**, in descending order by volume, are watermelon (408 kg), oranges (365 kg), and bananas (305 kg). The leading imported **vegetables** are plantain (213 kg), tomato (204 kg), sweet pepper (109 kg), sweet potato (104 kg), and cabbage (91 kg). Key imported **herbs and spices** include ginger (82 kg), cilantro (23 kg), garlic, thyme, and parsley (each at 18 kg).

Livestock Production

Livestock production on Sint Eustatius happens almost exclusively under extensive systems, with most animals managed in free grazing systems, in which the animals are allowed the island to roam freely. The table below provides approximate estimates of livestock numbers.

Table 3: Livestock Population

	2010[1]	2013[2]	2019[3]	2025[4]
Goats	4,000	2,470	7,602	3,610
Sheep	1,000	1,300	4,316	525
Cattle	1,100	600	-	39
Chicken	-	2,248	2,668	3,082
Pigs	200	100	-	-
Donkeys	120	90	-	-
Other	-	-	-	-

- = data not available

LVV supplied the 2010 figures as rough estimates, while 2013, 2019, and 2025 data were generated using a consistent methodology based on transect walks. It is important to note that the primary objective of these assessments was to estimate the number of free-roaming goats observed along

[1] Cado van der Lely et al (2014)
[2] Debrot et al (2013)
[3] Madden (2020)
[4] Schoon et al (2025)

designated transects. As such, no targeted visits to individual livestock farms were conducted. Furthermore, not all livestock species were included in each assessment. For example, animals on the island that were not directly relevant to the issue of roaming livestock, such as Muscovy ducks or guinea fowls, were excluded, and the coverage of species varied across different years.

Over the past decades, Sint Eustatius has faced severe environmental degradation due to **feral and free-roaming domesticated animals**, with goats as the most harmful species. Their uncontrolled grazing has led to widespread overgrazing and soil erosion, rendering crop farming virtually impossible in many areas. The resulting erosion also contributes to coastal sedimentation, negatively impacting coral reef health and marine biodiversity.

It is thought that the recovery of the island's native vegetation will not be possible without the complete removal of roaming livestock. In this context, the future of livestock production will depend on controlled systems characterised by adequate fencing, rotational grazing, and the local production of fodder. These systems also create opportunities for adopting improved animal management and climate-resilient practices, such as using manure for (fodder) crops, balanced feed rations, adequate shade and water, veterinary care, and breeding strategies supporting productivity and sustainability.

Currently, limited data on land availability, carrying capacity, and the yield potential of high-producing fodder crops constrains the ability to estimate the number of animals that can be sustainably supported within controlled production systems. Nonetheless, a preliminary estimate suggests that approximately 1,000 goats could be maintained under such conditions. To safeguard this transition and prevent setbacks, annual monitoring will be essential to detect and respond promptly to any resurgence of roaming livestock.

The table below summarises the main livestock products imported monthly, measured in kilograms (SEFF Survey, 2024). Chicken cuts account for most imports, followed by beef, pork, eggs, lamb, and turkey.

Table 4: Imported Livestock Products

Item	Kg/month
Chicken and chicken cuts	1,846
Beef products	675
Pork products	368
Chicken eggs	204
Lamb products	36
Turkey	4

Fisheries

Professional fishing activity on Sint Eustatius is currently limited, with an estimated 4 to 6 active fishers, despite the fact that 25 fishers are registered. The primary target species is lobster, most of which is exported to Sint Maarten, with only limited local consumption. In addition, reef fish and conch are harvested regularly, while pelagic species are caught seasonally; these catches are primarily for local consumption.

Sustainable fishing around the island is feasible, provided it adheres to existing legislation. Consumer preferences, shaped by cultural factors, primarily drive the selection of target species. Fishing efforts often focus on large predatory species, which play a critical ecological role within the marine food web. A strategic shift toward targeting species lower in the food web or rapidly growing and reproducing pelagic species, could increase total catch and reduce environmental impact.

To support this transition, fishers should be engaged in education and capacity building on sustainable practices, including the biological maturity of key species and the importance of size and catch limits. Such efforts are essential for developing a resilient, locally rooted fishery sector that contributes to cultural identity and long-term environmental health, foundations for a prosperous society in harmony with nature.

1.2. Institutional, Legal, and Policy Framework

The Directorate of Economy, Nature and Infrastructure (ENI) is the designated authority within the Public Entity of Sint Eustatius (OLE) responsible for overseeing the agriculture and fisheries sector. Implementation responsibilities are carried out by Department of Agriculture (LVV). LVV's mandate includes the execution of agricultural projects, enforcement of relevant regulations (including import and export controls), provision of veterinary services, operation of the public slaughterhouse, and delivery of agricultural extension services. However, LVV is understaffed, and a reorganisation process is underway to strengthen its institutional capacity and improve service delivery.

The following legal frameworks are relevant to the agricultural sector and support the creation of a conducive environment to achieve sustainable agricultural growth:

Nature and Environmental Policy Plan (NEPP)

OLE's approach to sustainable agriculture is grounded in the Nature and Environment Policy Plan (NEPP), Caribbean Netherlands 2020–2030, which the Parliament of the Netherlands ratified in March 2020. The NEPP outlines four overarching strategic goals: reversing coral reef degradation, restoring and conserving unique habitats and species, promoting the sustainable use of land and water, and creating the local conditions necessary to ensure the long-term success of nature policies. The corresponding Implementation Agenda (IA) for Sint Eustatius 2020–2030 was formally approved by the Executive Council in 2021, serving as the island-specific framework for operationalising the NEPP's objectives. The first phase of the NEPP concluded in December 2024, and preparations for the second phase are underway.

OLE's Land Restoration Programme is implemented under the framework of the NEPP. It contains five pillars: the development of sustainable agriculture, the strengthening of LVV, reforestation, the resolution of the free-roaming animal issue, and the enhancement of food safety and veterinary services. This integrated programme promotes ecological restoration while supporting the development of resilient and sustainable local food systems.

Vision for Sustainable Agriculture

The 'Vision for Sustainable Agriculture on Sint Eustatius', drafted by RVO in 2021, was adopted by the Executive Council in February 2022. The Vision promotes a circular, nature-inclusive, regenerative approach to sustainable agriculture that is fully compatible with preserving biodiversity. It states that to reach food security, food should be physically available, should be accessible and affordable, should be utilised appropriately and that these three aspects of food security should be stable over time. The vision is borrowing the five Food and Agriculture Organization (FAO) principles for sustainability, including: 1) resource-use efficiency, 2) protecting natural ecosystems, 3) protecting rural livelihoods, 4) enhancing the resilience of people, communities, and ecosystems, and 5) promoting good governance. It defines these sustainable agriculture concepts: circular, nature-inclusive, and regenerative.

The vision for sustainable agriculture on Statia is that agriculture

1. contributes to a healthy natural environment;
2. ensures basic food security, and
3. creates economic opportunities.

Before this vision can become a reality, the following aspects need to be available: water and access to land, the interest of farmers, additional agriculture-related data, increased capacity of the agricultural department, access to knowledge and support, and good governance. Before being able to take action, the following process needs to be followed: 1. Strategic decision-making, 2: public consultation, and 3. Strategic Action Plan.

Policy Definitions for Agriculture and Fisheries

A decree containing policy definitions for agriculture and fisheries was recently approved. In the document, fishing is defined as "launching, having in the water, lifting or retrieving fishing gear as well as attempting in any other way to obtain fish from the water". A fisher is an individual or entity participating in fishing as previously described.

Agriculture is defined as "arable farming, pasture farming, livestock farming, poultry farming, horticulture, including fruit growing and cultivating trees, flowers and flower bulbs ". A farmer is defined as an individual or entity that participates in activities as previously described.

The policy acknowledges three categories of farmers and fishers based on specific requirements. Subsistence farmers/fishers conduct activities that mainly provide for their families, with the excess being sold to earn income. Commercial farmers/fishermen conduct activities at a much larger scale, with most of their produce sold to earn a profit. A third acknowledged group is the hobbyist/recreational group. All categories of farmers and fishers are asked to register with LVV, the Sint Eustatius Farmer's Foundation and the Sint Eustatius Fisherman's Foundation, respectively.

1.3. Land Use and Tenure

Most land is publicly owned, with private users accessing it through government-issued lease agreements valid for five years, renewable for one additional year upon request. Notably, there are no physical boundary markers in place. The island's land policy is under review, to take into consideration the new situation and the Governments objective of making land available for agriculture. A rough estimate of the government land available for agriculture and livestock production is 150 ha, including 16 hectares marked as LVV terrain.

Given the central importance of secure land access for agricultural development, resolving land tenure issues is considered urgent. It is, in particular, relevant to the management of roaming livestock, as access to clearly allocated land will be essential under the planned restrictions on free grazing.

1.4. Climate Vulnerability

Sint Eustatius is increasingly exposed to the impacts of climate change, with significant implications for its agriculture, fisheries, and food security. The island's small geographic size, location within the hurricane belt, limited freshwater resources, and fragile ecosystems make it particularly vulnerable to climate variability and extreme weather. Changes in rainfall patterns, prolonged droughts, rising temperatures, and more frequent and intense storms place mounting pressure on natural systems and livelihoods. These climatic stressors accelerate soil degradation, reduce crop yields, and compromise water availability and livestock health, further straining already scarce natural resources.

Prolonged droughts and irregular rainfall severely challenge the island's predominantly rain-fed agricultural systems. The island has experienced increasingly erratic weather events, including extended dry periods, intense rainfall episodes, and destructive hurricanes such as Irma and Maria in 2017, that

have caused widespread damage to infrastructure and production systems. The scarcity of surface water, coupled with limited infrastructure for rainwater harvesting and storage, reduces the capacity of farmers to respond to and recover from climate-related shocks. Livestock systems face similar pressures, including heat stress, diminished forage availability, and increased susceptibility to pests and disease. In marine ecosystems, rising sea temperatures, coral reef degradation, and species distribution shifts affect fish populations and the sustainability of local fisheries.

Climate vulnerability on Sint Eustatius is not only environmental but also deeply social and economic. Small-scale farmers and fishers often lack access to insurance, credit, and technical support, making it difficult to adapt to climate impacts or absorb shocks. This heightens the risk of livelihood insecurity and disrupts local food supply chains. Vulnerable groups, including women, youth, and low-income households, are particularly at risk, as they often rely heavily on natural resource-based livelihoods with limited resilience to external stressors.

2. Vision, Mission and Objectives

2.1. Vision Statement

Sint Eustatius has a sustainable, self-reliant agriculture sector that:

1. Contributes to the protection, restoration, and sustainable use of natural resources and ecosystems
2. Enhances food and nutrition security through resilient local production systems
3. Fosters inclusive green growth and decent rural employment opportunities

2.2. LVV Mission Statement

The Department of Agriculture, Livestock and Fisheries (LVV) serves as the centre of expertise for agriculture, animal husbandry, and fisheries on Sint Eustatius. It facilitates access to knowledge, training, and innovation. It provides the infrastructure, equipment, and inputs necessary to support the development of a sustainable, climate-resilient, and self-reliant agriculture sector that contributes to food security, environmental stewardship, inclusive economic development, and strengthens biodiversity.

2.3. Goal and Strategic Objectives

The goal of the SAPSA is to contribute to the development of a sustainable, inclusive, and climate-resilient food system that ensures food security, food safety, and nutritional quality while promoting biodiversity, equitable economic opportunities, and environmental sustainability on Sint Eustatius.

The objectives of the SAPSA are:

Objective 1: Agricultural and rural services capacity strengthened
Objective 2: Private sector capacities for sustainable food production strengthened
Objective 3: Agricultural infrastructure improved

3. Strategic Pillars and Priority Areas

3.1. Sustainable and Climate-Resilient Production Systems

The transition to sustainable and climate-resilient production systems is a cornerstone of SAPSA's vision for agriculture in Sint Eustatius. This pillar promotes environmentally sound, economically viable, and socially inclusive farming practices that enhance food security while protecting natural resources. Priority is given to approaches that build resilience to climate variability, reduce environmental degradation, and ensure long-term productivity of land and water resources.

Key areas of intervention include adopting climate-smart agriculture (CSA) practices such as agroecology, intercropping, organic soil fertility management, animal feed efficiency, and water-efficient irrigation technologies. These are particularly important due to increasing drought frequency, erratic rainfall patterns, and the island's fragile ecosystems. The plan supports the introduction of diversified production systems (including integrated crop-livestock systems and syntropic agroforestry) that improve resource use efficiency, enhance biodiversity, and reduce dependency on external inputs. Emphasis will also be placed on improving access to climate-related information to enable proactive decision-making at the farm level.

Furthermore, the plan recognises the need to rehabilitate degraded land and promote sustainable land use planning. Priority will be given to land restoration techniques that combine productivity with conservation, supported by community engagement and local knowledge. These efforts will align with the broader NEPP framework and contribute to the island's food system resilience, economic opportunity, and climate adaptation.

3.2. Access to Inputs, Infrastructure, and Technology

Reliable access to quality agricultural inputs, functional infrastructure, land, and appropriate technologies is essential for building sustainable and climate-resilient production systems. However, current limitations in supply chains, transport, storage, and input availability significantly constrain local production potential. Addressing these gaps is, therefore, a critical priority under SAPSA.

Efforts will focus on improving access to inputs like climate-adapted seeds and planting material, organic soil amendments, animal fencing, and veterinary supplies. Strengthening procurement mechanisms, import facilitation, and local distribution networks will ensure that these inputs are affordable, timely, and appropriate for the island's unique agro-ecological conditions.

Upgrading and expanding agricultural infrastructure, including water harvesting and irrigation systems, cold storage, shade houses, composting units, and processing facilities, is key to productivity and resilience. Investments will also target infrastructure for animal husbandry, such as improved shelters, fencing, and the rehabilitation of the LVV slaughter facility to enhance hygiene and food safety standards. Technology access will be promoted through the introduction of low-cost, scalable innovations.

Given the central importance of secure land access for agricultural development, resolving land tenure issues is considered urgent. This is particularly relevant to solving the problem of roaming livestock, as access to clearly allocated land will be essential under the planned restrictions on free grazing.

To enhance sustainability and ownership, access to inputs, infrastructure, and technology will be partly facilitated through the Farmers and Fishers Foundations, which will serve as local anchor institutions for

resource distribution, capacity building, and support services. Their involvement will help ensure that investments are demand-driven, community-owned, and well-integrated into local production systems.

3.3. Capacity Building and Knowledge Transfer

Strengthening technical and institutional capacity is critical to drive the transition toward sustainable agriculture. Building the technical, managerial, and organisational capacities of farmers, fishers, the farmers and fishers foundations, LVV staff, and other key stakeholders is a foundational element of SAPSA.

Emphasis will be placed on inclusive, participatory, hands-on learning approaches (such as Farmer Field Schools, FFS) that enable producers to innovate, adapt, and sustainably manage their resources and promote experiential learning, group problem-solving, and peer-to-peer knowledge exchange. These platforms will support producers in experimenting with climate-smart practices, adopting new technologies, improving animal health and welfare, and strengthening biosecurity and food safety measures.

Training will also target LVV technical staff, extension officers, the farmers and fishers' foundation staff and trainers to enhance their ability to facilitate participatory learning, deliver advisory services, and support producers. Capacity-building efforts will be aligned with the needs of different target groups, including women, youth, and smallholders, ensuring that support is tailored, accessible, and practical. The Farmers and Fishers Foundations will be pivotal in this process, serving as community-based hubs for training delivery, knowledge sharing, and innovation dissemination. These foundations will help embed learning within the local context, promote leadership among producers, and ensure continuity beyond project support.

3.4. Inclusive Participation and Gender Equity

In the Netherlands, several gender-related legal frameworks are in effect. Article 1 of the Constitution of the Kingdom of the Netherlands establishes the principle of equality and non-discrimination. The Equal Treatment Act for Men and Women guarantees equal rights in both public and private employment, while the 2017 National Strategy includes provisions for gender equality and LGBTI rights. However, extending these legal frameworks to the Caribbean Netherlands is still in progress. In April 2024, the Council of Ministers submitted the draft of equal treatment legislation for Bonaire, Sint Eustatius, and Saba (BES) to the House of Representatives.

On Sint Eustatius, gender affairs fall under the mandate of the Directorate of Social Domain, where a Family Support Coordinator is tasked with addressing gender-based violence. However, the Public Entity currently lacks the institutional capacity to monitor the implementation of gender equality and anti-discrimination frameworks. A new BES Anti-Discrimination Service is expected to be established soon to improve oversight and implementation. At the policy level, existing agricultural frameworks, including the Nature and Environment Policy Plan (NEPP), its implementation agenda, and the Agricultural Vision, contain no explicit references to gender. The Sint Eustatius Territorial Multiannual Indicative Programme (MIP) is the only policy document introducing the need for gender-sensitive planning and implementation in the agriculture sector.

A recent agricultural gender analysis (July 2024) found that female labour force participation is nearly equal to that of men and that a significantly higher proportion of employed women hold higher education qualifications. Despite this, a 5.6% gender pay gap (2022) persists. Women with technical or manual skills may face discrimination in the private sector based on perceived physical limitations. Due

to the informal nature of the agricultural sector, limited gender-related data exist. Commercial farming is widely perceived as a male activity associated with physically demanding tasks, whereas backyard gardening is increasingly seen as a female domain. Fishing remains the preserve of a small number of semi-professional male fishers. While the presence of women in decision-making roles does not automatically guarantee gender-sensitive approaches, it is notable that women currently hold the majority of leadership positions in the Executive Council, the Department of Agriculture (LVV), and the Farmers Foundation.

The SAPSA activities integrate inclusive and gender-sensitive communication and awareness-raising efforts to ensure that all stakeholder groups are meaningfully engaged. Agricultural events, platforms, and capacity-building initiatives are designed to promote gender parity in participation, actively encouraging the involvement of both women and men across the sector. Furthermore, agricultural support services, including technical assistance, access to finance, input provision, and extension, are structured to eliminate gender bias and address barriers faced by underrepresented groups. In support of equitable governance, award committees and advisory bodies are composed with a focus on gender-balanced representation, thereby promoting fair and inclusive decision-making processes throughout the implementation of the plan.

3.5. Biodiversity, Natural Resource Management, and Circularity

The SAPSA recognises the critical importance of protecting and restoring biodiversity as a foundation for resilient and sustainable agricultural systems. The island's unique ecosystems, including dry forests, coastal habitats, and endemic species, are increasingly threatened by land degradation, invasive species, free-roaming livestock, and unsustainable land-use practices. The SAPSA aligns with the NEPP by promoting agricultural practices that address land degradation and water resources and assist in restoring coral reefs. The document is also closely aligned with the Vision for Sustainable Agriculture, which promotes a circular, nature-inclusive and regenerative approach to sustainable agriculture that is fully compatible with preserving biodiversity.

Effective natural resource management is central to the SAPSA's long-term sustainability vision. The plan promotes the sustainable use of soil, water, and vegetation, encouraging integrated land and water management approaches that reduce erosion, improve soil fertility, and prevent further degradation of fragile ecosystems such as those near The Quill and Boven National Parks. Restoration of degraded lands, introducing rotational grazing systems, and using barriers are among the practical measures envisioned to enhance landscape health. The plan also supports enacting regulatory frameworks and local capacity strengthening to ensure that natural resources are managed transparently and equitably.

SAPSA promotes circularity in agriculture by maximising the use of local resources and reducing waste. This includes reusing organic waste through composting and using animal manure as fertiliser, reducing dependence on imported inputs. Water reuse and harvesting, already piloted through catchment systems near the solar park, are being scaled up to improve water availability for agricultural purposes. By embedding circular practices in local food systems, the plan contributes to climate resilience, reduces environmental footprints, and enhances local self-reliance.

4. Implementation Framework

4.1. Objectives, Results and Activities

A list of the key objectives, results and activities follows below.

Objective 1: Agricultural and rural services capacity strengthened
Result 1.1 Institutional and regulatory framework established
- Activity 1.1.1 Update and enact water resources management plan
- Activity 1.1.2 Enact policy definitions for agriculture and fisheries
- Activity 1.1.3 Develop and adopt a sustainable agriculture land use and zoning plan

Result 1.2 Agricultural and rural advisory services improved
- Activity 1.2.1 Finalise and operationalise LVV's restructuring process
- Activity 1.2.2 Establish accredited agri-business support organisations with farmers registered
- Activity 1.2.3 Develop and implement an agricultural extension and training strategy

Objective 2: Private sector capacities for sustainable food production strengthened
Result 2.1 Roaming goat removal program finalised (under NEPP)
- Activity 2.1.1 Mustering, trapping, and humane slaughter of roaming livestock
- Activity 2.1.2 Annual monitoring of roaming livestock
- Activity 2.1.3 Conduct Goat Farming Professionalization Training

Result 2.2 Capacity building events organised
- Activity 2.2.1 Secure land access for agriculture
- Activity 2.2.2 Develop and implement business cases for livestock and crop production
- Activity 2.2.3 Conduct awareness, study tours and learning events, including youth and women
- Activity 2.2.4 Develop agriculture and food system topics for inclusion into school curricula

Result 2.3 Funding scheme private sector investment established
- Activity 2.3.1 Facilitate access to micro-credit and risk mitigation tools
- Activity 2.3.2 Develop investment guidelines for priority value chains

Objective 3: Agricultural infrastructure improved
Result 3.1 Centralised market, storage and production infrastructure delivered
- Activity 3.1.1 Establish disaster-resilient market, storage, processing and packaging facilities
- Activity 3.1.2 Renovate and equip slaughterhouse and meat processing facilities
- Activity 3.1.3 Identify and procure agriculture equipment needed to support business cases

Result 3.2 Water management infrastructure completed
- Activity 3.2.1 Establish and expand rainwater harvesting, storage, and irrigation
- Activity 3.2.2 Promote on-farm water conservation technologies
- Activity 3.2.3 Revitalization of water wells

Some of the key activities are further elaborated upon below.

Objective 1: Agricultural and rural services capacity strengthened

Restructuring of the Agriculture Department, LVV

A well-functioning LVV is essential for developing the agriculture, livestock, and fisheries sectors. The LVV plays a central role in coordinating and managing sector activities, adapting strategies to the island's unique context of limited land, resources, and climate vulnerability. It contributes to capacity strengthening by delivering technical training and promoting sustainable, climate-smart production practices. In parallel, LVV supports market development by facilitating producer access to local and regional markets and by encouraging value-added processing to enhance profitability. Through its

mandates in policy development, advisory services, and natural resource conservation, the LVV ensures an integrated and sustainable approach to improving food security, rural livelihoods, and economic growth on the island.

Objective 2: Private sector capacities for sustainable food production strengthened

Roaming livestock removal

The complete removal of feral and domesticated roaming livestock is a critical step toward establishing sustainable agriculture and livestock production systems. Transitioning to controlled systems will facilitate the adoption of improved animal husbandry and climate-resilient practices, such as the use of manure for fodder and crop production, balanced feeding strategies, access to adequate shade and water, routine veterinary care, and targeted breeding to support productivity and sustainability. Achieving this transition depends on the effective removal of the current roaming population.

It is estimated that a managed population of approximately 1,000 goats, kept under controlled conditions, could meet local demand for goat meat in a sustainable manner, given the available land for fodder production. The removal programme will place strong emphasis on community awareness and engagement, ensuring local buy-in and participation. Activities will include mustering, trapping, and humane slaughtering, supported by a buy-back scheme to incentivise participation. The operation will also make use of Judas and / or Judas Mata Hari goats—a proven technique for tracking remaining animals. Judas goats are sterilised males fitted with GPS collars, while Mata Hari goats are hormonally treated females in oestrus, which are used to attract and locate residual groups. This initiative is a key component of the NEPP implementation and benefits from associated funding. To safeguard the gains made and prevent resurgence, ongoing annual monitoring will be essential, enabling early detection and rapid response where necessary.

A separate project document for the detailed roaming livestock removal activities has been drafted under NEPP.

Develop Agricultural Business Cases

SAPSA aims to create an enabling environment for the professionalisation of the agriculture and livestock sector. As part of this effort, five business cases have been selected based on a combination of factors, including demonstrated demand, profitability, value-addition potential, health and nutritional benefits, climate suitability, and the opportunity to achieve higher quality through local production. These business cases serve as strategic entry points for developing resilient, market-oriented value chains that contribute to food security, economic development, and sustainability. The five business cases include: Chicken production: layers and broilers, Goat production: meat and dairy, Fisheries: processing and packaging, Crop production, using e.g. syntropic farming, and Crop production, using hydroponics.

4.2. Implementation Plan (2025–2026)

The table in Annex 4 provides an overview of the SAPSA implementation for 2025 – 2026. The action plan are elaborated more in detail in the logical framework in Annex 5.

Monitoring and Oversight

All risks and mitigation measures will be monitored through the SAPSA Monitoring and Evaluation Framework, with quarterly updates to be reviewed by the SAPSA Steering Committee. Risk indicators (see also below, and Annex 4) will be integrated into annual progress reports.

4.3. Risk Management and Mitigation Measures

This strategy for risk management, including mitigation measures, outlines the key risks to the effective implementation of SAPSA and identifies corresponding mitigation measures to ensure the sustainability, resilience, and accountability of the programme. It considers institutional, environmental, social, and operational risks.

Risk: Limited **human resource capacity** within the Department of Agriculture (LVV), delayed staffing, and weak inter-agency coordination. **Mitigation Measures**: A restructure of LVV is currently underway with additional staff recruited (see annexes), and include capacity development targets and staff retention strategies in the SAPSA M&E framework.

Risk: Unclear **land rights**, absence of formal land use planning, and unresolved land claims could delay fenced livestock systems and fodder production. **Mitigation Measures:** accelerate the review and digitisation of lease documents and boundaries, include land reform support and planning in SAPSA implementation milestones.

Risk: high **production costs**, lack of local input supply chains, and limited access to markets may affect uptake of sustainable practices. **Mitigation Measures:** facilitate local value chains (e.g. farm-to-school, processing units), and strengthen business development support, and access to microcredit for producers.

Risk: **exclusion of women**, youth, or marginalised groups in agricultural decision-making, training, and benefits. **Mitigation Measures:** integrate gender and social inclusion criteria into all SAPSA-supported activities, and ensure gender-balanced participation in training, field days, and award schemes.

Risk: **climate variability** (droughts, storms), invasive species, and soil degradation may affect crop and fodder productivity. **Mitigation Measures:** promote climate-resilient production systems (e.g. drought-tolerant crops, agroforestry), invest in water harvesting, soil conservation, and erosion control measures, and implement monitoring of biodiversity and ecosystem health in cooperation with environmental agencies.

Risk: reintroduction of **free-roaming livestock** could reverse environmental gains and threaten agricultural viability. **Mitigation Measures:** establish a robust livestock registration system, and conduct annual monitoring and enforcement of roaming restrictions.

4.4. Financing Strategy

The table below provides a summary of the budget allocated per objective. It also includes several externally funded agricultural projects, which are described in more detail in the section that follows.

Table 5: SAPSA Budget Allocation by objective (USD)

	Objective 1	Objective 2	Objective 3	Total
SAPSA	250,000	700,000	1,650,000	**2,600,000**
Roaming Goat Removal (NEPP)	n/a	2,132,900	n/a	
External Projects	n/a	915,879	1,265,769	**2,181,648**
Total	250,000	3,748,779	2,915,769	**6,914,548**

Related Externally Funded Projects

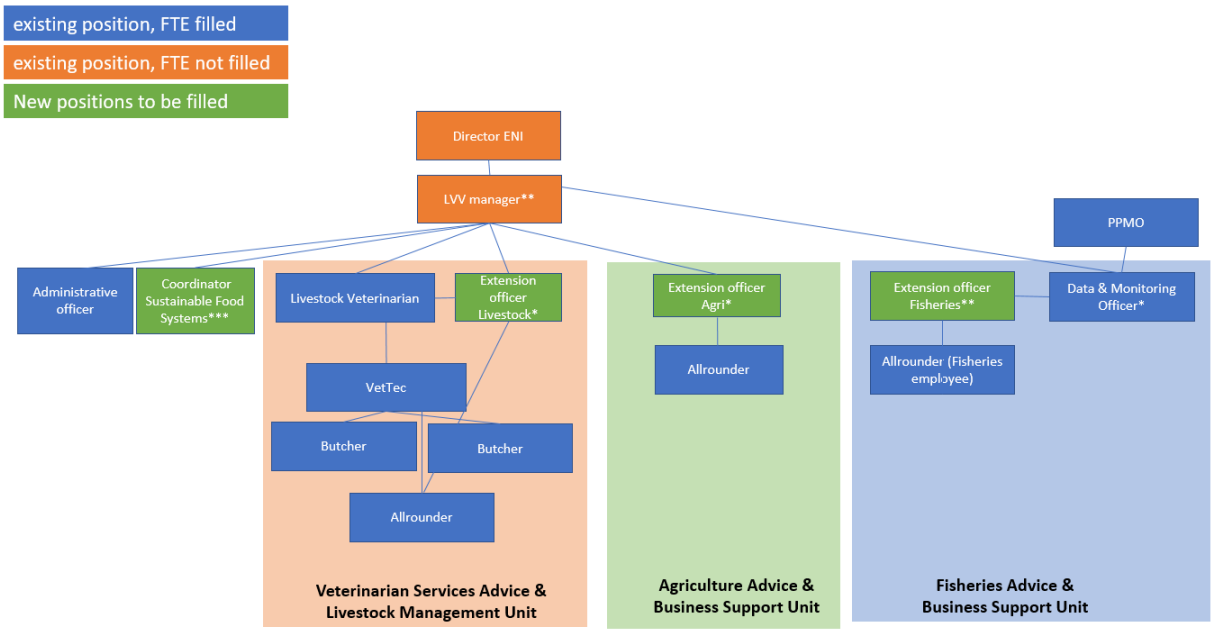
A list of ongoing or upcoming projects have been identified and included under the SAPSA in order to enhance coordination and alignment of efforts towards the goal and objectives of the SAPSA.

1. NEPP: Roaming Goat Removal Program
2. Syntropic Farming Pilot Project
3. Made in Statia revamped
4. Food Resilient Futures: Living Labs
5. Agrivoltaics Project
6. Fodder production project
7. Renovation Slaughterhouse
8. Green and blue economy curriculum in schools
9. Water retention ponds at Solar Park

Annex 1. Acronyms and Abbreviations

BES	Bonaire, Sint Eustatius, and Saba islands *(or Caribbean Netherlands)*
CoC	Chamber of Commerce
CSA	Climate-Smart Agriculture
CSFS	Coordinator Sustainable Food Systems
ENI	Directorate of Economy, Nature and Infrastructure (Sint Eustatius)
FAO	Food and Agriculture Organization of the United Nations
fte	Full Time Employment
IA NEPP	Implementation Agenda of the Nature and Environment Policy Plan
Kg	Kilogram
LVV	Dienst voor Landbouw, Veeteelt en Visserij *(Dutch, Department of Agriculture, Livestock and Fisheries Sint Eustatius)*
M&E	Monitoring and Evaluation
MIP	Multiannual Indicative Programme
NEPP	Nature and Environment Policy Plan (Caribbean Netherlands 2020-2030)
OLE	Openbaar Lichaam Sint Eustatius (*Dutch, Public Entity of Sint Eustatius)*
PPMO	Programme and Project Management Office (OLE)
RVO	Rijksdienst voor Ondernemend Nederland (*Dutch, Netherlands Enterprise Agency*)
SAPSA	Strategic Action Plan for Sustainable Agriculture
SEFF	Sint Eustatius Farmers' Foundation
STENAPA	Sint Eustatius National Parks foundation
USD	United States Dollar
WRMP	Water Resource Management Plan

Annex 2. LVV Organisational Structure



Role	positions	Tasks	sub unit
Unit manager LVV	1	Unit management	All
Administrative employee	1	Administration	All
Coordinator Sustainable Food Systems	1	SAPSA coordination, training and knowledge, funding initiatives and stakeholder engagement	All
Allrounder	3	allrounder	All
Agriculture			
Field officer Agriculture	1	Training, advice and technical support	Agriculture
Fisheries			
Field officer Fisheries	1	Training, advice and technical support	Fisheries
Data Monitoring Officer	1	Data monitoring	Fisheries
Livestock			
Field officer Livestock	1	Training, advice and technical support	Livestock
Veterinarian	1	Veterinary activities	
Butchers	2	Slaughterhouse duties	Livestock
Veterinary technician	1	Slaughterhouse and vet services	Livestock

Annex 3. Literature

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Annex 4. Implementation Plan SAPSA 2025/2026

			2025				2026			
Item		Responsible	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1	Objective 1: Agricultural and rural services capacity strengthened									
1.1	Result 1.1: Institutional and regulatory framework established									
1.1.1	Update and enact water resources management plan	ENI								
1.1.2	Enact agriculture policy definitions	ENI								
1.1.3	Develop and adopt a sustainable agriculture land use and zoning plan	ENI/LVV								
1.2	Result 1.2: Agricultural and rural advisory services improved									
1.2.1	Finalise and operationalise LVV restructuring process	ENI								
1.2.2	Establish accredited agri-business support organisations	LVV								
1.2.3	Develop and implement agricultural extension and training strategy	LVV								
2	Objective 2: Private sector capacities for sustainable food production strengthened									
2.1	Result 2.1: Roaming livestock removal (NEPP)									
2.1.1	Mustering, trapping, and humane slaughter of roaming livestock	LVV/NEPP								
2.1.2	Annual monitoring of roaming livestock	LVV/NEPP								
2.1.3	Conduct Goat Farming Professionalization Training	LVV/NEPP								
2.2	Result 2.2: Capacity building events organised									
2.2.1	Secure land access for agriculture	ENI/LVV								
2.2.2	Develop and implement business cases for livestock & crop production	LVV								
2.2.3	Conduct awareness, study tours & learning events, incl. youth & women	LVV								
2.2.4	Develop agriculture and food system topics for inclusion in school curricula	LVV								
2.3	Result 2.3: Funding scheme private sector investment established									
2.3.1	Facilitate access to micro-credit and risk mitigation tools	OLE/LVV								
2.3.2	Develop investment guidelines for priority value chains	LVV								
3	Objective 3: Agricultural infrastructure improved									
3.1	Result 3.1: Centralised market, storage and production infrastructure delivered									
3.1.1	Establish disaster-resilient market, storage, processing & packaging facilities	OLE								
3.1.2	Renovate and equip slaughterhouse and meat processing facilities	LVV/NEPP								
3.1.3	Identify and procure agriculture equipment to support business cases									
3.2	Result 3.2 Water management infrastructure completed									
3.2.1	Establish and expand rainwater harvesting, storage, and irrigation	OLE								
3.2.2	Promote on-farm water conservation technologies	LVV								
3.2.3	Revitalization of water wells									

Annex 5.SAPSA Logical Framework

Objective, Result, Activity	Indicators	Means of Verification	Assumptions/Risks
Objective 1: Agricultural and rural services capacity strengthened			
Result 1.1: Institutional and regulatory framework established			
1.1.1 Update and enact water resources management plan	Water resources management plan adopted and operational by Q4 2025	Date of decree; legislation published; implementation records	Technical support available
1.1.2 Enact agriculture policy definitions	Policy definitions for agriculture and fisheries enacted by Q2 2025	Date of decree; legislation published; administrative records	Timely policy consultation and legal drafting
1.1.3 Develop and adopt a sustainable agriculture land use and zoning plan	Zoning plan finalised and approved by Q1 2026	Planning document	Cross-sector coordination and community consultation
Result 1.2: Agricultural and rural advisory services improved			
1.2.1 Finalise and operationalise LVV restructuring process	Restructuring plan implemented and functioning by Q4 2025, no. of filled positions, disaggregated by gender and age	LVV organisational chart, staffing, and service records	Institutional buy-in, adequate resourcing, availability of expertise
1.2.2 Establish accredited agri-business support organisations	At least 1 support organisation accredited by Q2 2026	Accreditation records and operational plans	Clear criteria and stakeholder interest
1.2.3 Develop and implement agricultural extension and training strategy	Strategy adopted and piloted by Q1 2026	Strategy document; reports	Extension staff trained and active training platforms
Objective 2: Private sector capacities for sustainable food production strengthened			
Result 2.1: Roaming livestock removal (NEPP)			
2.1.1 Mustering, trapping, and humane slaughter of roaming livestock	Roaming population removed by Q4 2025	Monitoring reports and population counts	Community participation and operational logistics
2.1.2 Annual monitoring of roaming livestock	Monitoring conducted annually (Q1) with published findings	Annual livestock monitoring reports	Consistent technical and financial support
2.1.3 Conduct Goat Farming Professionalization Training	At least 8 training or learning events held by Q4 2026, , disaggregated by gender and age	Event reports; participant lists	Effective outreach and participation
Result 2.2: Capacity building events organised			
2.2.1 Secure land access for agriculture	Land access agreements formalised with at least 5 producers by Q4 2025, disaggregated by gender and age	Signed agreements; land use records	Government support and legal clarity on land tenure

2.2.2 Develop and implement business cases for livestock and crop production	Five business cases developed and piloted by Q2 2026, , disaggregated by gender and age	Business case documents; implementation reports	Producer interest and market viability, land availability
2.2.3 Conduct awareness, study tours and learning events, incl. youth & women	At least 10 training or learning events held by Q4 2026, , disaggregated by gender and age	Event reports; participant lists	Effective outreach and participation
2.2.4 Develop agriculture and food system topics for inclusion in school curricula	Curriculum updated and piloted in at least 6 schools by Q4 2026	Curriculum documents; school feedback reports	Education sector collaboration and teacher engagement
Result 2.3: Funding scheme private sector investment established			
2.3.1 Facilitate access to micro-credit and risk mitigation tools	At least 5 producers access credit or risk tools by Q4 2026, , disaggregated by gender and age	Credit records; insurance enrolment data	Availability of financial products and institutional support
2.3.2 Develop investment guidelines for priority value chains	Guidelines finalised and disseminated by Q2 2026	Published guidelines; stakeholder feedback	Technical expertise and value chain analysis completed
Result 3.1: Centralised market, storage and production infrastructure delivered			
3.1.1 Establish disaster-resilient market, storage, processing and packaging facilities	Facilities constructed and operational by Q4 2026	Site inspections; operational records	Infrastructure funding and climate-resilient design
3.1.2 Renovate and equip slaughterhouse and meat processing facilities	Slaughterhouse operational and meets safety standards by Q2 '26	Inspection reports; operational permits	Compliance with food safety regulations
3.1.3 Identify and procure agriculture equipment to support business cases	Equipment used by farmers	Site inspections; operational records	Infrastructure funding and climate-resilient design
Result 3.2: Water management infrastructure completed			
3.2.1 Establish and expand rainwater harvesting, storage, and irrigation	Water systems ready & functional in 2 areas by Q2 '26	Installation records; operational verification	Timely procurement and technical capacity
3.2.2 Promote on-farm water conservation technologies	10 farmers trained and equipped by Q4 2026, , disaggregated by gender and age	Training records; field monitoring	Farmer uptake and extension service availability
3.2.3 Revitalization of water wells	At least 60% of wells fully functional	Installation records; operational verification	Timely procurement and technical capacity