



# Semiannual Report of the Boards of financial supervision

July – December 2025

Board of financial supervision of Curacao and Sint Maarten  
Board of financial supervision of Aruba  
Board of financial supervision of Bonaire, Sint Eustatius and Saba

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# Preface

Dear reader,

We hereby present you with the semiannual report on the second half of 2025 of the Board of financial supervision of Curacao and Sint Maarten (Cft), the Board of financial supervision of Aruba (CAft) and the Board of financial supervision of Bonaire, Sint Eustatius and Saba (Cft BES).

This report contains an overview of the activities performed and the key points from our advices. Fact sheets have been added at the end of this report. These contain the main economic indicators of the six countries and islands we as the Boards work for. With these fact sheets, you can follow the economic developments and make comparisons between the countries and islands. Furthermore, they facilitate the identification of the impact of our activities or areas to which we wish to dedicate further attention.

Again, the Boards look back on an interesting second half of 2025. Considering the high level of healthcare expenses, as well as the importance of the healthcare sectors of the countries, the Boards dedicated their trips to the countries to healthcare. This gave rise to relevant insights, partly because of the mutual comparison between the countries. The Boards gave specific recommendations to each of the countries. In order to adequately identify the long-term impact of the developments within the countries' healthcare systems, the Boards decided to continue their follow-up of this topic.

For the Public Entities Bonaire, Sint Eustatius and Saba, the fall visit of the Board was focused on executive power. In this context, the Board observed that executive power is far broader than just executive capacity. As an example, the Board also paid attention (among others) to the administrative and decision-making capacity, as well as the institutional functioning of the Public Entities. For each Public Entity, the Board issued specific recommendations for the enhancement of executive power.

Towards the end of 2025, the annual Interexpo convention took place in the Hague, during which, outgoing Chair of the Boards Ms. Lidewijde Ongerling and Minister of Finance of Aruba Mr. Wever presented the results of the renewed cooperation between Aruba and the CAft. The presentation showed that both Aruba and the CAft acknowledge that the renewed cooperation has clear advantages, without it affecting the independent role of the supervisor on the one hand, and the autonomy of the Country on the other.

In short, these were six months full of useful work and commitment on the part of the Boards to help the islands and countries in their development towards sustainable public finance. But they were also six months still chaired by my predecessor Lidewijde Ongerling. I would also like to take this opportunity to sincerely thank her for all that her efforts have meant to our Kingdom in recent years.

*Hans Hoogervorst*

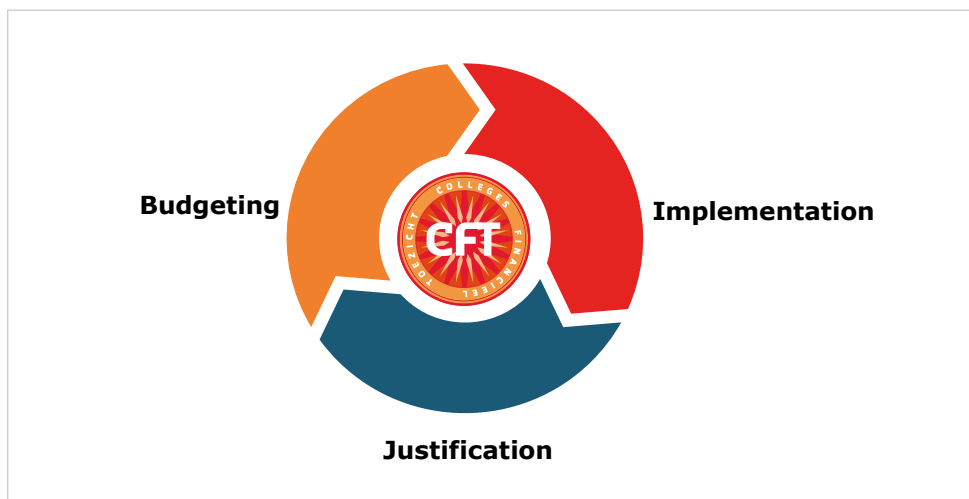


# Boards of financial supervision

The purpose of the Boards of financial supervision (Cft) is to realize healthy public finance in collaboration with the governments of Aruba, Curacao, Sint Maarten, Bonaire, Sint Eustatius and Saba. The substance of the concept of healthy public finance is based on several acts pursuant to which the Boards operate. These are the Kingdom Act on Financial Supervision (Rijkswet financieel toezicht – Rft) for Curacao and Sint Maarten, the National Ordinance on temporary financial supervision Aruba (Landsverordening Aruba tijdelijk financieel toezicht – LAft) for Aruba and the Act on Finances of the Public Entities Bonaire, Sint Eustatius and Saba (Wet financiën openbare lichamen Bonaire, Sint Eustatius en Saba – FinBES Act).

During the annual cycle of budgeting, implementation and justification, the Boards supervise the compliance with the agreed standards, and they monitor the improvement of financial management. The purpose of the supervision is to achieve a balance in the budget and the justification. This means that each country and island builds on a financial buffer and a manageable indebtedness, in order to become financially autonomous in the long term. In that context, adequate financial management is crucial. This includes the legality, verifiability, topicality and reliability of public financial flows.

The Boards aim to make a positive contribution to good public governance, prosperity and the wellbeing of the islands' and countries' population. After all, adequate public finance and financial resilience to (internal and external) shocks contribute to continuity and provide room in times of economic decline. Furthermore, healthy public finance contributes to the scope of public investment. The economies of the countries and islands largely depend on tourism and are susceptible to economic shocks. By means of investments, the countries and islands can expand their economic activities and in doing so, increase their resilience. In conclusion, supervision not only contributes to a healthy budget, but also to sustainable prosperity for all residents of the countries and islands.



### Curacao, Aruba and Sint Maarten

The Rft and the LAft establish that the Boards supervise the agreed budgetary standards, and issue advices and report to the Ministers of Finance, the Parliaments and the administrations of the countries, the Minister of the Interior and Kingdom Relations (BZK) and the Kingdom Council of Ministers (RMR). The RMR is the statutory supervisor. The tasks of the Cft and the CAft are focused on the entire budgetary process; from drawing up the budget to the adoption of the annual accounts. In this context, the Boards monitor the implementation of the budget by means of implementation reports and the improvements of financial management. For Curacao and Sint Maarten, the budget must at least be balanced. Since 2023, Aruba is required to realize a surplus on the budget.

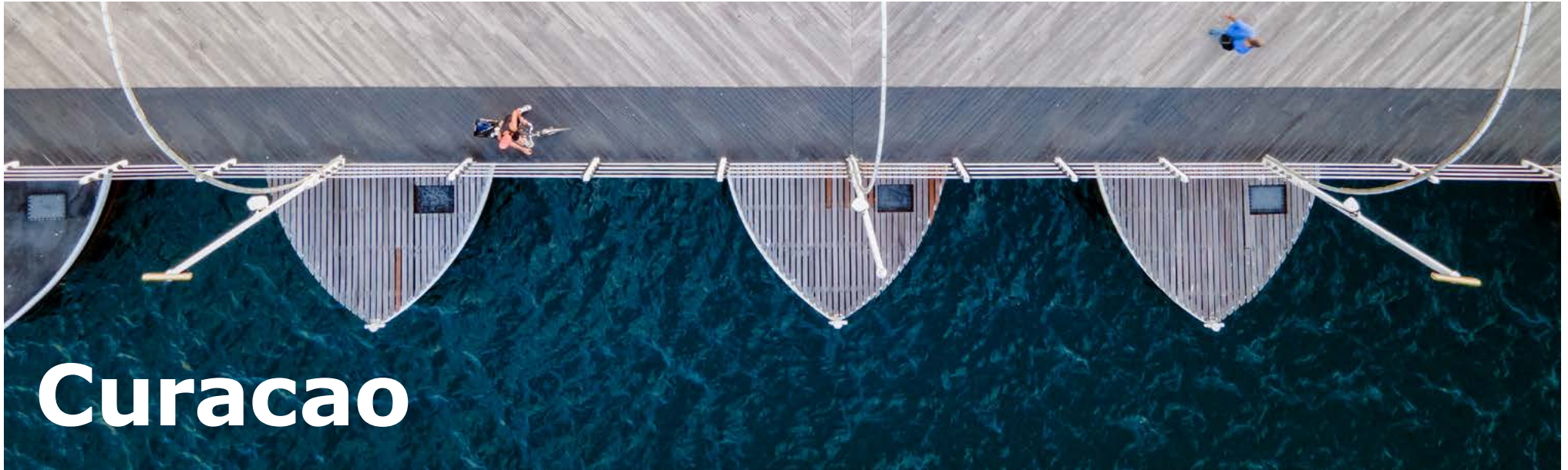
### Bonaire, Sint Eustatius and Saba

The Cft BES is charged with advising the governments of Bonaire, Sint Eustatius and Saba and the Minister of BZK. Pursuant to the FinBES Act, the Cft has a supervisory role regarding the finances of the Public Entities, which includes the development of the budget. The Cft also monitors the quality of financial management.



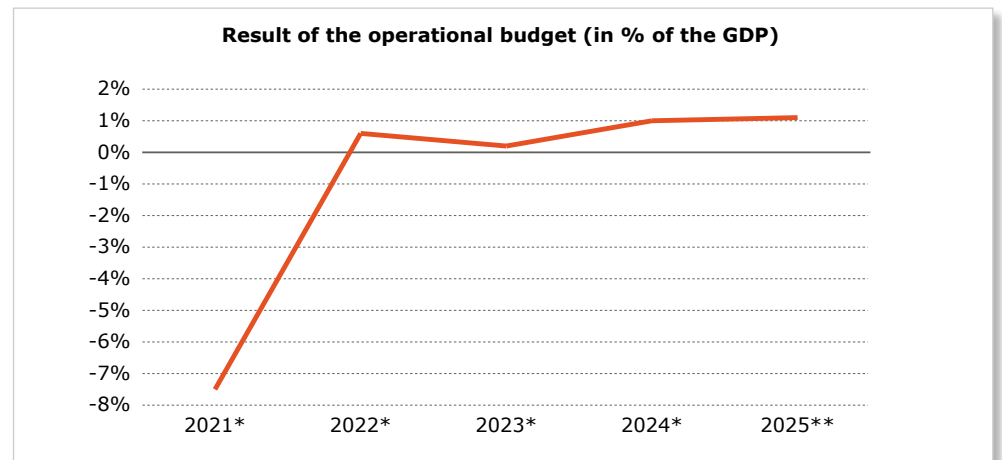
# Advices issued in the second half of the year 2025

In the sections below, for each country and island, the key points are reflected of the advices, letters and reactions issued by the Boards in the second half of the year 2025. Annex 4 contains an overview of all advices and reactions issued in the second half of 2025.



### **Implementation of budget and financial management**

Up to and including the third quarter of 2025, Curacao realized a preliminary positive result on the operational budget of XCG 238 million. For the entirety of 2025, Curacao anticipated it would realize an XCG 75 million surplus on the operational budget, approximately 1 percent of the GDP. In August of 2025, the Cft issued an advice pertaining to the draft budget amendment (OBW) 2025 of Curacao. By means of this OBW, Curacao gave further substance to the recommendations issued earlier by the Cft with regard to the 2025 budget. The OBW was adopted in the second half of 2025, which meant that Curacao was able to take out a loan for the benefit of capital investments. This was a positive development, since for some time, the Cft had been drawing attention to the importance of economically viable government investments. Furthermore, the timely adoption of the OBW was also indicative of an improvement in the budgetary process since decision-making takes place more proactively.



*\*= preliminary figures, \*\*= as budgeted. Source: CBCS Economic Bulletin December 2022 and June 2025, draft annual accounts 2021-2023, first implementation report 2025 and adopted budget 2025.*

The Cft also issued advices pertaining to the draft budget (OB) for 2026 and the multi-annual budget 2027-2029. For the budgetary year 2025, Curacao estimated a surplus of XCG 5 million. The Cft considered there is a significant risk that this surplus turns into a deficit, and therefore advised Curacao to draw up a plan to mitigate possible setbacks. Furthermore, the Cft gave six additional recommendations intended to contribute to a more cautious budgetary policy.

Curacao's financial management was still not in order in 2025, which is expressed among others in the Country's budget, which contains several components that are incomplete, not sufficiently organized and are only verifiable to a limited extent. Furthermore, there is no accurately established integral accountability. This means that in general, it cannot be determined with sufficient certainty that the statutory requirement of budgetary balance is complied with.

Following the recommendations issued by the evaluation committee Rft in 2024, in the second half of 2025 the Cft started the pilot 'Application of the assessment framework financial management'. The committee recommended to develop this assessment framework specifically for Article 15 paragraph 2 of the Rft. Its purpose is to make clear on the front end to Curacao and Sint Maarten how the Cft assesses the standards set forth in Article 15 of the Rft. This entails that the Cft will place a stronger emphasis on the completeness and verifiability of the budget, as well as the coherence with implementation reports and annual accounts. Over this past period, the draft assessment framework, drawn up jointly with the countries, has been applied on an exploratory basis. The intention is to officially apply the assessment framework to the (draft) budgets for 2027 for the first time, and to integrally incorporate it into the Cft's advice.

In the second half of 2025, Curacao decided to recalibrate the 'Roadmap towards an unqualified audit opinion for the annual accounts of Curacao', the central program to achieve issuance of an unqualified audit opinion for the annual accounts. According to Curacao, the Roadmap had led to some results, however, a lack of administrative priority, slow decision-making and a lack of capacity in the financial column, led to considerable delays. Considering the size of the Roadmap and the limited implementation capacity, the Cft repeatedly recommended Curacao to prioritize the most essential trajectories. Curacao stated it will present a new plan of approach for the improvement of financial management in early 2026.

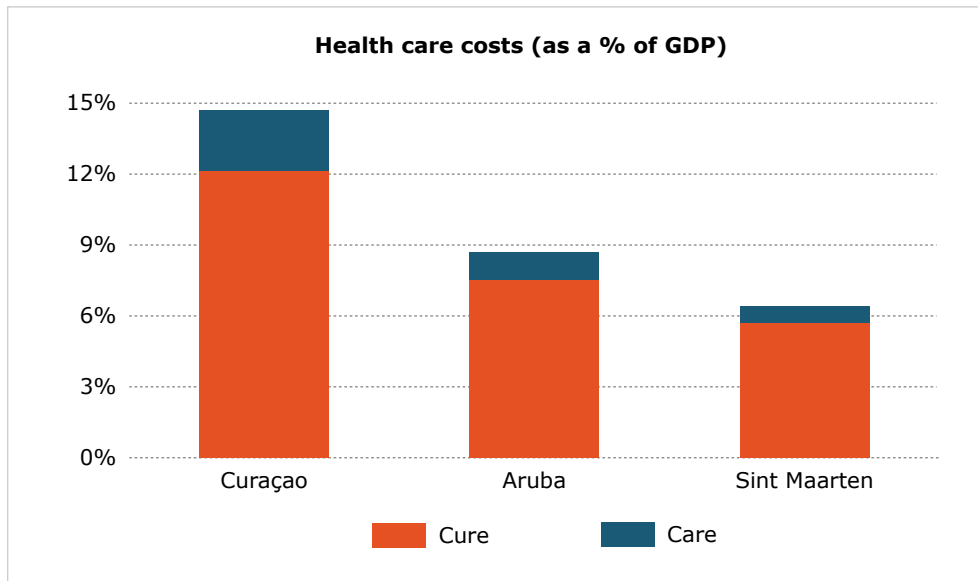
### **Taxation**

Although Curacao's tax income has been increasing since 2021, the Cft still had major concerns about the functioning of the Tax Authorities. In 2024, investigation of the SOAB showed that as regards the implementation of tax legislation, there had been cases of undue preferential treatment and failure to comply with the legal framework.

The situation at the Curacao Tax Authorities jeopardizes tax morale and therefore, public finance. There are advanced plans to reorganize and modernize the Tax Authorities. The Country has shown it intends to implement these from the second half of 2025 onwards. The Cft urged the Council of Ministers to prioritize this reorganization to the greatest extent possible. Despite repeated requests thereto, in the second half of 2025, the Cft did not receive any information on the progress.

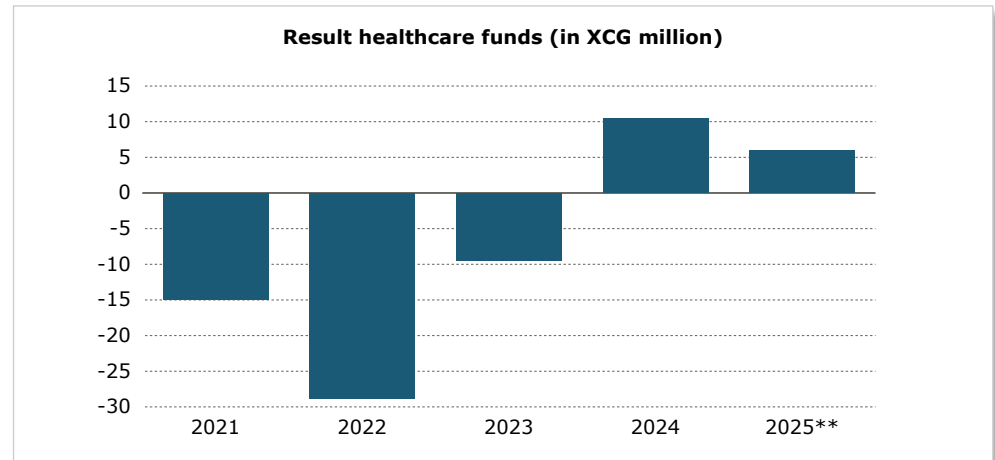
### Healthcare and social security

Curacao spends a relatively large amount on healthcare. In 2023, healthcare expenses were approximately 14.7 percent of the gross domestic product (GDP), considerably more than Aruba and Sint Maarten. These high healthcare expenses crowd out other government expenses and contribute to a higher tax burden and premium burden. Due to the small surpluses in the healthcare funds in 2024 and 2025 as a consequence of improved premium collections, the sense of urgency to implement reforms decreased. In September of 2025, the Cft urged Curacao to take measures in order to make healthcare more affordable. A great number of analyses have been made over the past years; now is the time to implement. The Cft among others pointed out the possibilities to enhance primary care, to expedite the substitution of brand-name medication with generic medication and possibly increasing personal contributions in healthcare.



Source: Cft calculation.

Despite the fact that there has been real economic growth since 2021, the AOV benefits have not been indexed. In December of 2025, at the request of the Curacao Government, the Cft issued an advice on three scenarios for the increase of the AOV benefit. In that context, the Cft emphasized that Curacao must ensure structural financial coverage without (further) pressuring public finance.



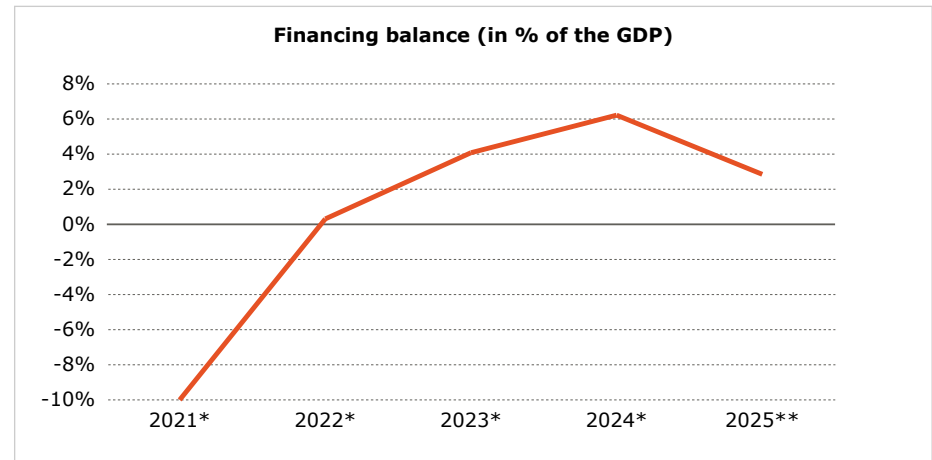
\*\*= as budgeted. Source: 2024 annual accounts SVB and adopted budget 2025.



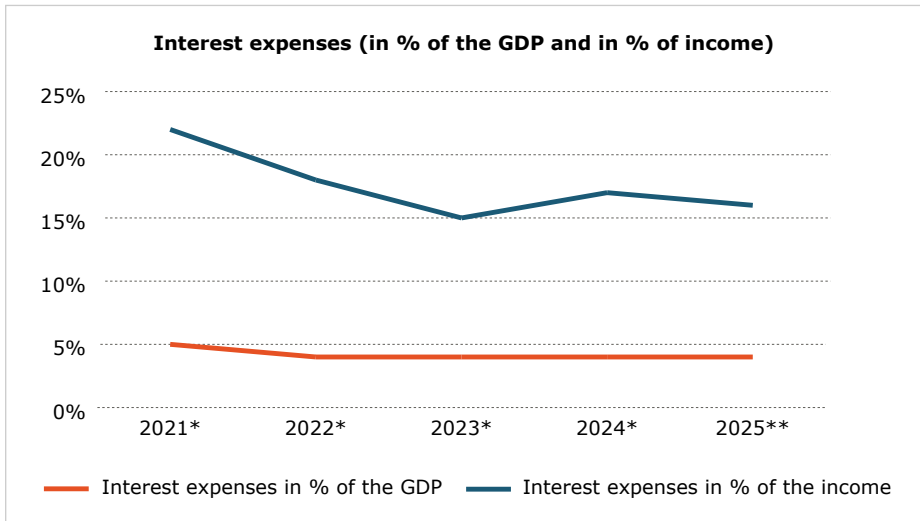
# Aruba

## Implementation of budget and financial management

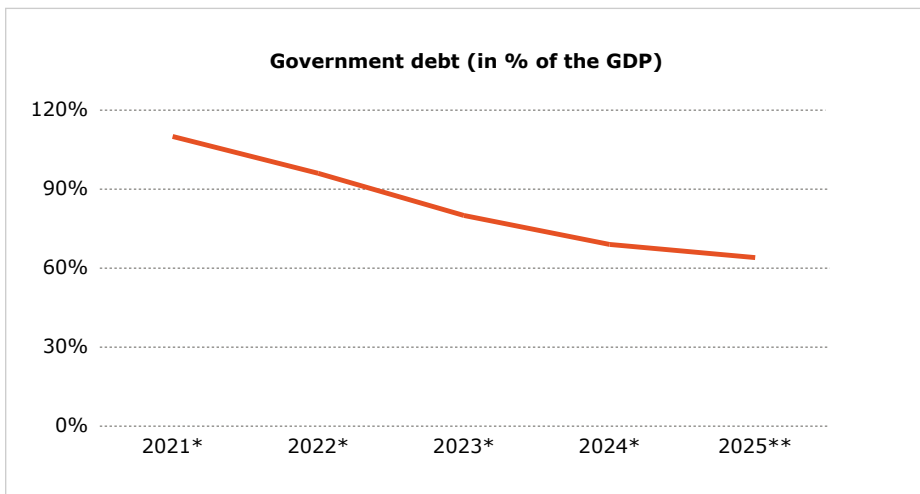
For 2025, Aruba budgeted a financing surplus of the public sector of 2.4 percent of the GDP. In doing so, Aruba amply met the budgetary standard of at least 1 percent of the GDP. In the second draft budget amendment (OBW) received by the Cft in 2025, the financing surplus of the public sector amounts to 2.8 percent of the gross domestic product (GDP). Contrary to Curacao and Sint Maarten, Aruba’s budget is structured based on cash obligations instead of on income and expenses. Therefore, Aruba’s financing balance cannot be compared to the result on the operational budget of Curacao or Sint Maarten.



\*= preliminary figures, \*\*= as budgeted. Source: IMF Article IV Consultation December 2025, fourth implementation reports 2020-2024 and first draft budget amendment 2025 of Aruba.



\*= preliminary figures, \*\*= as budgeted. Source: IMF Article IV Consultation December 2025, fourth implementation reports 2020-2024 and second draft budget amendment 2025 of Aruba.



\*= preliminary figures, \*\*= as budgeted. Source: IMF Article IV Consultation December 2025, fourth implementation reports 2020-2024 and first draft budget amendment 2025 of Aruba.

In accordance with the budgetary standards, incidental positive results must be primarily used for debt reduction and investments. Considering the fact that the execution of investments was falling behind, the CAft recommended fully using incidental positive results and resources released due to underspending on investments for debt repayment. This enhances economic resilience, contributes to further reduction of the debt ratio and leads to a decrease of interest expenses. Aruba’s interest expenses are relatively high since the Country – contrary to Curacao and Sint Maarten – finances the majority of its public debt on the private market. The CAft issued an advice on the new Kingdom Act and National Ordinance on Safeguarding of Sustainable Public Finance. After entry into force of the Kingdom Act, Aruba will be able to take out cheaper loans, which will further reduce interest expenses.

The budgetary documentation was submitted timely and within an orderly structured budgetary cycle, with two fixed times for amendment (spring and fall). The delays in the implementation reports have been cleared, and these reports are currently submitted timely. In 2025, the 2020 annual accounts were submitted to the Court of Audits of Aruba (ARA) and processed by the ARA. The 2021, 2022, 2023 and 2024 annual accounts were also all submitted to ARA in 2025, which means Aruba has been taking important steps towards structuring financial accountability. This aligns with the increased focus the CAft has been putting on the improvement of financial accountability since 2025.

### Taxation

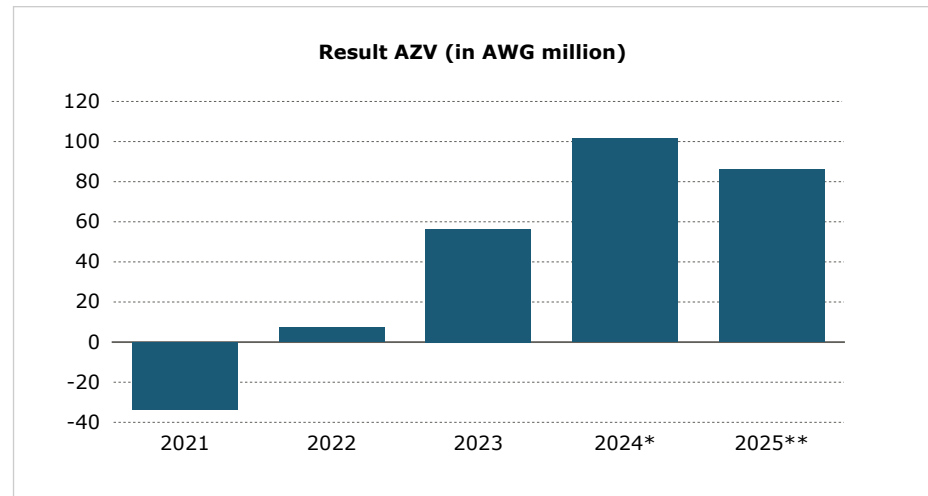
Aruba budgeted its tax income conservatively, in part due to the persistent geopolitical tensions and uncertainties surrounding the global economic outlook. The tax income proved to be higher than budgeted, among others due to continued economic growth.

### Healthcare and social security

Aruba's healthcare ratio was relatively moderate at 8.7 percent of the GDP in 2023. The CAft observed that Aruba is implementing the reforms as outlined in the healthcare agreement. In that context, it is important to relieve the burden on hospital care by means of prevention and enhancing the gatekeeper role of general practitioners. The CAft stated that control of the healthcare expenses remains important, also considering the aging population. Over the past period of time, expenditure for elderly care was still limited, but the aging population will increase the demand for care. Therefore, the Cft recommended to timely make choices that will keep healthcare future-proof and affordable.

The hospital building remained a point of concern. During the Board's visit to Aruba in September, several parties mentioned the shortcomings of the hospital building. The fact that there is no solution as of yet, increases the risk of healthcare provision coming under pressure. Considering the vital role of healthcare, the CAft observed that it is important that the parties involved take responsibility and quickly reach an agreement on a joint approach.

The General Healthcare Insurance (Algemene Ziektekosten Verzekering – AZV) anticipated an AWG 86 million surplus for 2025, which exceeds the budgeted amount. Earlier, the CAft recommended to use the surpluses of the social funds for debt reduction, with due regard to the statutory requirements to keep a reserve within the funds. The CAft was made aware of the fact that in 2025, Aruba was making progress on this topic.



\* preliminary figures, \*\*= as budgeted. Source: annual accounts 2021-2024, 2026 budget of AZV and second OBW.



### ***Implementation of budget and financial management***

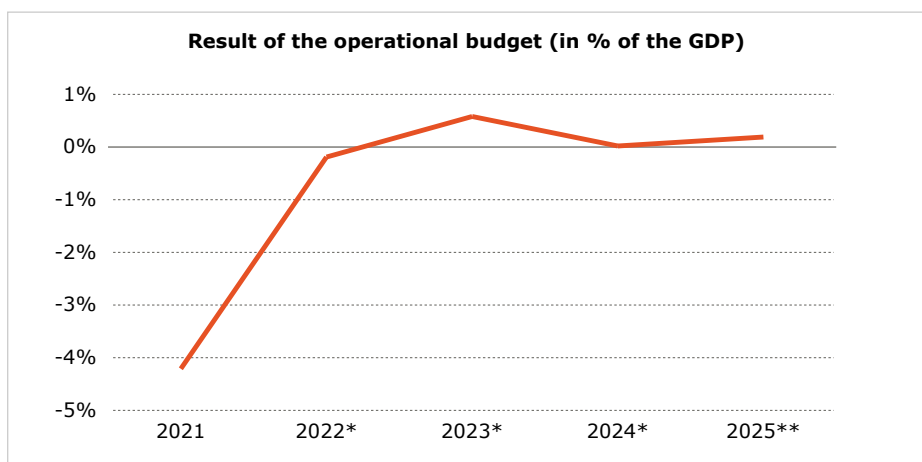
Sint Maarten's 2025 budget was not adopted until July 10, 2025, specifically because a technical error in the processing of Parliament's amendments led to additional delays. The Cft recommended Sint Maarten to implement several modifications by means of a budget amendment (BW) which had to be adopted before the end of 2025. Under this condition, Sint Maarten was allowed to initiate a new loan request for investments. On October 22, 2025, the Cft received the draft budget amendment (OBW). In the OBW, Sint Maarten sufficiently implemented the recommendations given pertaining to the advice issued by the Cft regarding the adopted budget (VB) 2025. Therefore, the Cft requested Sint Maarten to submit the budget amendment to Parliament as soon as possible – after meticulous review – in order to have it adopted before the end of the year. However, this was unsuccessful, which is not beneficial to the degree of confidence. Furthermore, Sint Maarten did not adopt a budget for 2026 in 2025, and it didn't even submit a draft budget to the Cft for advice. The budgetary process is part of financial management, and it is not running

as it should. Due to the fact that the 2026 budget was not adopted before the statutory deadline of December 15, 2025, Parliament was unable to timely exercise its budgetary right, and the possibilities for the Country to develop new policy are again limited.

Up to and including the third quarter, according to the third implementation report, Sint Maarten realized a positive balance on the operational budget of almost XCG 50 million. The surplus was mainly due to relatively high tax income in comparison to the previous year, as well as the postponement of planned expenses due to delays in the implementation. According to the draft budget amendment 2025, Sint Maarten anticipated a small surplus for 2025 in its entirety (as well as in the following years). However, the final realization figures are not yet known. Currently, there is little room for incidental negative results or new policy, which means there are still risks of deficit.

Despite the surpluses on the operational budget, Sint Maarten was also unable to improve its liquidity position. During the year, the liquidity position of the Country even deteriorated in comparison to the budget. These developments worry the Cft, in part because of the risk of payment issues at several government entities, and requested Sint Maarten to discuss this matter.

Following the recommendations issued by the evaluation committee Rft in 2024, in the second half of 2025 the Cft started the pilot 'Application of the assessment framework financial management'. The committee recommended to develop this assessment framework specifically for Article 15 paragraph 2 of the Rft. Its purpose is to make clear on the front end to Curacao and Sint Maarten how the Cft assesses the standards set forth in Article 15 of the Rft. This entails that the Cft will place a stronger emphasis on the completeness and verifiability of the budget, as well as the coherence with implementation reports and annual accounts. Over this past period, the draft assessment framework, drawn up jointly with the countries, has been applied on an exploratory basis. The intention is to officially apply the assessment framework to the (draft) budgets for 2027 for the first time, and to integrally incorporate it into the Cft's advice.



\*= preliminary figures, \*\*= as budgeted. Source: IMF 2025 Article IV Consultations September 2025, (draft) annual accounts 2021-2022, fourth implementation reports 2023-2024 and draft budget amendment 2025 of Sint Maarten.

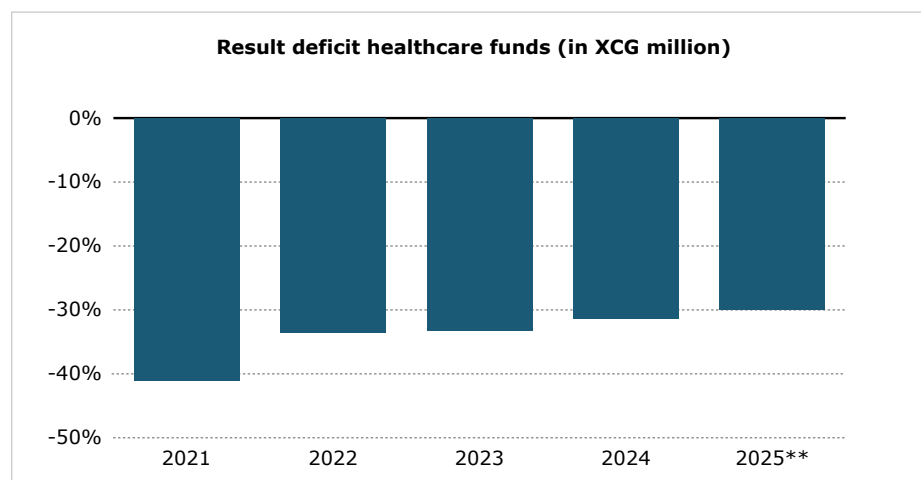
Up to and including the third quarter, Sint Maarten invested XCG 67 million. These are investments that were postponed in 2023 and 2024. New investments for 2025 were postponed, in part due to the late adoption of the budget and the delays in the budget amendment. By the end of the third quarter, Sint Maarten still had approximately XCG 211 million in registered planned investments. Timely execution of the investments is essential, both due to their interest to society and because of the interest rate pressure of the loans related thereto on public finance. In the second semester of the year, the Cft again drew attention to this matter, and requested Sint Maarten specifically to include a clear multiannual overview in the 2026 budget of the pending investments and their planned date of execution.

### Taxation

Up to and including the third quarter, the tax income was exceptionally high; exceeding the same time period of last year by over XCG 40 million and the budgeted amount by almost XCG 30 million. This was mainly caused by a shift in income from the end of 2024 to the beginning of 2025, since the Tax Office was closed between Christmas and New Year. Sint Maarten considers this to be an incidental effect which is expected not to occur again in upcoming years. With regard to the third UR, the Cft recommended to further distinguish the incidental effect of the high tax income in the beginning of the year, and to involve this information in the estimations for the draft budget for 2026. However, adequate estimates and overviews of the taxes remain a considerable point of attention for Sint Maarten. Sint Maarten's tax system has not been modernized for a considerable amount of time, and execution at the Tax Authorities is not in order. A lot of work is done manually and is prone to error. In collaboration with the Temporary Work Organization, Sint Maarten is working on the reform and modernization of the Tax Authorities and the tax system.

### Healthcare and social security

In 2023, Sint Maarten's healthcare expenses were estimated at approximately 6.5% of the GDP, which means they were relatively low in comparison to other countries within the Kingdom. Even with these relatively low expenses, considerable deficits were incurred annually at the healthcare funds, which means financing of healthcare is severely jeopardized. Until now, the deficits have been absorbed by means of reserves at other funds, mainly the old-age pension fund (AOV). However, this is not a sustainable situation, and the problem is exacerbated by the fact that Sint Maarten's population will age even more over the coming years. In its Article IV consultation of September 2025, the IMF stated that it anticipates that the liquid reserves at the Executive Organization for Social Security and Health Care Insurance (Uitvoeringsorgaan Sociale en Ziektekosten Verzekeringen – SZV) will be exhausted by 2029, which means an acute payment issue may arise for healthcare and social security.



\*= preliminary figures, \*\*= as budgeted. Source: annual accounts 2021-2024, and the 2026 budget of SZV.

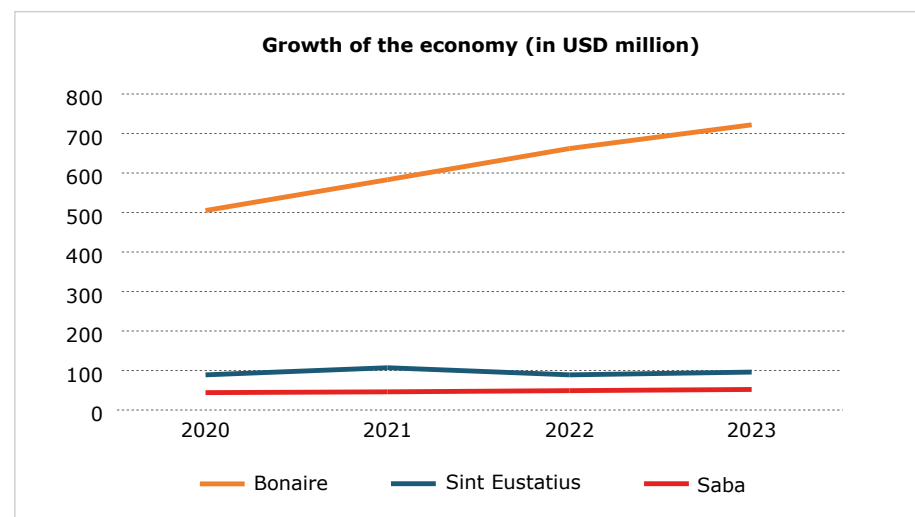
In September, the Cft discussed this matter at length with Sint Maarten. It was agreed that the cooperation will be intensified, and the issue will be addressed. Since then, there has been adequate and active contact between the Cft and the stakeholders concerned: the Ministry of Public Health, Social Development and Labor (VSA), SZV and the hospital (SMMC). Sint Maarten identified several measures to address the deficits; cost-saving and income-increasing measures at SZV, a general health insurance and a tourist tax. It was agreed to use the coming period to gain insight into whether the measures are sufficient for financial sustainability and, in the meantime, to implement the measures identified so far as soon as possible.





From 2020 to 2025, the budgets of Bonaire, Sint Eustatius and Saba (BES) have increased considerably in size. This was mostly due to the increase of the free allowance, the special benefit and – in Bonaire’s case – also to the introduction of the Visitor Entry Tax.

The quality of financial management on the BES islands varies. In July of 2025, all three BES islands received an unqualified audit opinion for their 2024 annual accounts, which was the first time since 2010. In 2025, Saba and Sint Eustatius managed to consolidate or even enhance the improvement of financial management. However, with regard to Bonaire there are concerns about financial management, both with regard to budget management, including budget amendments, and with regard to the implementation of the 2025 budget.



Source: Statistics Netherlands (CBS).

# Bonaire

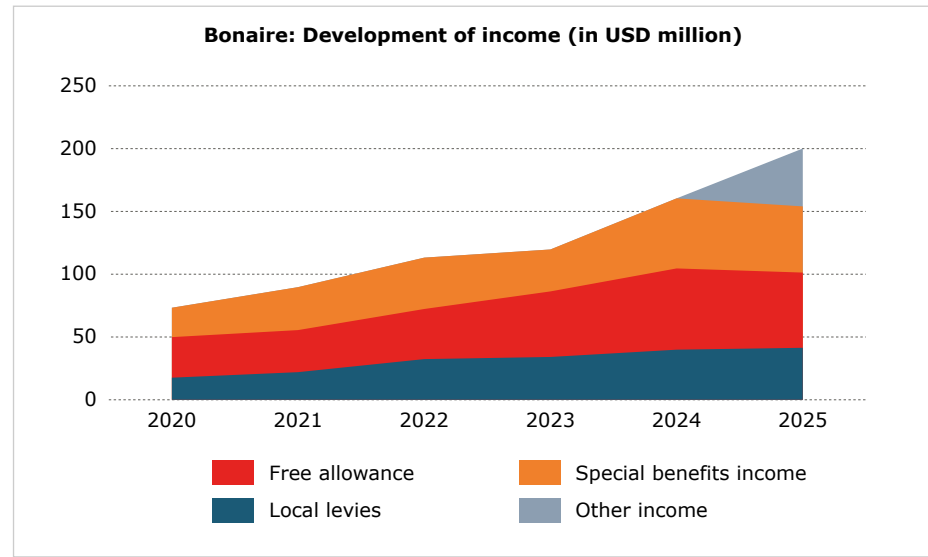


## Implementation of budget and financial management

From 2019 to 2025, Bonaire’s budget has tripled. The budgeted income for 2025 was considerably higher than previous years, among others due to the increased use of special-purpose reserves. In late 2025, the 2025 budget was increased considerably by means of two budget amendments.<sup>1</sup>

The annual accounts for 2024 were submitted timely. For the third consecutive year, the annual accounts received an unqualified audit opinion from the external auditor, after having concluded an extensive administrative recovery effort and an indemnity procedure. The annual accounts showed a positive result of USD 1.3 million.

<sup>1</sup> This second budget amendment for 2025 was partially approved in January of 2026 by the Secretary of State for the Interior and Kingdom Relations.



Source: 2024 annual accounts, 2025 budget and 2026 budget of Bonaire.

In the second half of 2025, the financial management showed little improvement. For example, Bonaire did not sufficiently control the budgetary process, leaving (too) little time to properly implement an orderly budget amendment process and to incorporate the Cft’s advices. The first budget amendment was not adopted until late October, and the second on December 18. This late adoption of the budget amendment was coupled with unlawful expenses,<sup>2</sup> which mainly have to do with expenditure of special benefits and investment expenses.

In its reactions to both the first and the second budget amendment 2025, the Cft also expressed its concerns about the degree to which the 2025 budget was realistic. For example, in both budget amendments the increase of the budgeted expenses was considerable in comparison to the expenses that at

<sup>2</sup> Expenses that have not been included in an approved budget (amendment) are unlawful. By means of approval of the adopted budget amendments by the Secretary of State of BZK the lawfulness of these expenses was restored afterwards.

that point had been realized. Also, it was not until October – after advice of the Cft – that the budgets for the special benefits were distributed over the term of those special benefits. Furthermore, at the request of the Cft, the Public Entity Bonaire decided to carry out an inventory of the special benefits, which took place within the framework of the advisory process with regard to the Adopted Budget for 2026.

Initially, the second UR was submitted timely, albeit incomplete. In consultation with the Cft, the second UR was withdrawn, amended and resubmitted. The explanations for the interpretation of tables were missing or incomplete. The aforementioned shows that financial management is not yet in order in Bonaire, which forced the Cft to issue critical advices with regard to the budgetary documentation. The Cft appreciates that Bonaire acknowledges the bottlenecks and takes targeted measures. As an example, as from 2026, as a general rule all implementation reports will be accompanied by a draft budget amendment and the aforementioned inventory of the special benefits.



# Sint Eustatius

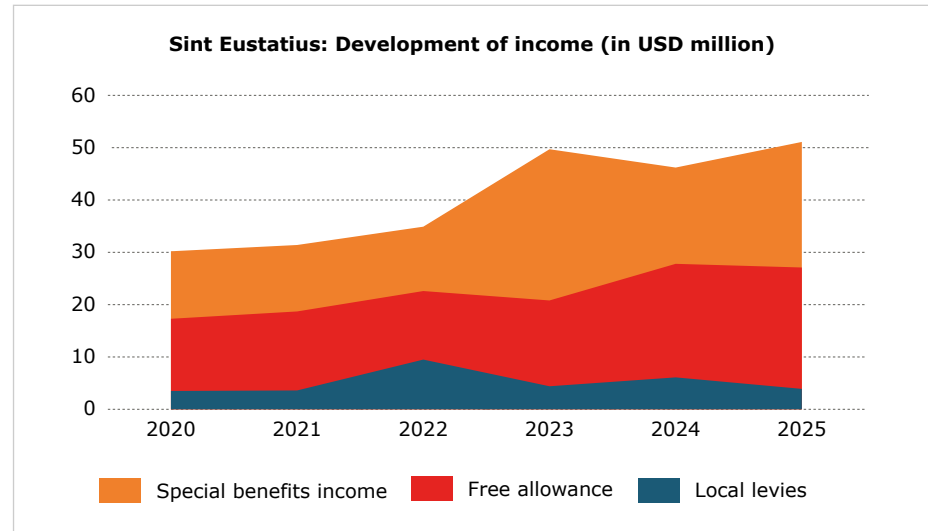


## **Implementation of budget and financial management**

In 2025, Sint Eustatius' budget increased in comparison to 2024. This increase can be attributed to the growth of the free allowance and the special benefits. The income from local levies further decreased.

Over the past years, Sint Eustatius' financial management has strongly improved. In July of 2025, the Public Entity received its first unqualified audit opinion for the annual accounts of the previous budgetary year.

In the second half of 2025, the Cft observed further improvement of Sint Eustatius' financial management. The timeliness and quality of the documents have strongly improved, which is indicative of the fact that Sint Eustatius is becoming more and more in control. This is a positive development that must be safeguarded in the processes and in the execution of internal audits.



Source: 2024 annual accounts, 2025 budget and 2026 budget of Sint Eustatius.

# Saba

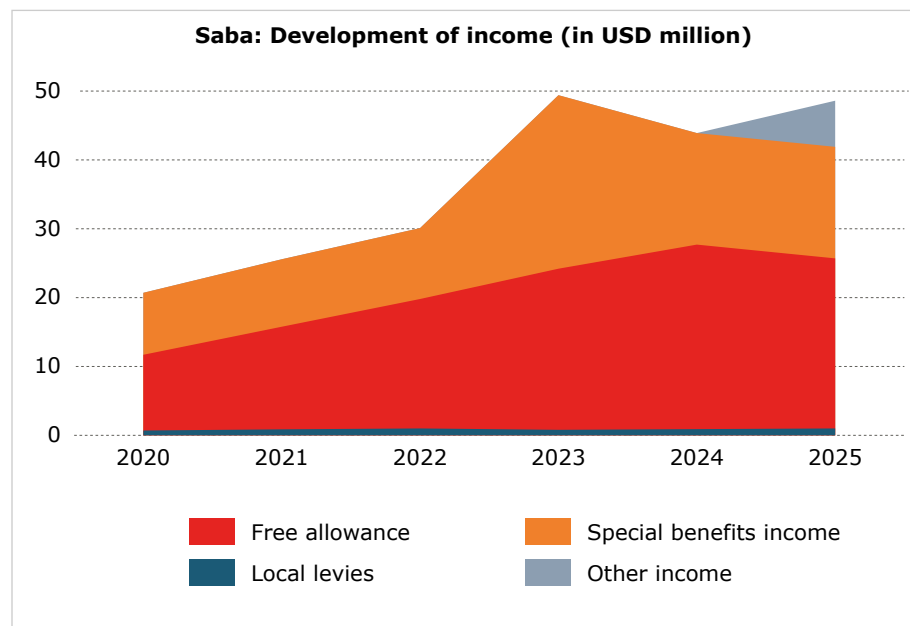


## Implementation of budget and financial management

Over the past years, Saba's total budget has grown, partly due to a higher free allowance and an increase of the special benefits. This development continued in 2025. The category Other income was added as a collective category among others for received interest income and other income.

For 2024, Saba received an unqualified audit opinion for its annual accounts, as it did in previous years. In 2025, Saba further enhanced its financial management. In the second half of 2025, Saba submitted the budgetary documentation timely and in accordance with the agreements made with the Cft. Furthermore, the quality of the budgetary documentation was further enhanced.

With regard to 2025, Saba submitted all budgetary documentation timely, and it was of sufficient quality. Saba also implemented three budget amendments in 2025. The Cft issued positive advices regarding all three of these budget amendments.



Source: 2024 annual accounts, 2025 budget 2025 and 2026 budget of Saba.

# Annexes

# 03

# Annex 1

## Tasks, activities and composition of the Boards

### History

For years, the Netherlands Antilles had substantial and structural issues in the field of public finance. The budgets were not sufficiently reliable and realistic, annual accounts were drawn up too late, the audits of external auditors were delayed, and the indebtedness of the islands was problematic. As of October 10, 2010, the Netherlands Antilles were dismantled, and new political relations came into being. Curacao and Sint Maarten became autonomous countries within the Kingdom of the Netherlands. Bonaire, Sint Eustatius and Saba became special municipalities of the Netherlands in the form of Public Entities.

It was agreed that the Netherlands would assume a large part of the Netherlands Antilles' debts (a total of approximately ANG 3.8 billion), and that the islands would aim for a structural improvement of public finance. In that context, it was agreed that independent supervision on the budgets of the countries and islands would be put in place. The Board of financial supervision of Curacao and Sint Maarten (Cft) and the Board of financial supervision of Bonaire, Sint Eustatius and Saba (Cft BES) were established to carry out said supervision.

Aruba has been an autonomous country within the Kingdom since 1986. When in 2015, government debt increased to over AWG 4 billion, independent financial supervision was implemented for Aruba as well. On September 2, 2025, the RMR was statutorily charged with supervision on Aruba's public finance. The Board of Financial Supervision Aruba (CAft) executes this supervision.

### Tasks of the Boards

The purpose of the Boards of financial supervision (Cft) is to realize healthy public finance in collaboration with the governments of Aruba, Curacao, Sint Maarten, Bonaire, Sint Eustatius and Saba. During the annual cycle of budgeting,

implementation and justification, the Boards supervise the compliance with the agreed standards, and they monitor the improvement of financial management. The Kingdom Act on Financial Supervision Curacao and Sint Maarten (Rijkswet financieel toezicht Curaçao en Sint Maarten – Rft), the National Ordinance temporary financial supervision Aruba (Landsverordening Aruba tijdelijk financieel toezicht – LAft) and the Act on Finances of the Public Entities Bonaire, Sint Eustatius and Saba (Wet financiën openbare lichamen Bonaire, Sint Eustatius en Saba – FinBES Act) form the legal basis for the Boards.

### *Curacao, Aruba and Sint Maarten*

At the request of the countries, the Boards may issue advice pertaining to the draft budget. The adopted budget must mandatorily be submitted to the Board for advice. During the year, the implementation of the budget is monitored by means of implementation reports. At the end of the budgetary year, the Board issues an advice regarding the annual account. Failure to meet the standards set forth in the law may eventually lead to the RMR being advised to issue an instruction to the concerning administration to take action. The Boards may issue solicited and unsolicited advice to the countries and the RMR.

### *Bonaire, Sint Eustatius and Saba*

The Board issues advice pertaining to the draft budget, which may contain recommendations to adjust the budget. The Public Entities must also give the Cft the opportunity to issue advices pertaining to budget amendments. Furthermore, the Board issues advice regarding the implementation reports and the annual accounts. At all times, the Board may conduct an investigation of the management and the structure of the financial organization and make agreements thereto with the Executive Councils. Where needed, the Minister of BZK may issue an instruction.

# Annex 1

## Tasks, activities and composition of the Boards

### Composition of the Boards

The three Boards are charged with the execution of financial supervision. Each Board consists of a Chair and members. They are appointed by the RMR. The Boards are supported by a joint secretariat, which has offices on Curacao, Sint Maarten and Aruba. In the period covered by this report, the Boards' composition was as follows:

#### Cft

- Lidewijde Ongering – Member on the recommendation of the Kingdom, also the Chair
- Hans Hoogervorst – Member on the recommendation of The Netherlands (Chair as from 1 February 2026)
- Elizabeth de Cuba – Member on the recommendation of Curacao
- Julisa Frans – Member on the recommendation of Sint Maarten

#### CAft

- Lidewijde Ongering – Member on the recommendation of the Kingdom, also the Chair
- Hans Hoogervorst – Member on the recommendation of The Netherlands
- Marion Agunbero – Member on the recommendation of Aruba

#### Cft BES

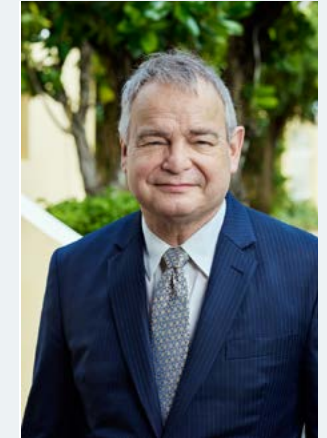
- Lidewijde Ongering – Member on the recommendation of the Kingdom, also the Chair
- Hans Hoogervorst – Member on the recommendation of The Netherlands
- Glenn Thodé – Member on the recommendation of Bonaire, Sint Eustatius and Saba



Lidewijde Ongering



Marion Agunbero



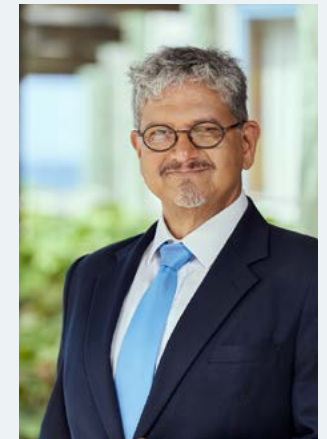
Hans Hoogervorst



Elizabeth de Cuba



Julisa Frans



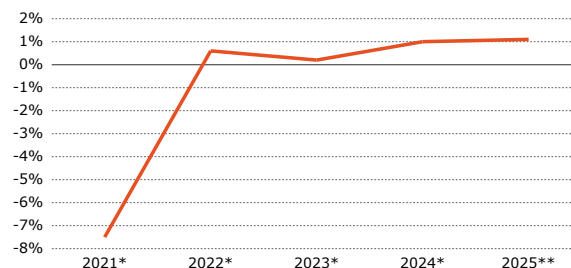
Glenn Thodé

# Annex 2

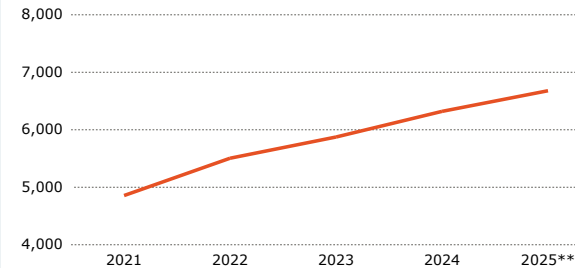
## An overview: fact sheet Curacao

- Inhabitants: 156.115 (2025)
- 65+: 25,3% (2025)
- Unemployment percentage: 7,6% (2025\*)
- Inflation (average over 12 months): 2,4% (2025\*)

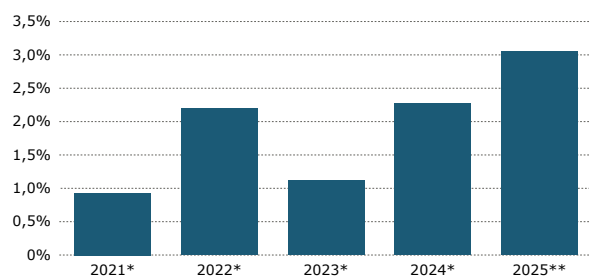
Result of the operational budget (in % of the GDP)



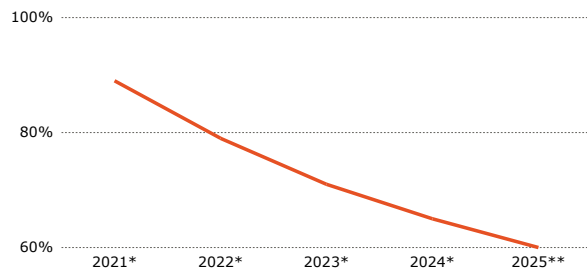
Size of the economy (in XCG million)



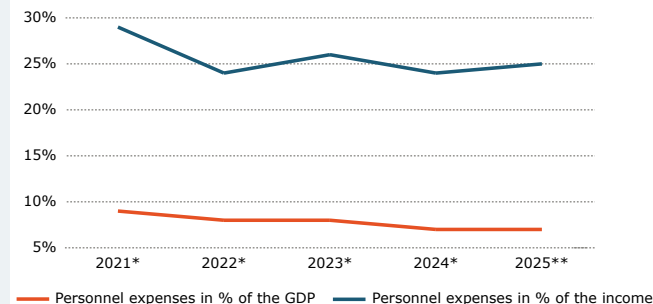
Government investments (in % of the GDP)



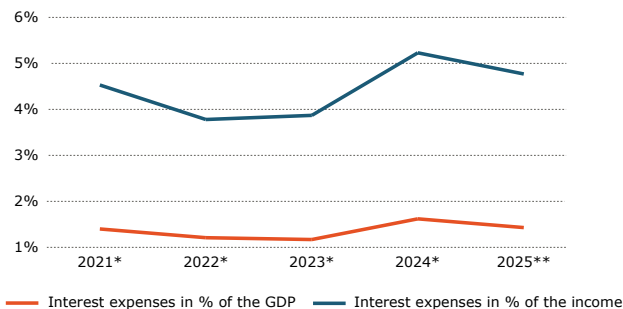
Government debt (in % of the GDP)



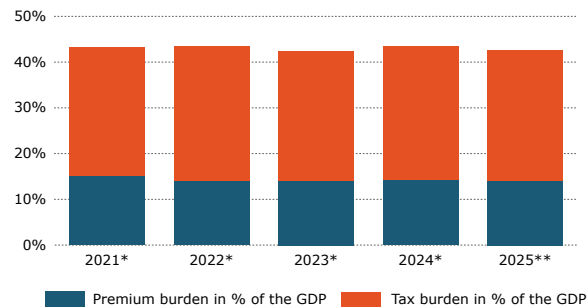
Personnel expenses (in % of the GDP and in % of income)



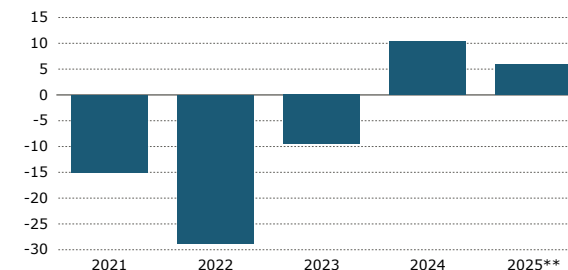
Interest expenses (in % of the GDP and in % of income)



Collective tax burden (in % of the GDP)



Result healthcare funds (in XCG million)



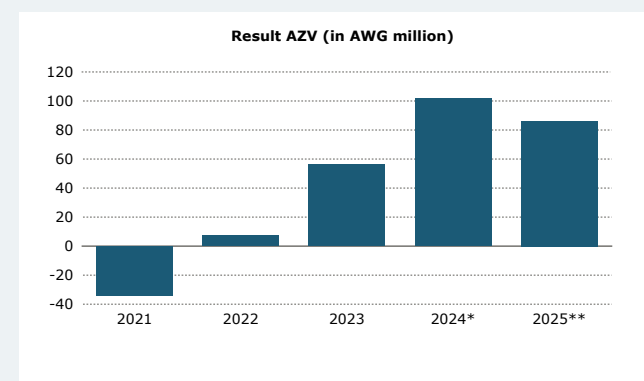
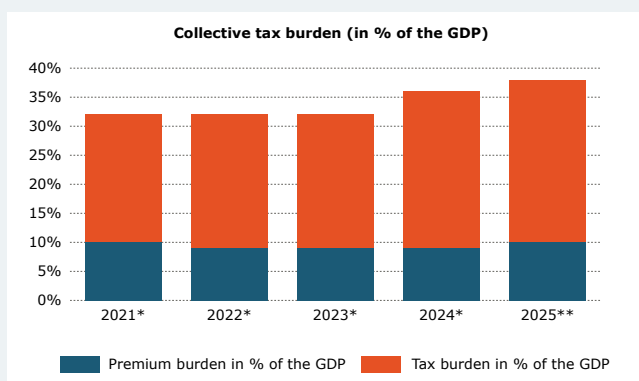
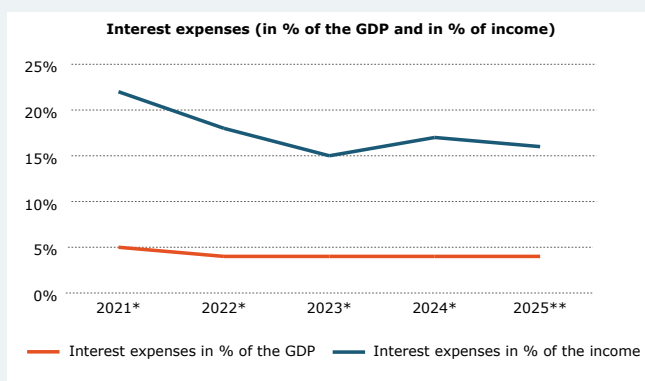
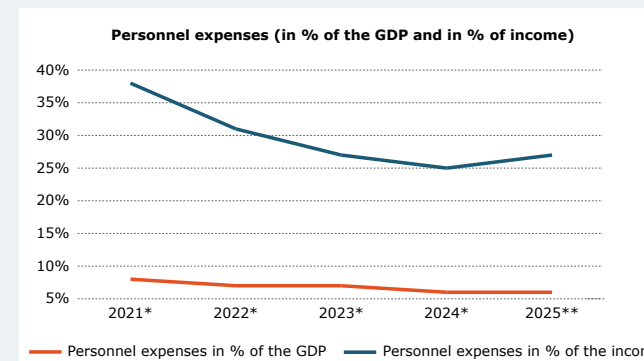
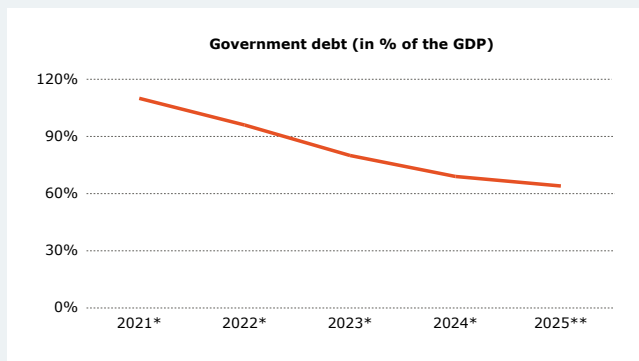
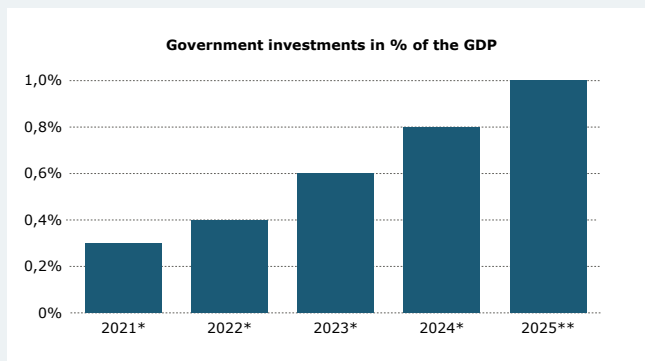
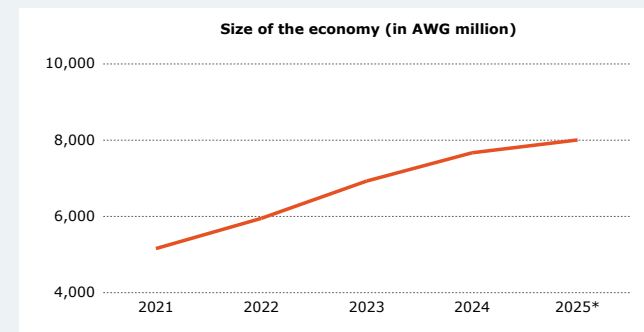
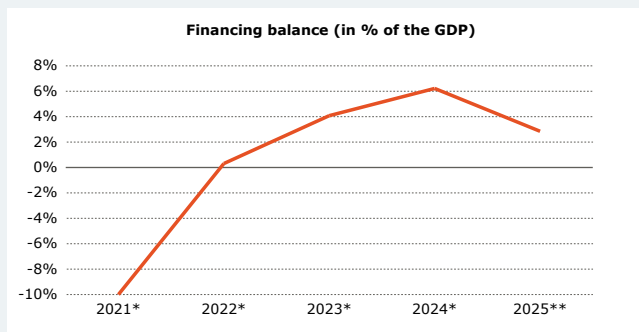
\* = preliminary numbers, \*\* = as budgeted.

Source: Draft annual accounts 2021-2024, adopted budget 2025, draft budget amendment 2025 of Curacao; 2021-2024 annual accounts and 2025 budget of the SVB, CBS 2025; CBCS Economic Bulletin December 2022 and June 2025.

# Annex 2

## An overview: fact sheet **Aruba**

- Inhabitants: 108.880 (2025)
- 65+: 19% (2025)
- Unemployment percentage: 4,3% (2025)
- Inflation (average over 12 months): 1,0% (2025)



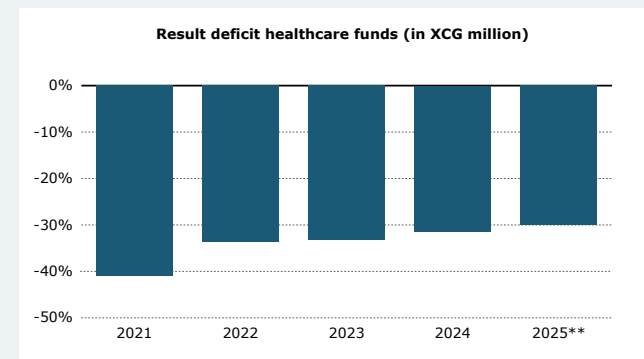
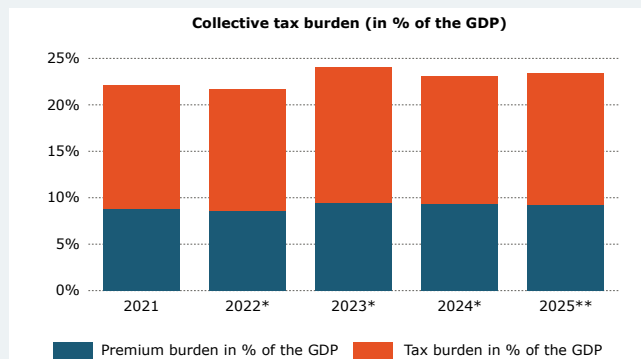
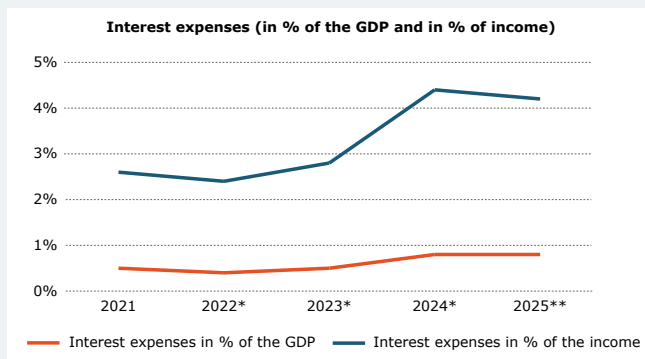
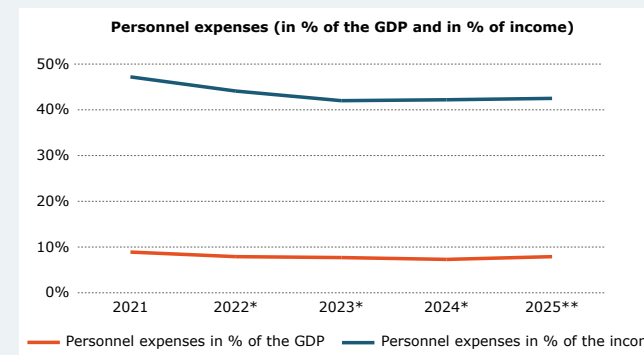
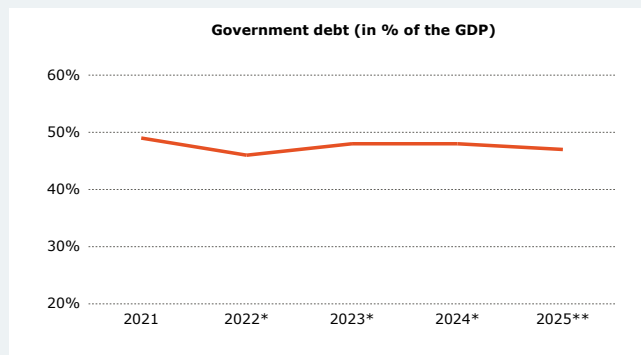
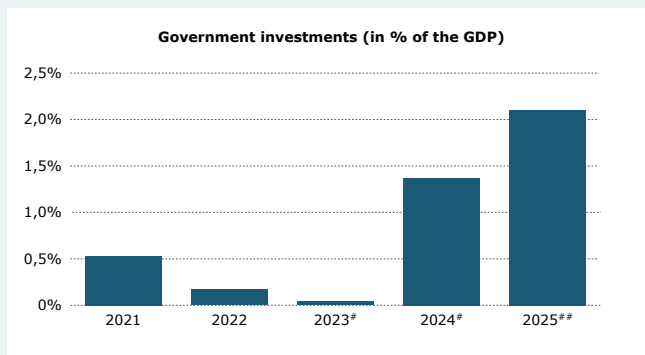
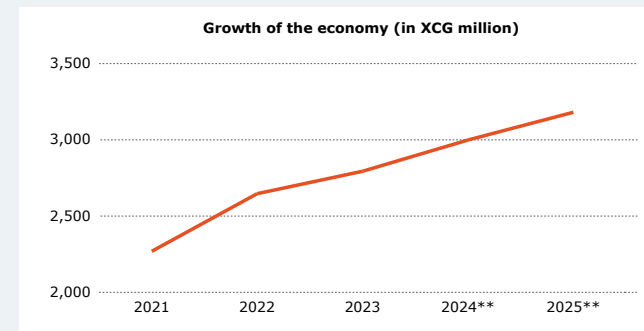
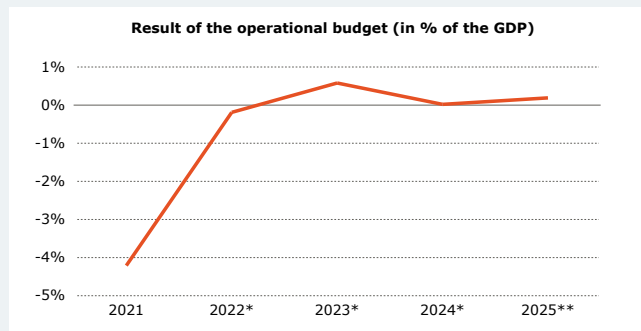
\* = preliminary numbers, \*\* = as budgeted.

Source: IMF Article IV Consultation December 2025, fourth implementation reports 2020-2024, second draft budget amendment 2025 of Aruba, 2021-2023 annual accounts and the 2026 budget of the AZV and the SVb.

# Annex 2

## An overview: fact sheet **Sint Maarten**

- Inhabitants: 42.938 (2023)
- 65+: 7,9% (2018)
- Unemployment percentage: 8,0% (2025)
- Inflation (average over 12 months): 3,3% (2025)



\* = preliminary numbers, \*\* = as budgeted. # = preliminary numbers up to and including Q4, ## = preliminary numbers up to and including Q3.  
 Source: Third implementation report 2025, fourth implementation report 2024 and 2023, 2021 annual accounts, 2022 (draft) annual accounts, draft budget amendment 2025 of Sint Maarten, 2021-2024 annual accounts and 2026 budget of the SZV; Kingdom of the Netherlands-Curaçao and Sint Maarten: 2025 Article IV Consultation Discussions-Press Release and Staff Report" IMF Staff Country Reports 2025;

# Annex 2

## An overview: fact sheet **BES**

### Bonaire

- Inhabitants: 26.552 (2025)
- Unemployment percentage: 3% (2025)
- Inflation (average over 12 months): 2,1% (2025)

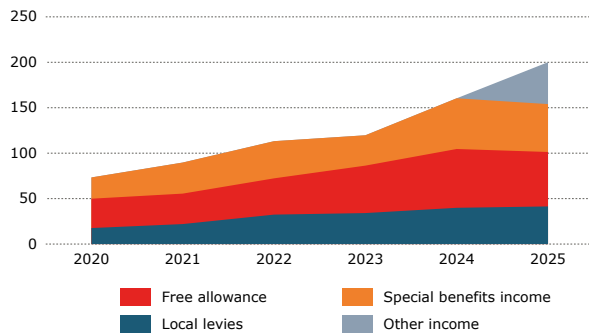
### Sint Eustatius

- Inhabitants: 3.270 (2025)
- Unemployment percentage: 3,9% (2025)
- Inflation (average over 12 months): 4,4% (2025)

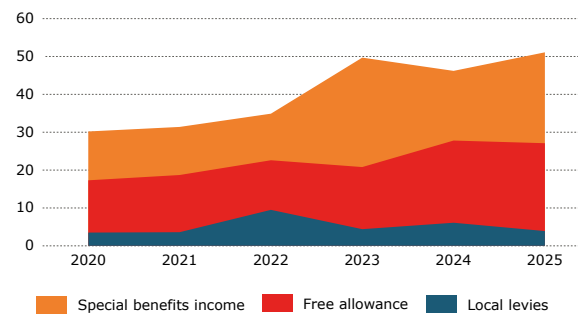
### Saba

- Inhabitants: 2.158 (2025)
- Unemployment percentage: 2,5% (2025)
- Inflation (average over 12 months): 1,4% (2025)

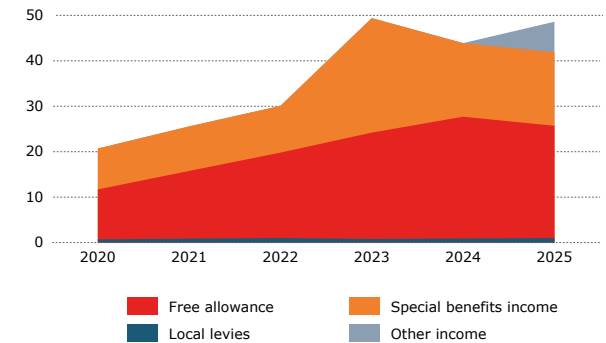
Bonaire: Development of income (in USD million)



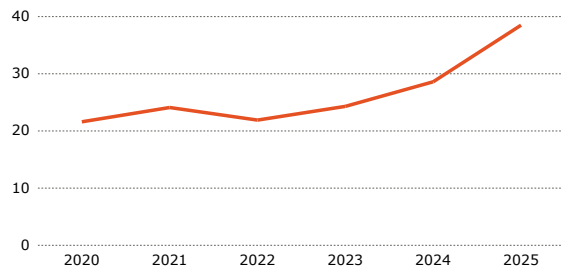
Sint Eustatius: Development of income (in USD million)



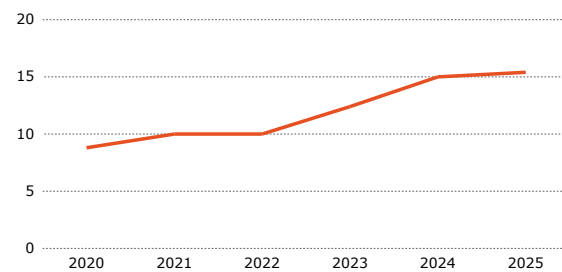
Saba: Development of income (in USD million)



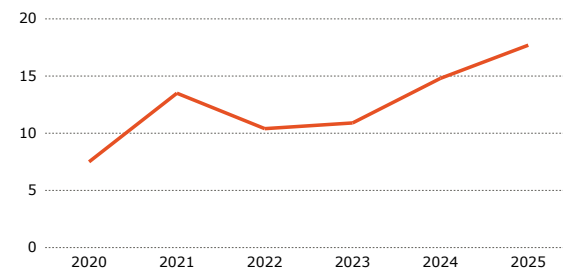
Bonaire: Development of personnel expenses (in USD million)



Sint Eustatius: Development of personnel expenses (in USD million)

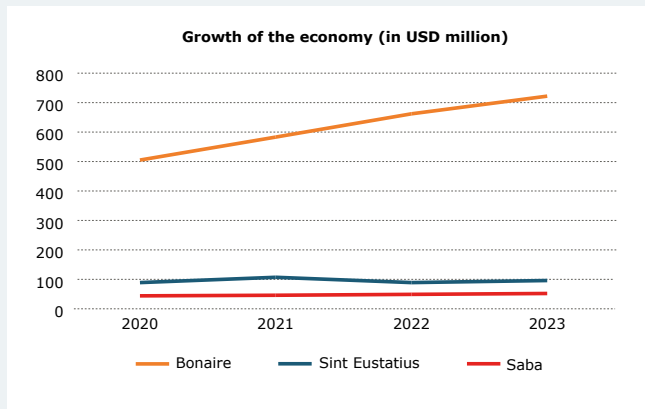
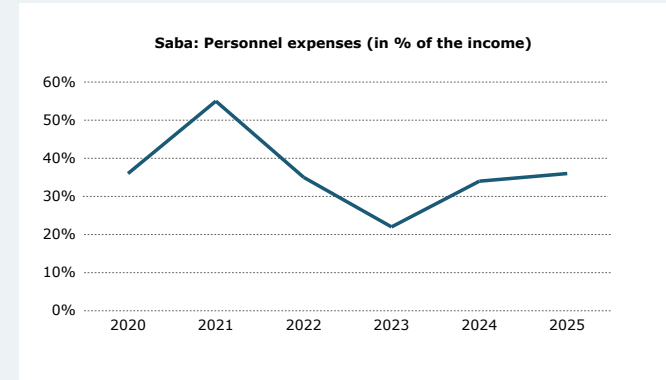
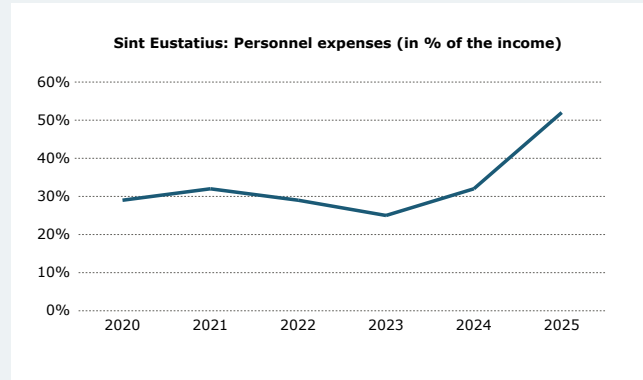
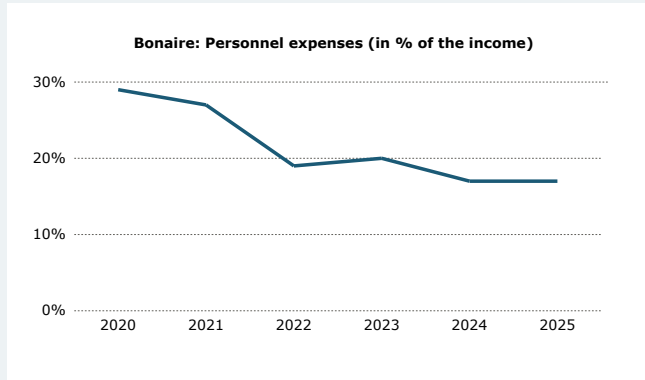


Saba: Development of personnel expenses (in USD million)



# Annex 2

## An overview: fact sheet **BES**



**Source:** The diagrams 'Development of income', 'Development of personnel expenses' and 'Personnel expenses (in % of income)' are sourced from the budget documentation of the Public Entity, including its annual accounts for 2024, the implementation reports, budget for 2025 and the budget amendments for 2025. The diagram 'Growth of the economy' is based on figures published by the CBS. The economic growth rates for 2024 and 2025 are not yet known.

### **Correlation between the diagrams:**

Due to the significant increase of the total income, in Bonaire and Saba, the personnel expenses as a percentage of the income show a decrease, despite the fact that also there, the personnel expenses saw a significant nominal increase.

# Annex 3

## List of abbreviations and definitions

### Abbreviations

<b>ANG</b>	Antillean Guilder
<b>AOV</b>	General Old Age Pension [ <i>Algemene ouderdomsverzekering</i> ]
<b>ARA</b>	Court of Audits Aruba
<b>AWG</b>	Aruban Florin
<b>AZV</b>	General Healthcare Insurances [ <i>Algemene Ziektekosten Verzekering</i> ]
<b>BES</b>	Bonaire, Sint Eustatius and Saba
<b>GDP</b>	Gross domestic product
<b>BZK</b>	The Minister/Ministry of the Interior and Kingdom Relations
<b>BW</b>	Budget amendment
<b>CAft</b>	Board of Financial Supervision Aruba
<b>Cft</b>	Board of financial supervision of Curacao and Sint Maarten
<b>Cft BES</b>	Board of financial supervision Bonaire, Sint Eustatius and Saba
<b>CMC</b>	Curaçao Medical Center
<b>IMF</b>	International Monetary Fund
<b>LAft</b>	National Ordinance on temporary financial supervision Aruba [ <i>Landsverordening Aruba tijdelijk financieel toezicht</i> ]
<b>OBW</b>	Draft budget amendment
<b>Rft</b>	Kingdom Act on Financial Supervision Curacao and Sint Maarten [ <i>Rijkswet financieel toezicht Curaçao en Sint Maarten</i> ]
<b>RMR</b>	Kingdom Council of Ministers [ <i>Rijksministerraad</i> ]
<b>SOAB</b>	Foundation Government Accounting Bureau [ <i>Stichting Overheidsaccountantsbureau</i> ]
<b>SVb</b>	Social Security Bank [ <i>Sociale Verzekeringsbank</i> ]
<b>SZV</b>	Executive Organization for Social and Healthcare Insurances [ <i>Uitvoeringsorgaan Sociale en Ziektekosten Verzekeringen</i> ]
<b>UR</b>	Implementation report
<b>USD</b>	United States Dollar
<b>VBW</b>	Adopted budget amendment
<b>FinBES Act</b>	Act on Finances of the Public Entities Bonaire, Sint Eustatius and Saba ( <i>Wet financiën openbare lichamen Bonaire, Sint Eustatius en Saba</i> )
<b>XCG</b>	Caribbean guilder

### Definitions

<b>Operational budget</b>	In Curacao and Sint Maarten, the budget consists of an “operational budget” and a “capital budget”. The ongoing, or operational income and expenses are reflected on the operational budget.
<b>Capital budget</b>	In Curacao and Sint Maarten, the budget consists of an “operational budget” and a “capital budget.” Capital expenses (such as investments in government buildings or the road network) en income (such as the income from government bonds) are included in the capital budget.
<b>Accruals-based accounting</b>	An accounting system in which costs (expenses) and revenue (income) are attributed to the period during which the services and/or products are actually delivered – as opposed to the moment in which the money is paid or received.
<b>Cash settlement system</b>	An accounting system in which cash expenses and cash income as well as financial obligations incurred are registered and justified. The time of actual payment or receipt of money is decisive, supplemented by a record of the obligations that in the future will result in cash payments.

# Annex 4

## Overview of advices and reactions issued in the second half of 2025

### July

SXM	Reaction to the first implementation report of 2025
AUA	Advice pertaining to use of surpluses for debt repayment
BON	Advice pertaining to the 2024 annual accounts
CUR	Reaction to loan request 2025
SXM	Advice pertaining to the adopted budget 2025
SXM	Request for consultation Cft with Council of Ministers
SXM	Request for consultation Cft with Finance Committee
CUR	Request for consultation Cft with Council of Ministers
CUR	Request for consultation Cft with Finance Committee
AUA	Request for consultation CAft with Council of Ministers
AUA	Request for consultation CAft with Finance Committee

### August

EUX	Advice pertaining to the 2024 annual accounts
SAB	Advice pertaining to the adopted 2024 annual accounts
BZK	Forwarding of adopted 2024 annual accounts Sint Eustatius
BZK	Forwarding of adopted 2024 annual accounts Saba
EUX	Reaction to the second implementation report and advice pertaining to the second OBW 2025
SAB	Reaction to the second implementation report and advice pertaining to the second OBW 2025
SXM	Your reaction to the advice pertaining to the adopted budget 2025
BON	Request for alienation 4F-1467
CUR	Advice pertaining to the draft budget for 2026
SXM	Reminder to submit the second implementation report 2025
AUA	Reaction to the second implementation report of 2025

CUR	Advice pertaining to the draft budget amendment 2025
CUR	Exploratory application of the assessment framework financial management
SXM	Exploratory application of the assessment framework financial management
CUR	Reaction to the second implementation report of 2025 Curacao
SAB	Advice pertaining to the draft budget for 2026

### September

EUX	Advice pertaining to the draft budget for 2026
BON	Reaction to the second implementation report of 2025 and first draft budget amendment of Bonaire
AUA	Advice pertaining to the second draft budget amendment 2025
BON	Advice pertaining to the draft budget for 2026
BON	Alienation 4-G-1067
BZK	Advice pertaining to Kingdom Act on Sustainable Public Finance Aruba

### October

AUA	Advice pertaining to the first adopted budget amendment 2025
CUR	Application of the assessment framework financial management
SXM	Application of the assessment framework financial management
SXM	Consultation with the Cft on September 19, 2025
BZK	Forwarding of adopted second budget amendment 2025 Saba
CUR	Consultation with the Cft on September 24, 2025
AUA	Consultation with the Cft on September 26, 2025

# Annex 4

## Overview of advices and reactions issued in the second half of 2025

October	
BON	Advice pertaining to the amendment of the first draft budget amendment 2025
SXM	Reaction to the second implementation report of 2025
BZK	Reaction to consultation Amendment Functional Structuring Decree BES
BZK	Feasibility study Reform Act WolBES/FinBES
SXM	Reports public sector and request annual accounts government (affiliated) entities
CUR	Reports public sector and request annual accounts government (affiliated) entities
AUA	Reports public sector and request annual accounts government (affiliated) entities
EUX	Consultation of Board with Executive Council
EUX	Consultation of Board with Island Council
SAB	Consultation of Board with Executive Council
SAB	Consultation of Board with Island Council
BZK	Forwarding of adopted second budget amendment 2025 of Sint Eustatius
BZK	Forwarding of adopted 2026 budget of Saba
VRO	Interest-free loan Saba 2025
CUR	Follow-up draft assessment framework financial management
BZK	Forwarding of adopted 2026 budget Bonaire
SXM	Reaction to the third implementation report of 2025
CUR	Reaction to the third implementation report of 2025
AUA	Reaction to the third implementation report of 2025
December	
AUA	Advice pertaining to National Ordinance on General Investment and Development Fund
CUR	Amended reaction to the third implementation report of 2025
CUR	Reaction to your letter of December 1, 2025
CUR	Reaction to your letter of December 3, 2025
BZK	Forwarding of adopted third budget amendment 2025 of Saba
EUX	Advice pertaining to third draft budget amendment 2025
EUX	Consultation with the Cft on November 17, 2025
SAB	Consultation with the Cft on November 18, 2025
BON	Consultation with the Cft on November 21, 2025
SXM	Receipt annual accounts and cooperation regarding visits to government (affiliated) entities
CUR	Reaction to your request for advice of December 1, 2025
SXM	Reminder to submit the 2026 budget and status of the budget amendment for 2025
BON	Reaction to the third implementation report and advice pertaining to the second draft budget amendment 2025
BZK	Amended advice pertaining to adopted 2026 budget Bonaire
November	
BON	Advice pertaining to the amendment of the draft budget 2026
SXM	Advice pertaining to draft budget amendment 2025
BZK	Forwarding of adopted 2026 budget of Sint Eustatius
BZK	Forwarding of adopted first budget amendment 2025 Bonaire
EUX	Reaction to the third implementation report of 2025
SAB	Reaction to third implementation report and advice pertaining to third draft budget amendment 2025
CUR	Follow-up improvement program Tax Authorities
AUA	Advice pertaining to Kingdom Act on Sustainable Public Finance Aruba and National Ordinance

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