



GOVERNMENT OF THE  
**VIRGIN ISLANDS**  
Premier's Office



*VIRGIN ISLANDS*  
**RECOVERY AND  
DEVELOPMENT AGENCY**

# ESHS CTL Improvements

## Evaluating Value for Money

Project Number: EDU.01.25.147.02

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**ESHS CTL Improvements**

*Value for Money (VfM) Report, January 2020*

DRAFT

## Introduction

One of the core roles of the Recovery and Development Agency (RDA) is ensuring Value for Money (VfM) in the delivery of programmes and projects aimed toward recovery and development of the Virgin Islands. Section 5(2)(c) and (d) of the Virgin Islands Recovery and Development Regulations outline the value for money mandate of the RDA, specifying that:

The Agency shall be responsible for implementing the Government’s Recovery and Development Plan in partnership with the Ministries and in so doing shall:

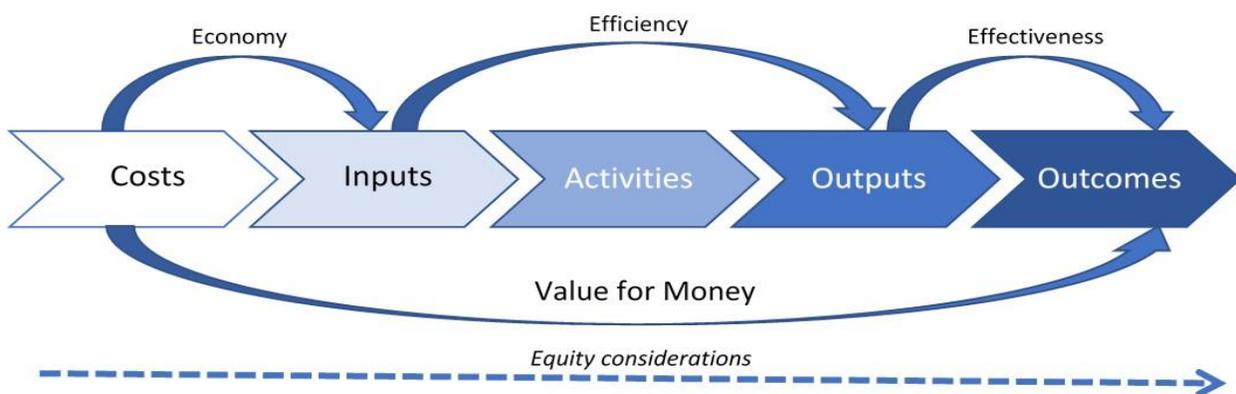
- (c) deliver the intended benefits; [and]
- (d) ensure that each project represents value for money.

To this end, the RDA has developed a Value for Money Framework and Methodology, which uses specific criteria to assess projects’ Value for Money and assigns an overall VfM score for each project.

The VfM score is made up of eight indicators (listed in Table 1) within the four outlined areas of Value for Money, namely Economy, Efficiency, Effectiveness and Equity.

Table 1: Value for Money Areas within the 4Es

VALUE FOR MONEY AREA	
<b>Economy</b>	Economy
<b>Efficiency</b>	Output Cost, Output Time, Schedule
<b>Effectiveness</b>	Output Effectiveness, Outcome Effectiveness, Quality
<b>Equity</b>	Equity



The following sections of this report assess the overall Value for Money of the ESHS CTL Improvements project activity, using the methodology outlined in the RDA’s VfM Framework Guidelines for Economy, Efficiency, Effectiveness, and Equity.

## Project Overview

The ESHS Project consisted of two main activities: improvements to the CTL building and temporary classrooms. These activities have been considered separately for the purpose of a Value for Money assessment, given that the requirements and outputs of these activities have increasingly been distinct.

In order to improve conditions for teaching and learning and bring the Elmore Stoutt High School's shift system to an end by the opening of the 2019 school year in September, the RDA managed the renovation and improvements to classrooms, offices and shared spaces. The project included general improvements to school conditions at the CTL building: installing ceilings, air-conditioning, new doors, electrical works and repairing an existing staircase.

From a monitoring and evaluation perspective, the following indicators specific to this project have been monitored:

- Number of rooms and common areas improved (classrooms, offices, staff lounge, common areas)
  - For analysis of Value for Money against specific benchmarks, the size of the area improved, by square footage, has been used.
- Average weekly instruction time (hours)

The following outcome indicator is being monitored for the Education subsector:

- Proportion of students, by gender and by age group, in schools fully repaired and equipped with modern facilities to meet education needs

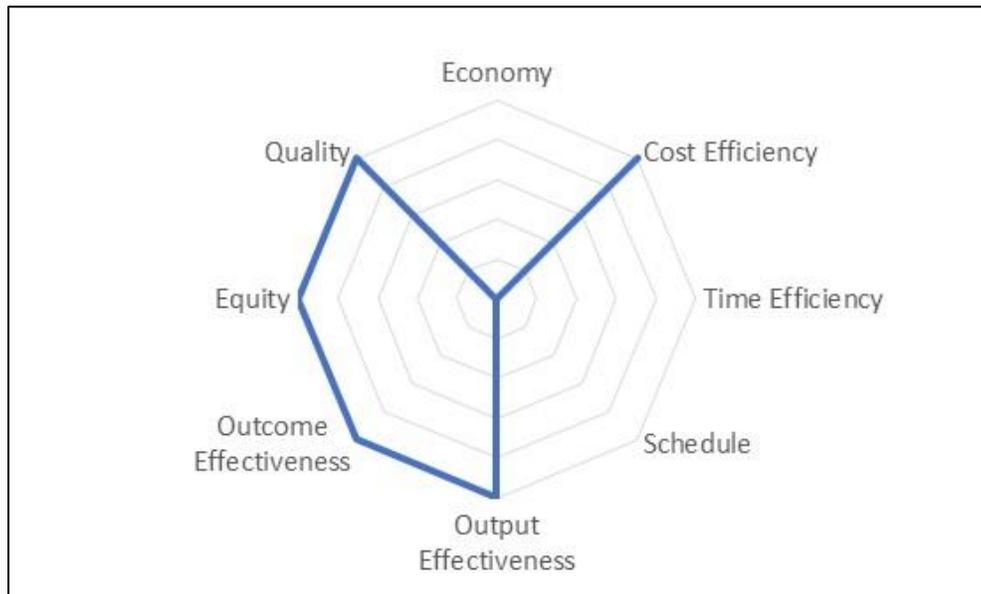
## Overview of Overall VfM Score (70 out of max 100 points)

The project had mixed scores for cost and did not receive any points based on schedule/time performance. However, this project was able to meet targeted outputs, contribute to its broader outcome, and largely achieve quality expectations, hence achieving a full Effectiveness score.

<b>ESHS CTL Improvements – VfM Scoring</b>			
<b>Economy</b>	Economy	0/10	0/10
<b>Efficiency</b>	Cost Efficiency	20/20	20/40
	Time Efficiency	0/10	
	Schedule	0/10	
<b>Effectiveness</b>	Output Effectiveness	20/20	45/45
	Outcome Effectiveness	15/15	
	Quality	10/10	
<b>Equity</b>	Equity Goals	5/5	5/5
<b>Overall VfM Score</b>			<b>70/100</b>

The overall VfM score was 70 points out of a total possible 100 points, using the RDA's VfM Framework which scores projects' Economy, Efficiency, Effectiveness, and Equity.

**Figure 1: Overall Value for Money Scoring – Radar Chart**



**Economy (0 out of max 10 points)**

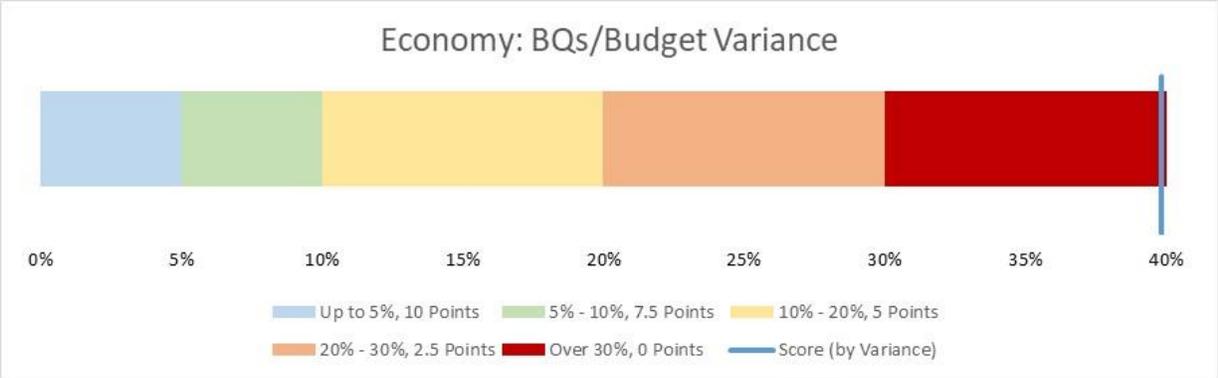
The economy of the project is assessed based on the original budget versus the final spend. This project was initially part of a larger ESHS project budgeted at \$275,000 within the Phase One Programme, however this activity specifically was budgeted at \$100,000.

Following detailed planning and through the procurement process, the final cost estimate of the CTL Improvements was \$260,928.80. The total spend to date is slightly under this at \$253,402.19.

Given that the total spend to date at the end of December 2019 was \$253,402, this is 153.40% over the initial budget, therefore no points were assigned for economy for this project.

*Table 2: Assessment of Economy*

<b>ECONOMY ASSESSMENT: 0/10 POINTS</b>	
Original Budget	\$100,000
Actual Spend	\$253,402
Variance (\$)	(\$153,402)
Variance (%)	-153.40%
<b>ECONOMY SCORE</b>	<b>0</b>



**Efficiency (20 out of max 40 points)**

The efficiency of an intervention considers Output Cost (Cost Efficiency), Output Time (Time Efficiency) and Schedule. In terms of output cost, the project improved an estimated 15,086 square feet of space within the CTL Building of the Elmore Stoutt High School. This included installing internal ceilings, improving ventilation, and adding air conditioning units.

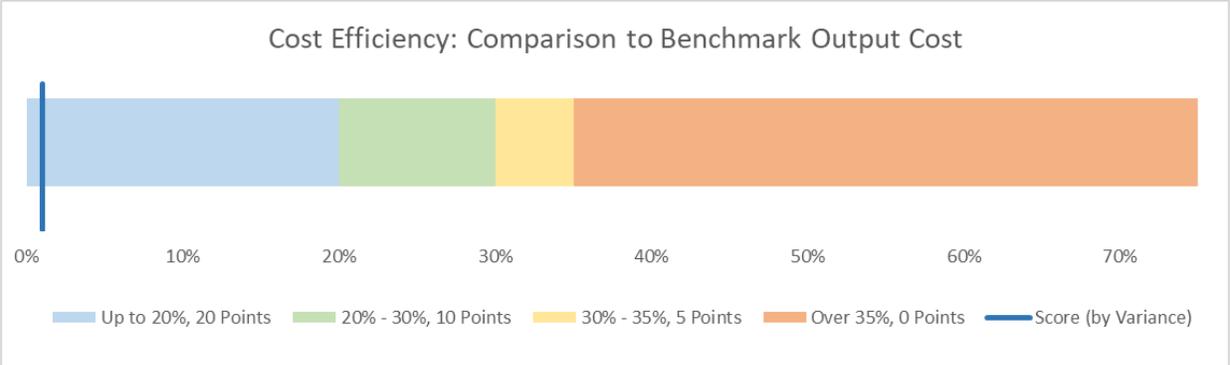
The project’s spend to date of \$253,402 indicates an approximate rate of \$16.80 paid for each square foot of the CTL building improved.

**Cost Efficiency**

Based on research conducted, the benchmark cost of the improvements made to the CTL Building is \$20.00 per square foot. In this way, the cost of each output for this project was slightly below the benchmark, and as such a full Cost Efficiency score of 20 points has been assigned.

*Table 3: Cost Efficiency Assessment*

<b>COST EFFICIENCY ASSESSMENT: 20/20 POINTS</b>	
Output Unit Cost	\$16.80 per square foot improved
Benchmark Output Unit Cost	\$20.00 per square foot improved
Variance (\$)	\$3.20
Variance (%)	16%
<b>COST EFFICIENCY SCORE</b>	<b>20</b>



**Time Efficiency and Schedule**

The Statement of Requirement for the project was signed on 9 February 2019. This is the date used as the project starting date, from which schedule and time efficiency scores are derived. The project was planned to be completed on 15 June 2019 and was actually completed on 31 August 2019, indicating a total of 203 project days versus an expected 126 project days.

When comparing this to the output, an average of approximately 74.3 square feet were improved per day. The output time benchmark is derived by dividing the number of square feet of the building improved by the number of planned project days, thus calculated as a benchmark of 120 (119.7) square feet improved per day.

Table 4: Time Efficiency Assessment

<b>TIME EFFICIENCY ASSESSMENT: 0/10 POINTS</b>	
Output Unit Time	74.3 square feet improved per day
Benchmark Output Unit Time	119.7 square feet improved per day
Variance (days)	-45.4
Variance (%)	-37.9%
<b>TIME EFFICIENCY SCORE</b>	<b>0</b>

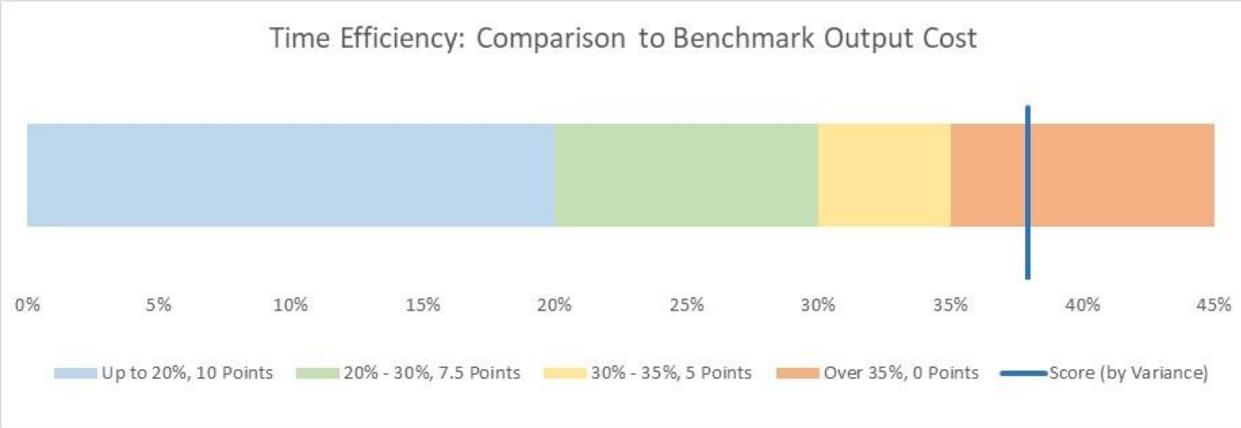


Table 5: Schedule Assessment

<b>SCHEDULE ASSESSMENT: 0/10 POINTS</b>	
Planned Project Days	126 days
Actual Project Days	203 days
Variance (days)	-77 days
Variance (%)	-61.11%
<b>SCHEDULE SCORE</b>	<b>0</b>



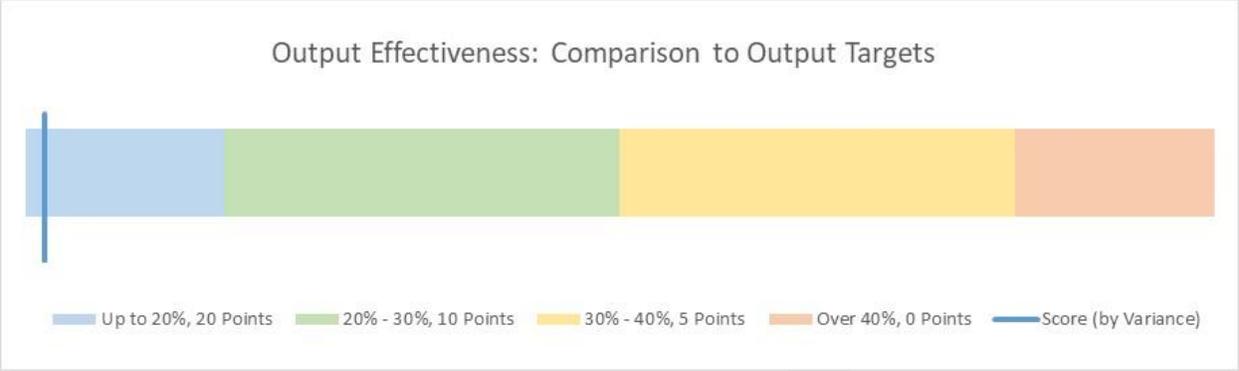
## Effectiveness (45 out of max 45 points)

### Output Effectiveness

Output effectiveness is a measure which compares targeted output indicators to achieved output indicators. In the case of the ESHS CTL Improvements Project, the output was completing the improvements needed in the CTL building. The square footage improved is thus being used as the output indicator for the purposes of assessing efficiency and effectiveness. Since the entire planned area (15,086 square feet) was improved, the output target was met and the project has been assigned a full score of 20 out of 20 points (Table 6).

Table 6: Target versus Achieved Output

<b>OUTPUT EFFECTIVENESS ASSESSMENT: 20/20</b>	
Targeted Outputs	15,086 square feet of area improved
Achieved Outputs	15,086 square feet of area improved
Variance (square foot reconstructed)	0
Variance (%)	0%
<b>OUTPUT EFFECTIVENESS SCORE</b>	<b>20</b>



Outcome Effectiveness

In terms of outcome effectiveness, the change relationship between the observed output and outcome has been used as a simple measure of outcome effectiveness.

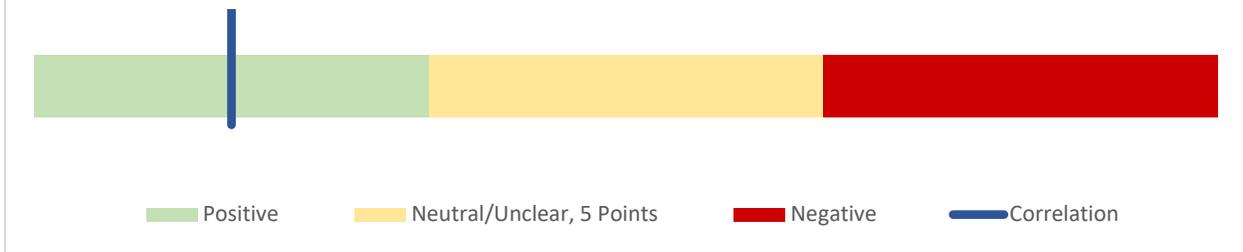
There is a direct relationship between the CTL Improvements project being completed and the outcome: *“Proportion of students, by gender and by age group, in schools fully repaired and equipped with modern facilities to meet education needs”*.

Improvements to the CTL building have enhanced the learning environment for students of the Senior Elmore Stouff High School. From January 2019 to September 2019, the proportion of students in schools fully repaired and equipped with modern facilities moved from 7.4% of students to 57.2%, representing a difference of 49.8 percentage points, based on statistics from the Ministry of Education, Culture, Youth Affairs, Fishing and Agriculture. The relationship between output and outcome results has thus been deemed a positive correlation, and a full 15 points has been assigned for outcome effectiveness.

Table 7: Relationship between Outputs and Outcomes

<b>OUTCOME EFFECTIVENESS ASSESSMENT: 15/15</b>	
Output Change: square feet improved	+15,086 square feet
Baseline Outcome – Proportion of students in repaired schools - January 2019	7.4%
Actual Outcome – Proportion of students in repaired schools - September 2019	57.2%
Outcome Change: proportion of students in fully repaired and equipped facilities	+49.8 percentage points
Assessment of Change Relationship	Positive correlation
<b>OUTCOME EFFECTIVENESS SCORE</b>	<b>15</b>

## Outcome Effectiveness: Movement of Output and Outcome Indicators



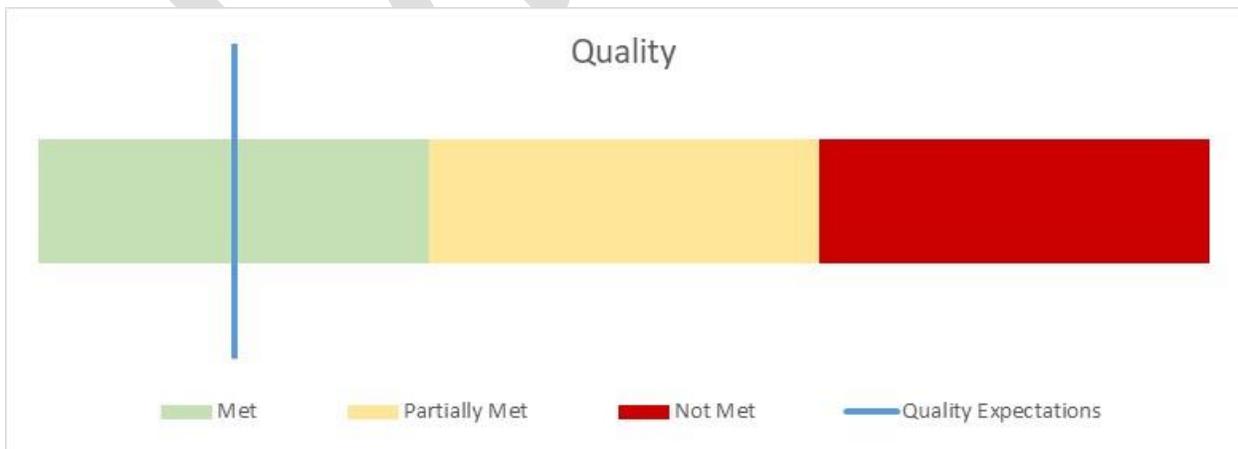
### Quality

In this case, the quality measurement assesses how well the project has met the needs and requirements of its users. This process is necessarily more qualitative than calculating scores based on quantitative costs, schedule or outputs. For this part of the VfM score, the Monitoring and Evaluation team conducted evaluation interviews with fourteen (14) users of the CTL building. It should be noted that the entire Elmore Stouff High School, inclusive of Junior and Senior Schools, has approximately 149 teachers on staff. The fourteen users interviewed has thus been deemed a representative sample.

Users all responded they were, at minimum, “Somewhat satisfied”, with the improvements to the CTL building while three (3) respondents stated that they were “Very satisfied” with improvements made. Users frequently mentioned that noise and sound distractions have been significantly reduced, which has helped the classroom teaching/learning environment greatly.

There were concerns about the height of the classrooms’ ceilings being too low, and the quality of air ventilation.

In this case, since the users responded positively and three (21.4%) responded highly positively, the project has been deemed to have met its quality requirements and expectations.



## Equity (5 out of max 5 points)

In this case, the equity measurement evaluates whether the specific equity goal of equal use by all users or beneficiaries by gender has been achieved. Given that the outcome data collected evidences that the change in the proportion of students in repaired schools moved by 50.1 percentage points (from 7.6% to 57.6%) for male students, and by 49.4 percentage points (7.2% to 56.6%) for female students, this indicates generally equal use. Both male and female students, as well as teachers, have benefitted from improvements to the CTL building, and this project has thus been assigned a full equity score of 5 points.

## Conclusions

The scoring methodology of the RDA's VfM Framework has been used in assessing Value for Money and assigning a VfM Score to the ESHS CTL Improvements project. The overall VfM Score for the CTL Improvements project, based on application of the VfM Framework, is 70/100 points, taking into consideration: 0/10 points for Economy; 20/40 points for Efficiency; 45/45 points for Effectiveness; and 5/5 points for Equity. From this score, it is clear that there were challenges in adhering to the original budget for the project, and no points assigned for time efficiency or schedule evidences that the project significantly exceeded its expected schedule. That said, full points were assigned for Effectiveness, demonstrating that the project was able to achieve its targeted outputs, contribute to its broader outcome, and generally met quality expectations.

The importance of keeping accurate, up-to-date, readily accessible information on project budgets, schedules, spending and results is continually underlined in the process of conducting VfM assessments. The Monitoring and Evaluation Team will continue to play an important role in reviewing the quality of this information, and collating data for calculation of projects' VfM scores.