



GOVERNMENT OF THE  
VIRGIN ISLANDS

# RECOVERY TO DEVELOPMENT PLAN

REVISED 2019-2023

MAGISTRATE COURT  
UK Government

ESH S. L. ADOROTHY TURNBULL BUILDING  
Government of the Virgin Islands

VIRGIN GORDA POLICE BARRACKS  
Recovery and Development Agency

ENIS ADAMS PRIMARY SCHOOL  
Donors

## Message from the Premier



September 2019 marked two years since the August floods and two category 5 hurricanes Irma and Maria devastated the Virgin Islands and significantly impacted the lives and livelihoods of all who call

these beautiful islands home.

Two years on, our people have demonstrated uncommon determination and resilience as they work to pick up the pieces and rebuild their lives. In suffering great losses many have persevered through remarkable circumstances to rebuild and restore communities to create a new normal.

As a people we have indeed made significant progress towards our recovery working together and with the support of the United Kingdom Government, regional and international organisations, development partners, the civil society and private individuals. We have restored electricity across the Territory. We have rebuilt our businesses and homes. We have renovated several schools and recreational facilities. We have restored community health care facilities to ensure the resumption of critical services to the most vulnerable of our people. Despite these admirable accomplishments there is however still much work to be done.

As your new Premier and Leader of Government business, elected on 25<sup>th</sup> February, 2019, it was important for my Administration to take some time to thoroughly review the status of recovery efforts and carefully consider the financial position of the Territory, as we decide on the best way forward.

We have concluded that in order to advance we must ensure that the people of the Virgin Islands

are the main beneficiaries of the Territory's recovery. In this regard, we have carefully considered how to safeguard opportunities for full participation of the people in this recovery. I believe that the experiences gained, and the capacity built as we partner to redevelop the Territory will only make us a more resilient and resourceful people.

I am extremely pleased, to share this revised Recovery to Development Plan which is designed to accelerate the recovery process by concentrating our efforts on key sectors and projects critical to the Territory's continuing improvement.

I am therefore very confident that this revised Recovery to Development Plan provides the road map for us to get the job done timely, transparently and within budget. It also serves as an excellent foundation and launching pad for the longer term National Sustainable Development Planning process now commencing with the support of the United Nations Economic Commission for Latin America and the Caribbean. Continuing along the vein of participatory Government this process will afford everyone an opportunity to have a say in the future vision and development of this Territory.

I am a firm believer that the Virgin Islands will never fully recover, unless the people recover. The Virgin Islands will never be truly resilient, unless the people become resilient.

This is the beginning of a people centred recovery that will enable future generations of Virgin Islanders to continue to build on the work of our forefathers, thus securing our society and economy for generations to come.

**The Honourable Andrew A. Fahie**  
Premier and Minister of Finance  
Government of the Virgin Islands

## Executive Summary

### Impact of the Catastrophic Weather Events

The floods and hurricanes Irma and Maria of 2017, resulted in damages and losses almost triple the Gross Domestic Product (GDP) of the Territory and impacted the livelihoods of many and the economic and social infrastructure of the BVI.

Most persons sustained damages to their homes and property, and Territory-wide access to electricity, water and communication services was severely hindered.

The hurricanes caused varying levels of damage to most of the educational and health facilities, road networks and police stations across the Territory, and curtailed the delivery of basic public services.

Fortunately, the financial services sector was very resilient and there was limited interruption to operations. However, the other pillar of the local economy, tourism, was heavily impacted, reducing its contribution to Gross Domestic Product (GDP) which is expected to continue until the majority of tourism infrastructure (yachts, hotels, visitor sites) is rehabilitated.

### Progress towards Recovery

Two years on the Territory has made steady progress towards recovery. With assistance from the United Kingdom (UK) Government and regional and international development partners, significant upgrades have been made to restore key elements of the Territory's infrastructure. Electrical power was restored to virtually 100% of communities by March 2018, the water supply is now back to pre-disaster levels and key roadways are more motorable given Government's investment in remedial repairs.

With the help of private donations and non-profit organisations several schools across the Territory have been repaired and renovated or rebuilt. To date students have returned to normal school life in a safe and healthy environment. Most notably the newly constructed Enis Adams Primary school welcomed back students in September 2019, the completed main building (L-Shaped section) of the Elmore Stoutt High School (ESHS) is now occupied by junior students thus ending the shift system and Phase 1 of the Bregado Flax Educational Centre has resulted in high school students being housed in the new facility for the beginning of the 2019/2020 school year.

Several community clinics and health care facilities have been renovated and restored to ensure the resumption of critical services to the most vulnerable.

One of the main seaports, which serves as a gateway to the Territory has reopened with the erection of a temporary facility. This has allowed for the resumption of regular ferry services to and from this busy port, greatly increasing access to the Territory and enhancing the tourism product. Planning for the long-term development of a fit for purpose facility has commenced.

### Recovery to Development Planning

Following extensive public consultations led by the Disaster Recovery Coordinating Committee (DRCC) and inputs from the various Ministries, Departments and Statutory Bodies, the House of Assembly following Cabinet endorsement approved the Recovery to Development Plan of the Virgin Islands on 10 October 2018. In response to the public feedback to have the development aspects reflected more strongly, the Plan not only focused on recovery but laid the foundation for a comprehensive National



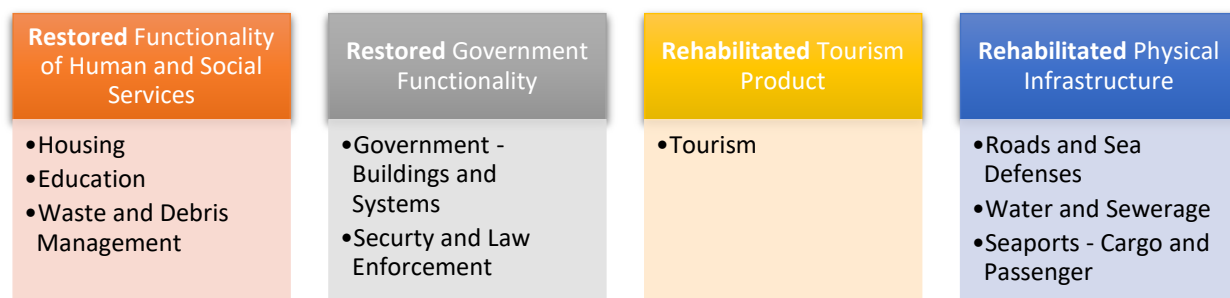
Sustainable Development Plan to guide future growth of the Virgin Islands.

The new Administration, elected in February 2019, has comprehensively examined the recovery structures, institutions, processes and progress to date and has decided to make a concerted effort to accelerate the pace of the recovery over the next 3-4 years in keeping with its mandate to ensure that the people of the Virgin Islands are also made more resilient and benefit from the recovery in tangible ways.

In reviewing the previous Recovery to Development Plan the Government concluded that it was too broad in scope and leaned more towards development at the expense of a more granular approach to recovery. Consequently, a collective decision was made to revise the Plan to concentrate on specific sectors and projects that are instrumental to The Territory's continuing recovery but still linked to future development.

This revised Recovery to Development Plan which replaces the previous Plan will focus on achieving the following outcomes within priority sectors. See figure 1 below.

*Figure 1: Outcomes by Priority Sectors*



<sup>1</sup> Each project as listed in this revised Recovery to Development Plan will be delivered subject to the approval of the relevant Ministry and Cabinet. In cases

## Implementing the Plan

The Plan will be implemented collaboratively by the Government, the Recovery and Development Agency (RDA), the private sector, donors and charities and development partners.

Government Ministries, Departments and Statutory Bodies will have the ultimate responsibility for ensuring that the projects<sup>1</sup> in this Plan are delivered and achieve the expected outcomes.

In addition to delivering on specific projects that fall within its purview, the Premier's Office is also responsible for overall coordination of the recovery. This entails monitoring the progress of projects and initiatives regardless of the implementer, reassessing priorities and taking corrective measures to ensure that the recovery outcomes are realised in the most efficient, effective and transparent manner. The Recovery Steering Group led by the Premier and approved by Cabinet will have sufficient authority to effectively support and guide the recovery across all sectors and implementers.

The Government also established the RDA to assist with implementing priority projects. The RDA was established by the Virgin Islands Recovery and Development Act, 2018 and has been operational since August 2018. The Act

where a project lies in the ambit of a statutory body, the project will be delivered subject to the approval by resolution of the Board of the relevant statutory body.

provides for regulations that will provide the framework for how the Plan will be implemented including how the RDA and Ministries will work together to deliver recovery and development projects. Government is in the process of finalising regulations related to Ministerial Relations, Capacity Building and Procurement.

The Government established a ring-fenced Resilience Fund to be accessed by the RDA, specifically to fund priority recovery projects contained in the revised Recovery to Development Plan. It will rely on contributions from the Government (mainly through funds from the UK Loan Guarantee) and donors. The Resilience Fund is managed by an external fund administrator.

### Funding the Plan

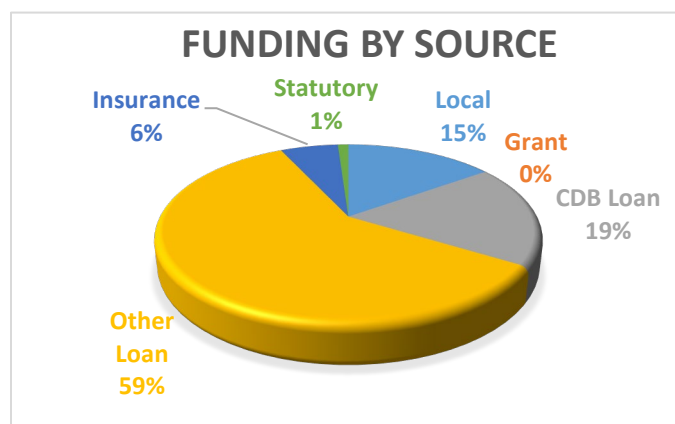
The estimated financing needs for the plan is in the region of \$186.9 million<sup>2</sup>. Approximately 40% is funded from insurance proceeds, UK monetary assistance, the Government budget and the rehabilitation and reconstruction loan and policy-based loan from the Caribbean Development Bank (CDB). Additional borrowing though the UK guarantee facility for example will be required to finance the funding gap of around 60% of the total cost of the Plan. See Figure 2.

### Recovery as a Launching Pad to National Sustainable Development

The Plan will act as the first step in the long-term development of the Territory, ensuring that the recovery efforts are aligned with the principles of resilience and sustainable development. The future National Sustainable Development Plan will provide continuity to these initiatives and ensure their integration with the national development processes.

Figure 2: Funding Sources

Funding Source	Total
Local	28,281,192
Grant	0
CDB Loan	34,783,000
Other Loan	110,839,800
Insurance	11,000,000
Statutory	2,000,000
<b>Total</b>	<b>186,903,992</b>



<sup>2</sup> This is based on preliminary costings of the projects that make up the revised Recovery to Development Plan. These

costs will be updated once the scope of the projects are defined and business cases developed.

## Contents

<b>1</b>	<b>INTRODUCTION</b>	<b>1</b>
<b>1.1</b>	<b>Recovery Progress</b>	<b>1</b>
<b>1.2</b>	<b>Recovery to Development Planning</b>	<b>1</b>
<b>1.3</b>	<b>The “Revised” Recovery to Development Plan</b>	<b>2</b>
<b>1.4</b>	<b>Recovery as a Stepping Stone to Long-Term Sustainable Development</b>	<b>3</b>
<b>2</b>	<b>IMPACT ASSESSMENT</b>	<b>5</b>
<b>2.1</b>	<b>Population</b>	<b>5</b>
<b>2.2</b>	<b>Education</b>	<b>6</b>
<b>2.3</b>	<b>Housing and Public Buildings</b>	<b>6</b>
<b>2.4</b>	<b>Health</b>	<b>7</b>
<b>2.5</b>	<b>Roads, Airports, Ports and Transportation Equipment</b>	<b>7</b>
<b>2.6</b>	<b>Water and Sewerage/Sanitation</b>	<b>8</b>
<b>2.7</b>	<b>Power</b>	<b>8</b>
<b>2.8</b>	<b>Telecommunications</b>	<b>8</b>
<b>2.9</b>	<b>Museums and Heritage Sites</b>	<b>8</b>
<b>2.10</b>	<b>Tourism</b>	<b>9</b>
<b>2.11</b>	<b>Agriculture</b>	<b>9</b>
<b>2.12</b>	<b>Fisheries</b>	<b>9</b>
<b>2.13</b>	<b>Environment</b>	<b>9</b>
<b>2.14</b>	<b>Economy and Fiscal Affairs</b>	<b>10</b>
<b>3</b>	<b>RECOVERY UPDATE</b>	<b>11</b>
<b>3.1</b>	<b>Primary Schools</b>	<b>11</b>
<b>3.2</b>	<b>Elmore Stoutt High School</b>	<b>11</b>

<b>3.3</b>	<b>Bregado Flax Educational Centre</b>	<b>11</b>
<b>3.4</b>	<b>Eslyn Henley Richiez Special Needs Learning Centre</b>	<b>12</b>
<b>3.5</b>	<b>School Equipment, Furniture and Books</b>	<b>12</b>
<b>3.6</b>	<b>Recreational Facilities</b>	<b>12</b>
<b>3.7</b>	<b>Housing</b>	<b>13</b>
<b>3.8</b>	<b>Waste Management and Debris Clearance</b>	<b>13</b>
<b>3.9</b>	<b>Health Services</b>	<b>14</b>
<b>3.10</b>	<b>Tourism</b>	<b>14</b>
<b>3.11</b>	<b>Agriculture and Fisheries</b>	<b>15</b>
<b>3.12</b>	<b>Electricity</b>	<b>15</b>
<b>3.13</b>	<b>Roads</b>	<b>16</b>
<b>3.14</b>	<b>Water and Sewerage Networks</b>	<b>16</b>
<b>3.15</b>	<b>Ports of Entry</b>	<b>17</b>
<b>3.16</b>	<b>Administration, Security and Law and Order</b>	<b>18</b>
<b>3.17</b>	<b>Disaster Management Systems &amp; Services</b>	<b>20</b>
<b>4</b>	<b>RECOVERY TO DEVELOPMENT PLAN</b>	<b>22</b>
<b>4.1</b>	<b>Restored Functionality of Human and Social Services</b>	<b>22</b>
<b>4.1.1</b>	Housing	22
<b>4.1.2</b>	Education	23
<b>4.1.3</b>	Waste and Debris Management	23
<b>4.2</b>	<b>Restored Government Functionality</b>	<b>24</b>
<b>4.2.1</b>	Government Buildings and Systems	24
<b>4.2.2</b>	Security and Law Enforcement	24
<b>4.3</b>	<b>Rehabilitated Tourism Product</b>	<b>25</b>
<b>4.4</b>	<b>Rehabilitated Physical Infrastructure</b>	<b>25</b>
<b>4.4.1</b>	Roads and Sea Defences	25
<b>4.4.2</b>	Water and Sewerage	26
<b>4.4.3</b>	Seaports – Passenger and Cargo	26
<b>5</b>	<b>RECOVERY PLAN IMPLEMENTATION</b>	<b>27</b>

<b>5.1</b>	<b>Institutional Recovery Framework</b>	<b>27</b>
5.1.1	Government Ministries	27
5.1.2	Recovery Coordination	27
5.1.3	The Recovery and Development Agency	27
5.1.4	Recovery Trust Fund	28
<b>6</b>	<b>FUNDING THE RECOVERY</b>	<b>29</b>
<b>7</b>	<b>NEXT STEPS – IMPLEMENTING THE PLAN</b>	<b>31</b>
<b>7.1</b>	<b>Finalisation of Draft Regulations</b>	<b>31</b>
<b>7.2</b>	<b>Public Engagement and Development of Legislation and Policies</b>	<b>31</b>
<b>7.3</b>	<b>Linkage between Recovery and Public Service Transformation</b>	<b>32</b>
<b>7.4</b>	<b>Building Resilience in Partnership with the United Kingdom</b>	<b>32</b>
<b>8</b>	<b>APPENDIX I – DETAILED LIST OF RECOVERY TO DEVELOPMENT PROJECTS</b>	<b>34</b>



# 1 Introduction

On 6 September, 2017, Hurricane Irma, a Category 5 hurricane, passed directly over the Virgin Islands, inflicting catastrophic damage to the islands.

Hurricane Maria, another Category 5 hurricane, followed shortly after, on 19 September, 2017 adding to the already unprecedented level of destruction.

The two hurricanes were preceded by a tropical wave on 7 August, 2017, which resulted in record levels of rainfall across the Territory, causing major flooding and landslides.

The three events of 2017, resulted in damages and losses almost triple the Gross Domestic Product (GDP) of the Territory and impacted the livelihoods of many and the economic and social infrastructure of the BVI.

Most persons sustained damages to their homes and property, and Territory-wide access to electricity, water and communication services was severely hindered.

The hurricanes caused varying levels of damage to most of the educational and health facilities, emergency shelters and police stations across the Territory, and curtailed the delivery of basic public services.

As one of the two main pillars of the economy, the financial services sector was very resilient and there was limited interruption to operations. However, the other pillar of the local economy, tourism, was heavily impacted, reducing its contribution to Gross Domestic Product (GDP).

## 1.1 Recovery Progress

To date, through the collective efforts of the Government, the private sector, NGOs, civil society and other development partners,

significant progress has been made in rebuilding the Territory's infrastructure restoring various sectors that were impacted.

Electrical power was restored to virtually 100% of communities by March 2018, the water supply is now back to pre-disaster levels and key roadways are more motorable given Government's investment in remedial repairs.

With the help of private donations and non-profit organisations several schools across the Territory have been repaired and renovated or rebuilt. To date students have returned to normal school life in a safe and healthy environment.

Several community clinics and health care facilities have been renovated and restored to ensure the resumption of critical services to the most vulnerable.

One of the main seaports, which serves as a gateway to the Territory has reopened with the erection of a temporary facility. This has allowed for the resumption of regular ferry services to and from this busy port, greatly increasing access to the Territory and enhancing the tourism product. Planning for the long-term development of a fit for purpose facility has commenced.

Notwithstanding the progress that has been made over the last two years, there is still significant work to be completed to ensure that BVI continues along the road to recovery in a resilient and sustainable way.

## 1.2 Recovery to Development Planning

In October 2017, the Cabinet approved the establishment of a Disaster Recovery Coordinating Committee (DRCC) to articulate the strategic directions and policy framework for the Territory's recovery and the Disaster Recovery

Task Force (DRTF)<sup>3</sup> focused on the implementation aspects of recovery.

In November 2017, the DRCC, working with the DRTF, developed the *Preliminary Recovery and Development Plan*, with the initial list of priority actions in the short, medium and long term for each sector and sub-sector critical for the Territory's recovery and development. It identified priorities, proposed plans and timeframes, indicative costs for implementation and the structure to facilitate the Territory's recovery.

The Preliminary Plan was presented to the United Kingdom (UK) Government as a preliminary roadmap for the Territory's recovery and was used as the basis for negotiating the £300 million loan guarantee with the UK Government. It was agreed by both the UK Government and Government of the Virgin Islands that this was not a final plan and it had to be further developed with inputs from the public and relevant stakeholders. The Preliminary Plan thus formed the basis for Territory-wide public and stakeholder consultations.

On 22 December 2017, a simplified version of the Preliminary Plan was published in the form of a document titled "*Public Consultation on the Recovery and Development of the British Virgin Islands*" and was used as the vehicle for conducting public and stakeholder consultations during January and February 2018. The feedback from eight stakeholder and 15 public consultation meetings throughout the Territory along with 35 written submissions was compiled into a Stakeholder and Public Consultation Report.

In response to the public feedback to have the development aspects reflected more strongly,

the Plan was structured as a Recovery to Development Plan, which while focusing on the recovery of the Territory, it laid the foundation for a comprehensive National Sustainable Development Plan to guide future growth of the Virgin Islands.

The Recovery to Development Plan of the Virgin Islands, approved by Cabinet and later the House of Assembly in October 2018, was a synthesis of the Preliminary Recovery and Development Plan and the Stakeholder and Public Consultation Report. It also reflected additional inputs from sectoral experts, relevant Ministries and Statutory Bodies, received through follow-up discussions after the stakeholder and public consultations.

### 1.3 The "Revised" Recovery to Development Plan

The new Administration, elected in February 2019, has comprehensively examined the recovery structures, institutions, processes and progress to date and has decided, given its mandate, to make a concerted effort to accelerate the pace of the recovery over the next 3-4 years.

In reviewing the previous Recovery to Development Plan the Government concluded that it was broad in scope and leaned more towards development at the expense of a more granular approach to recovery. Consequently, a collective decision was made to create a Plan that concentrated on specific sectors and projects that are instrumental to The Territory's continuing recovery but still linked to future development. By adopting this accelerated approach to recovery, the Territory is placed in a stronger position to attain its longer term Sustainable Development Goals (SDGs).

---

<sup>3</sup> Consisted of Permanent Secretaries and senior public sector officials.

The Government acknowledges the extent of public and stakeholder participation and the significant information that was compiled and the work that went into preparing the Recovery to Development Plan that was approved by the House of Assembly in October, 2018. The “Revised” Recovery to Development Plan (the Plan) not only takes into consideration recovery work and projects completed and recently commenced but it also encompasses various aspects of the work previously done.

The Plan will be implemented collaboratively by the Government, the Recovery and Development Agency (RDA), the private sector, donors and charities and development partners. The Government fundamentally believes that a more focused Recovery to Development Plan will provide all implementers with a clear mandate for delivery within a specified timeframe.

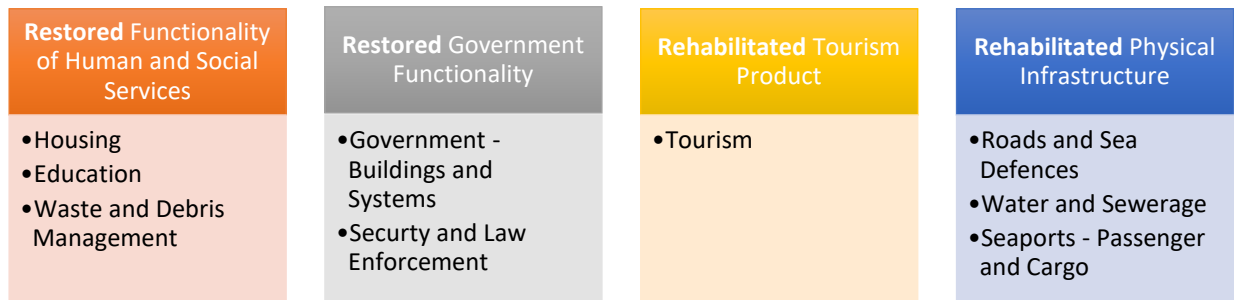
This Plan will focus on achieving the following outcomes within these priority sectors. See Figure 3 below.

### 1.4 Recovery as a Stepping Stone to Long-Term Sustainable Development

A more recovery-focussed plan by no means indicates that development planning will be neglected or the Territory’s development agenda has been derailed or curtailed. Instead it provides the opportunity to clearly articulate the longer-term (20-30 years) development priorities and actions and affords the Government the time to have extensive consultations with all sections of society.

The National Sustainable Development Plan which is a priority for this Government will be aligned closely to the achievements made on recovery and the Government’s development mandate. Since the development planning process will be participatory, it will also reflect the development aspirations of Virgin Islanders and will also incorporate existing sectorial plans and the development framework SEED (Social, Economic, Environmental and Direction/Governance) and ensure that the Territory is working towards achieving the SDGs<sup>4</sup>.

Figure 3: Outcomes by Priority Sectors



<sup>4</sup> The SDGs are a collection of 17 global goals developed by the United Nations in 2015 as a universal call to action to end poverty, protect the planet and ensure that all people

enjoy peace and prosperity. They provide clear guidelines and targets for all countries to adopt in accordance with their own priorities and the environmental challenges of the world at large.

The remaining sections of the revised Recovery to Development Plan are as follows:

**Section 2:** Impact Assessment – includes information on the human, social, infrastructure, environmental and economic and fiscal impacts of the disasters.

**Section 3:** Recovery Update – provides an overview of the the status of recovery to date<sup>5</sup> by sector.

**Section 4:** Recovery to Development Plan – identifies the main priority sectors and priority projects to be implemented.

**Section 5:** Recovery Implementation – provides an overview of the insitutional arrangements in place to manage the implementation of the recovery.

**Section 6:** Funding the Recovery – identifies the major sources of funding for the recovery.

**Section 7:** Next Steps – outlines the way forward implementing the revised Recovery to Development Plan.

**Section 8:** Appendix I – detailed list of recovery to development projects.

---

<sup>5</sup> As of 31 August, 2019.

## 2 Impact Assessment

In an attempt to acquire a preliminary understanding of the damage and impacts sustained by Hurricanes Irma and Maria, the Government of the Virgin Islands under the leadership of Department of Disaster Management (DDM), conducted a preliminary assessment. The 'Hurricane Irma Preliminary Impact Report' provided a snapshot of the impact on infrastructure and productive and social sectors.

Subsequently, in November, 2017 the United Nations Economic Commission for Latin America and the Caribbean (ECLAC) conducted a more detailed assessment and prepared a report using its Damage and Loss Assessment (DALA) methodology.

The report features and quantifies the economic damage, loss, and additional costs associated with Hurricanes Irma and Maria. The monetary estimate of the disaster is US\$2.6 billion. See Figure 4 for breakdown. This section provides a brief description of the overall assessment of damage and loss incurred<sup>6</sup>.

Additionally, the impact on the overall economic and fiscal situation was analysed by Government.

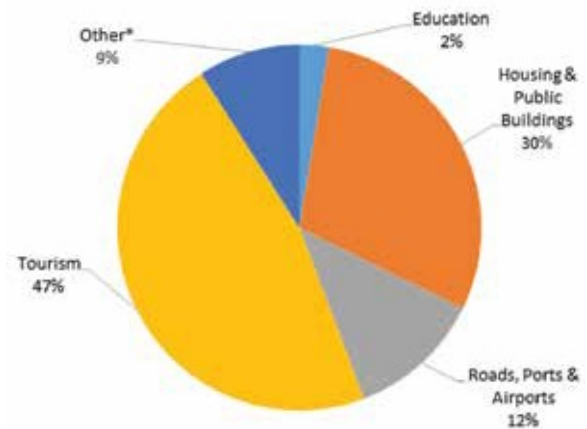


Figure 4: Damage Costs by Sector

\*Other includes: Health, Water & Sewerage, Power, Telecom, Agriculture, Fisheries and Environment

### 2.1 Population

The majority of the population of the British Virgin Islands were affected in some manner by the passage of Hurricanes Irma and Maria. Most persons sustained damages to their homes and property and territory-wide access to electricity, water and communication was severely hindered immediately following the passage of Hurricane Irma. The most affected communities were Huntums Ghut, Cane Garden Bay, Long Look/ Fat Hogs Bay, Jost Van Dyke, Northern Ridge and Coastal communities on Tortola; and North Sound Virgin Gorda. Four deaths and 125 hurricane-related injuries were reported after Hurricane Irma; no casualties were reported for Hurricane Maria.

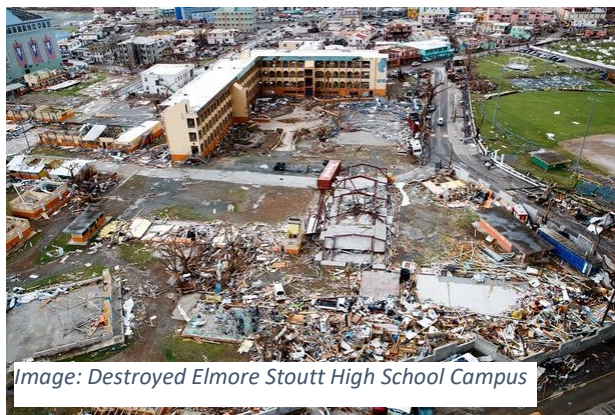
Approximately 351 registered persons occupied various shelters throughout Tortola with other displaced persons finding refuge in unofficial shelters, including churches and other community facilities. Emergency assistance immediately after the storm was provided in the

<sup>6</sup> Summary based on information from the 'Hurricane Irma Preliminary Impact Report – British Virgin Islands' and

draft ECLAC Report – Assessment of the Effects and Impacts of Hurricane Irma (British Virgin Islands).

form of shelter, food, water, clothing, medical attention and hygiene items to most affected in the community.

Given the level of devastation, several persons left the Territory via various avenues. Some employers (mainly from the financial services sector) evacuated employees to other jurisdictions as part of their business continuity plan and many children were relocated to the United States mainland or other Caribbean islands to stay with family members to continue their schooling. Although an exact figure is not available since emigration data was not compiled, estimates are in the region of 10%<sup>7</sup>.



## 2.2 Education

The education sub-sector incurred significant damage mainly to the public school infrastructure. The hurricanes caused varying levels of damage to most of the public school facilities across the Virgin Islands. Six of the eighteen public schools were totally destroyed<sup>8</sup> and were rendered unusable with the remainder experiencing mild to moderate damage to roof, windows and doors. The main secondary school – Elmore Stoutt High School (ESHS), lost majority of its buildings and will have to be reconstructed.

<sup>7</sup> Approximation from the 'Hurricane Irma Preliminary Impact Report – British Virgin Islands' Report.

<sup>8</sup> Jost Van Dyke Primary, Eslyn Henley Richiez Learning Centre, Elmore Stoutt High School, Enis Adams Primary,

Private primary and secondary schools received some damage but were for the most part usable.

The only tertiary institution - the H. Laverty Stoutt Community College (HLSCC) suffered major damage to the main building at Paraquita Bay Campus as well as the Virgin Gorda satellite campus. Roof and window damage along with loss of furniture and equipment resulted in loss of teaching and classroom time. The closure period averaged from four to eight weeks depending on the extent of damage to school infrastructure.

Total cost to education was approximately US\$60.0 million.

## 2.3 Housing and Public Buildings

Residential buildings were severely impacted by the hurricanes with the majority suffering damage to roofs, windows and walls as a result of the intensity of the wind, flying debris and exposure to the rain. According to Town and Country Planning, a total of 6,944 residential buildings were damaged throughout the Territory at a cost of approximately US\$572.4 million. At least 30% of them suffering major damage or being totally destroyed. This resulted in persons living in unsafe conditions after the hurricanes or forced to move in with family and friends or relocate to shelters.

A significant number of public buildings suffered the same fate as dwellings. Damage to schools, health establishments, post offices, and fire and police departments was in the region of US\$29.6 million.

Total cost to the housing and public buildings sub-sector, including loss and additional costs associated with demolition, amounted to approximately US\$680.2 million.

Robinson O'Neal Primary, and Bregado Flax Education Centre Secondary Division.



## 2.4 Health

Health facilities throughout the Territory were impacted by the Hurricanes to varying degrees from roofs destroyed to minor window and door damage as well as equipment destruction. Overall, the damage and loss ranged from minor to moderate. The major hospital Peebles suffered moderate window, door and equipment damage.

Similarly, the clinics and elderly homes sustained roof, window and equipment damage. Total costs to the sector was approximately US\$5.1 million.

## 2.5 Roads, Airports, Ports and Transportation Equipment

The road infrastructure on the major islands was severely impacted by the hurricanes and earlier floods. Tortola and Virgin Gorda suffered the most damage. Roads especially on the northern coast of Tortola were inundated by sea surge after seawall defenses gave way. This rendered the roads impassable immediately after the storm cutting off access to the capital for residents on the north western side of Tortola.

Interior roads were eroded and blocked by landslides, debris such as falling poles, materials from buildings, destroyed vehicles, etc. that were dispersed by the storm. Vehicular mobility

was severely impacted making walking, bicycles and scooters the most reliable mode of transportation immediately after Hurricane Irma. The estimated damage to roads and seawalls was approximately US\$69.0 million.

The main airport on Beef Island, Tortola (TB Lettsome International Airport) suffered the most damage. Although the terminal building only suffered moderate damage to its roof and windows, the control tower, fire department building and some offices of the Airport Authority were severely damaged. The airports on Virgin Gorda and Anegada suffered much less damage. US\$11.4 million worth of damage was estimated.

Given the intensity of the wind and storm surge, ports, docks, marinas and ferry terminal buildings on all the major islands were significantly damaged. Although the dock at the main port facility at Port Purcell escaped major damage, some of the administrative buildings were destroyed. The ferry terminal at the western end of Tortola was totally destroyed and the main ferry terminal building in Road Town sustained major damage to its roof. Ferries had to be re-routed to the cruise pier facility, which received minor damage. Estimated damage was in excess of US\$26.8 million.

The total cost to the roads, airports, ports, transportation equipment was US\$274.4 million.



Image: Damaged yachts on dry dock

Boats (unrelated to the charter yacht industry) such as ferries, cargo vessels, etc. and private and commercial vehicles were wrecked. Boats were uprooted from the ocean with quite a few ending up on the land. Most vehicles were either totaled or received substantial damage to the body windscreens

(windows). Damage to transport equipment was US\$95 million.

## 2.6 Water and Sewerage/Sanitation

The water distribution system (especially service lines) and pumps were severely damaged thus affecting distribution of water to households. Meters were also destroyed hindering the ability to measure usage and bill customers accordingly. The interruption of power in all the islands prevented production of water at desalination plants for long periods of time, affecting the supply of water to households and businesses. Many of the storage tanks on Tortola sustained damage, including those at Sabbath Hill, Balsam Ghut, Maya Cove, Hannah's Hill and Zion Hill.

In terms of sewerage the main pumping station in Road Town was damaged and sewerage treatment plants at Burt Point and Cane Garden Bay were not functioning as a result of electrical power issues. Overall damage and other costs in the water and sewerage sector was estimated to exceed US\$63.9 million.

## 2.7 Power

The generation, transmission and distribution infrastructure of the power sector was catastrophically damaged causing a major blackout throughout the Territory. Power supply to households, businesses and government operations was provided by stand-by generators. More than 50% of poles were either broken or left leaning with most being stripped of power lines. There was also damage to one of two main power generation buildings at the Pockwood Pond Plant. Total cost amounted to US\$52.1 million.

---

<sup>9</sup> The damage to museums and heritage sites has not been assessed or costed comprehensively and was not included

## 2.8 Telecommunications

In the telecommunications sector, the majority of damage sustained by the telecommunications network was to above-ground wire and cables, antenna masts, satellite dishes and cell towers. Landline and fixed broadband services were severely interrupted and cell coverage immediately after the storm was patchy. Satellite dishes for the only cable service provider were destroyed ending their service. Underground fibre-optic cables and subsea and landing stations were not significantly affected. The sum of damage, loss and additional costs from Hurricane Irma is estimated at US\$ 66.7 million.

## 2.9 Museums and Heritage Sites

Museums<sup>9</sup> and heritage sites were damaged and artefacts have been lost. Her Majesty's Prison Museum, one of the major public museums, lost windows and doors and the contents of the gift shop. The 1718 Sugar Works Museum sustained major damages to the roof destroying the majority of the Virgin Islands natural history exhibits. The building housing the folk museum was completely destroyed and only a few of the artifacts were saved. The contents of the Governor House Museum have been affected as a result of severe roof damage.

One of the major heritage sites on Virgin Gorda – the Copper Mine suffered significant deterioration from the hurricanes. The Wreck of the Rhone is mainly intact baring some damage to the helm. Other private sites have also been destroyed including the Great Thatch Customs House and the Brewers Bay Sugar Mill.

in the damage and loss assessment done by ECLAC. Narrative is based on discussions with cultural practitioners.

## 2.10 Tourism

The destruction caused by the hurricanes to the tourism industry was substantial. There was extensive damage to both land-based and sea-based infrastructure. Major hotels, villas, guest houses and restaurants were destroyed or severely damaged. Many of the tourist facilities are close to the sea; so, in addition to wind damages they were exposed to the ravages of the storm surge. The damage to yachts was also significant, with several vessels capsized, sunk or ending up on the land. The total cost the hurricanes to the tourism sector is approximately US\$1.2 billion.



Image: Coastal destruction – Cane Garden Bay

## 2.11 Agriculture

The agricultural industry was severely affected. Hurricanes Irma and Maria destroyed farm structures (pens, slaughter houses), fencing, roads, equipment, water tanks, crops, trees and other agricultural inputs. Farmers with smaller livestock like sheep, goats, pigs and chickens suffered major losses. Poultry farms were totally wiped out. The Greenhouse Project<sup>10</sup>, which consisted of three greenhouses was totally destroyed. The drip irrigation supplies

and weed barriers were significantly impacted by the wind. The total cost to the agricultural subsector is estimated at about US\$ 10.7 million.

## 2.12 Fisheries

Despite the efforts of fishermen to safeguard their vessels, the intensity of the storms resulted in many boats left on land damaged and some that were left in the water sunk.

Fishing equipment was also lost. Many of the traps left in the sea were lost and could become 'ghost' traps. The Fishing Complex sustained structural damage to the building and all freezers were lost. Apart from the damage caused to boats, fishing traps and other equipment, fishermen throughout the Territory were affected by loss in income. The total cost to fisheries is estimated at US\$2.9 million.

## 2.13 Environment

Ecosystems such as forests, mangroves, ponds, coral reefs, seagrass beds and beaches received significant damage from the hurricanes. Trees were uprooted and stripped of their barks and branches. Vegetation (for example sea grapes and coconut palms) nearest to the coastal areas were totally destroyed by the storm surge. Mangroves for the most part remained rooted, but limbs and branches were broken off by the severity of the winds and wave activity.

The storm surge also washed up lots of sand following the removal of the coastal vegetation resulting in significantly wider beaches. Ponds, low-lying areas and ghuts were littered with debris and sediment from run-off and thus were clogged and contaminated. This restricted the flow of water to the sea, causing flooding. Coral

---

<sup>10</sup> Cost of damage not included in agriculture estimates.

reefs and seagrass beds suffered damage from high wave energy and heavy sedimentation from flooding. Total damage and loss to the environmental sector is in the region of US\$6.9 million.

## 2.14 Economy and Fiscal Affairs

The disasters of August and September 2017 tested the buoyancy of the Virgin Islands economy. Prior to the disasters, consistent GDP levels have been driven mainly by growth in the tourism industry and relative stability of the financial services sector, despite international pressures. Given that land and sea tourism were heavily impacted by Hurricanes Irma and Maria, tourism's contribution to GDP is expected to be curtailed in the near future. Estimates showed overall tourist arrival numbers falling by 34% between 2016 and 2017. As the industry rebuilds and tourist numbers especially overnights that contribute the most to GDP, begin to return, expectations are that the GDP will rebound.

Fortunately, the financial services industry has been more resilient to the hurricanes. Although businesses had to temporarily relocate to other jurisdictions, incorporation figures were not significantly affected. A strong fourth quarter performance in 2017 meant that the number of incorporations increased by 3% from 2016.

Recovery will bring a resurgence of construction-related activity and this is expected to contribute significantly to economic growth and help to fill the gap caused by a decline in tourism. Preliminary forecasts by the Ministry of Finance indicate a decline in GDP and economic performance by about 3% in 2018, with a return

in possible growth by 2019 and onwards as the Territory recovers<sup>11</sup>.

Historically revenue from the incorporation of companies accounted for approximately 60% of Government revenue. Given the resiliency of the financial services industry, revenue from this source did not decrease post Irma. Strong incorporation and re-registration figures meant strong revenue collections. However, given the destruction caused in other sectors of the economy and the temporary disruption of Government services, other revenue sources have suffered.

Payroll tax and customs duties (the next two big revenue earners for government outside of incorporation revenue) declined by 7% and 22%<sup>12</sup> respectively between 2016 and 2017. Hotel Accommodation Tax dropped by 21% signifying the loss in revenue as a result of closure of many of the larger hotels. Overall revenue was boosted by receipts from the financial services industry and declined by only 5% in 2017.

---

<sup>11</sup> These estimates have not taken into consideration any fallout from the recent mandate from the UK Government re: imposition of public beneficial ownership registry or any potential natural disasters.

<sup>12</sup> Mainly as a result of the customs duty break that was given for the last 3 months of 2017.



### 3 Recovery Update

The recovery of the Territory continues to progress in earnest with a number of projects being undertaken. This section provides an update on some of the major recovery infrastructure projects undertaken by Government, the RDA, private donors, civil society and regional and international development partners.

#### 3.1 Primary Schools

The schools that received the least amount of damage were all rehabilitated and reopened between 2017 and the early part of 2018 with extensive assistance from community volunteers and donors. These included: Willard Wheatley, Francis Lettsome, Joyce Samuel, Alexandrina Maduro, Althea Scatliffe, Ebenezer Thomas and Ivan Dawson Primary Schools on Tortola; the Jost Van Dyke School; the Bregado Flax Educational Centre-Primary Division on Virgin Gorda and the Claudia Creque Educational Centre on Anegada.

The Government worked steadfastly on reconstructing schools that were deemed unusable or severely damaged. The new buildings include disaster resilient features making them more robust to withstand future disasters. The Robinson O'Neal Memorial and Leonora Delville Primary Schools along with the Enid Scatliffe Pre-Primary School were completely reconstructed by Government and/or private benefactors and have reopened. With the assistance of a private donor the Enis Adams Primary School reopened in September 2019 and students have returned to the learning institution.

#### 3.2 Elmore Stoutt High School

The rehabilitation of the **Elmore Stoutt High School (ESHS)** has been a priority for the Government and resources from the

Government's recurrent budget were committed to facilitate the return of secondary school students to normal school hours by repairing the main building (L-shaped section) of the Elmore Stoutt High School. The junior students started the September 2019 school term in the reconstructed main building while the senior students occupy the refurbished CTL Building which previously housed both groups. This ended the shift system that was in place since school restarted post-Irma.

Modular temporary classrooms have also been erected at the ESHS compound to house the school's music programme.



*Image: L-Section building of the Elmore Stoutt High School.*

#### 3.3 Bregado Flax Educational Centre

Phase one of the restoration to this school included works to the building of Bregado Flax Educational Centre Secondary Division, which was completed at the end of August 2019 with contributions from private donors. With the completion of phase one, high school students began the September 2019 school year in the newly refurbished facility, while primary school students, which were also displaced to temporary facilities, have been relocated to the Primary Division. The remaining works (phase

two) funded through the Caribbean Development Bank (CDB) Rehabilitation and Reconstruction Loan (RRL) are in the initial stages of procurement of the works.

### 3.4 Eslyn Henley Richiez Special Needs Learning Centre

The **Eslyn Henley Richiez Special Needs Learning Centre** which provides training for children with special needs was completely destroyed and currently the students are being educated at the Althea Scatliffe Primary School in Road Town.

A new building will be constructed at its current location in John's Hole, Tortola, financed by the CDB RRL, along with funds raised by Miss World (\$55,000) as well as other contributions from the private sector and philanthropic organisations. The contract has been signed for design and architecture work of the new building and it is expected to be completed by December 2020.

### 3.5 School Equipment, Furniture and Books

To restore schools to full functionality and improve the learning environment, Government has committed finances from the CDB RRL to replace all damaged office equipment, kitchen appliances, furniture, school books in the Primary and Secondary schools throughout the Territory. The Government has also committed resources from the CDB RRL to restore Information and Communication Technology in educational facilities across the Territory. Following a series of tender processes, vendors have been contracted, and in some cases have delivered on the requirements to supply the goods and equipment.

In addition to Government's contributions generous support has been received from individuals, NGOs and private sector entities. These include donations of computers, printers, smart televisions and other electronic items.

### 3.6 Recreational Facilities

Renovation of the **AO Shirley Recreational Grounds** is almost complete. To date the new track has been laid under the supervision of technicians from Mondo (a sport, gymnasium, Olympic and artificial turf flooring company) and athletes have been using the facility once again for training and track meets and the general public for recreational activities. Repairs to the perimeter wall have commenced with the construction of the concrete frame to support the plastic recyclable panels. Installation of the bathroom facilities and related groundworks are nearing completion. Tendering for the installation of lights and grandstands will commence in the near future.

The RDA, in consultation with the BVI Olympic Committee (BVI OC), the BVI Athletic Association (BVIAA), the Ministry of Education, Culture, Youth Affairs, Fisheries and Agriculture and the Recreational Trust, is overseeing the rebuild of the A.O. Shirley Grounds including the bidding process and engagement of contractors for the installation and repairs to the facilities. The project is financed through grants from BVI OC and the BVIAA and private donors and monies directly from the Government.



Works on the **Virgin Gorda Sports Complex** structure began in July 2019, which included remedial works on the steel frame, damaged



roof and wall panels. The project, which is expected to be completed in October 2019, will also feature repaired bathroom facilities, new flooring and improved parking facilities.

A number of **basketball courts** in the Territory have been refurbished and restored with the generous support from volunteers and community members as well as using Government funds. These include Greenland, Purcell Estate, Capoons Bay, Carrot Bay, and West End.

### 3.7 Housing

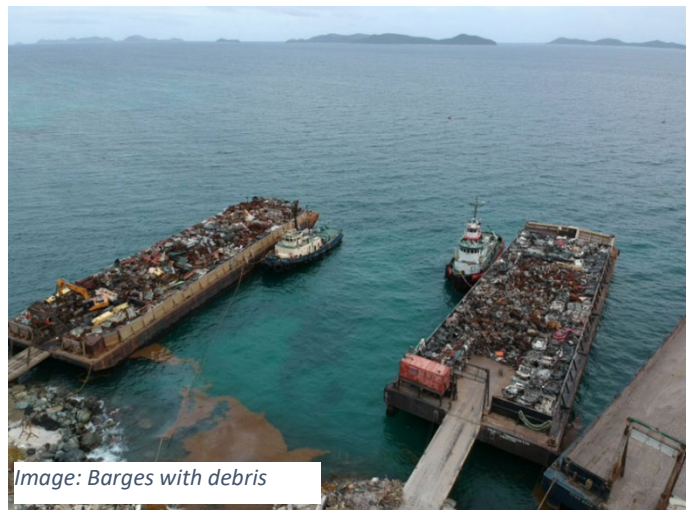
Recovery of the housing sector was a priority to Government. Initially with funding and expertise from the UK Government (\$1.2 million), the Government was able to assist persons in need of immediate house repairs through a materials donation programme which came to an end 31 October, 2018. Through a series of competitive bidding processes, contracts were awarded to local contractors to repair 20 homes spanning Tortola, Virgin Gorda, Jost Van Dyke and Anegada. A further 26 households have received the materials needed to carry out independent repairs to their houses.

Cabinet approved the Virgin Islands Housing Recovery Policy and the Housing Recovery Plan (2017-2019) in December 2017 to guide the first stages of the post hurricane housing recovery. The Policy provided for the Housing Recovery Assistance Programme (HRAP) which consists of a combination of grants, loans and social housing assistance for the repair or reconstruction of damaged homes and rental properties. Based on the number of applicants and damages sustained the funding request for the programme is approximately \$40 million. The Government thus far has allocated \$15 million to the programme.

### 3.8 Waste Management and Debris Clearance

The **special debris clearance project** commenced in August 2018 and was a collaborative effort between the RDA and the Department of Waste Management (DWM) to collect and remove Irma-related debris from Tortola and Jost Van Dyke.

The project focused on removing debris from six zones across the Territory, by encouraging residents to place household debris such as appliances, windows, doors, furniture and roofing material in specially marked bins. These bins were emptied daily for an approximate period of 6 weeks.



Nearly 500 garbage-truck loads of debris were taken to Pockwood Pond, weighing approximately 1,200 tonnes.

A programme specific to **derelict vehicle** collection and removal was also launched. This programme concentrated on removing the derelicts from around the Islands then compacting and storing them at a private site in Pockwood Pond with plans for subsequent removal from the Territory.

Approximately 3,000 vehicles were collected from around the Island and as of December 2018, approximately 700 of those have been shipped out of the Territory.

The DWM's derelict programme continues.

Another important aspect of debris clearance is the removal of the plethora of **derelict vessels** that line the coastline and bays and have environmental as well as economic impacts to the Territory. Some vessels have been removed by the owners but there still remains approximately 288 derelict vessels that need to be removed and disposed of.

The RDA, in collaboration with Ministry of Natural Resources, Labour and Immigration, has scoped a project for the removal of derelict vessels. The project is now in the tender phase and the project is expected to commence during the fourth quarter of 2019.

A comprehensive **Waste Management Strategy** is a key aspect of the recovery and development of the Territory. The Ministry of Health and Social Development has engaged a consultancy for up to nine months to revise the existing strategy and to develop a new legal framework for waste management, its operations, litter, derelicts, payments and fees, collection and disposal practices including greening, recycling, waste reduction and landfill usage. The draft strategy is expected to be delivered to the Ministry in September 2019.

### 3.9 Health Services

Of the 10 **Health Clinics**, two received no damage (Anegada and East End Clinics) and were operational right after the storms. All the clinics have now reopened and are functioning.

Urgent repairs to ensure the proper functioning of the **New Peebles Hospital** were completed soon after the storm. Additional repairs to the roof and windows through the insurance settlement on the facility. These remedial works are now completed.

The designs for the refurbishment of the **Old Peebles Hospital** for the expansion of the Road Town Clinic, and specialist out-patient services have been completed.

The Government was committed to not only building back the **Adina Donovan Home** but utilising environmentally friendly techniques.

With the financial assistance of the United Kingdom's Department of International Development (DFID) and the Government of Canada, through the Pan American Health Organization (PAHO), repairs were done to the roof along with internal repairs, solar panels were added (supplying 20-30% of the energy use), energy efficient light-bulbs and appliances were installed.

This project incorporated the 'SMART' standards as advanced by PAHO and is a prime example of the Government's pledge to build back the Territory stronger, greener, smarter, more resilient and sustainable.

### 3.10 Tourism

The real impact of the infrastructural damage to the tourism sector was felt immediately. In the last quarter of 2017 tourist arrivals decreased by over 90% when compared to the same period in 2016. This negatively affected employment, auxiliary businesses such as restaurants, taxi services, wholesale and retail businesses, local apparel and souvenir establishments and government revenue.

The Government thus diverted very quickly resources to re-building the tourism infrastructure, cleaning up the Territory, rehabilitating the road network especially along the tourist 'corridor', improving the tourism product and providing assistance and incentives to the accommodations sector (hotels and yachting) to facilitate the rebuild.

The Government also embarked on a revitalisation project for the Cane Garden Bay area. Projects completed include: the reconstruction and repairs to the beach vender stalls and bathrooms, repairs to the dock located at Ross and erection of welcome and safety signs, and repairs to the graveyard perimeter.

The Tourist Board completed a series of projects to improve the tourism product including the rehabilitation and enhancement of the Prison Museum, the Faulkner Museum and Fisherman's Wharf, replacement of lost signage throughout the Territory, and rebuilding various lookout sites that were damaged.

The overnight market is recovering led by the charter yachting industry. The bare boats segment of the market is on target to be close to pre-Irma capacity by the 2019/2020 winter season. Land-based tourism numbers are rebounding and are expected to increase as the larger resort hotels re-open. With the cruise pier facility fully functional the BVI is now fully back on the cruiseship rotation and had a successful 2018/2019 season.

### 3.11 Agriculture and Fisheries

Initially, assistance for farmers and fisherfolk was on a case by case basis with financial assistance given for the purchasing of new fishing boat engines and feed for farmers. A shipment of materials and supplies for farmers and fishermen such as buoys, fishpots, wire, fencing, water tanks valued at \$117,376 was distributed the end of February, 2019.

Government provides a Fishing Complex which is essential for facilitating the storage, distribution and sale of locally caught fish and seafood. The Complex was made inoperable during the passage of hurricane Irma. Although an insurance settlement was agreed by Cabinet and the payout (\$400,000) has been received for fixing the Fishing Complex, the Government is

considering the relocation of this facility to better serve the needs of local fisherfolk.

### 3.12 Electricity

The electrical network throughout the Territory was totally destroyed after the passage of the storms, necessitating a total rebuild.

With the help of regional partners and the UK, the British Virgin Islands Electricity Department (BVIEC) embarked on an ambitious project to have the power resored to the Territory. With its partners, BVIEC was able to have power restored to virtually 100% of communities in the Territory within 6 months.



Image: Repairing the grid (BVI Beacon)

In addition, remedial works were undertaken to the roof of the Pockwood plant station as well as repairs and updates to two engines.

The rehabilitation works and the rebuild of the grid was completed for an estimated \$20.3 million.

### 3.13 Roads

Substantial damage was sustained to the road network Territory-wide as a result of the floods and hurricanes of 2017. Coastal roads were severely compromised because of sea surge while interior roads were eroded and undermined by land and rock slides.

The immediate response efforts involved performing general clearance of drains and roadways to ensure that the road network was safe and functional for commuters. Estimated costs for this project was approximately \$2.5 million and financed mainly through the CDB Immediate Response Loan and the Government's budget allocations.

To ensure that the roads were motorable, the Government invested in overlaying, grading, filling and other remedial repairs to key roadways throughout the Territory. The majority of the works were done by the Public Works Department with asphalt purchased through private sector contracts.

Road repairs on the sister islands were also a priority. On Anegada recasting of the concrete on damaged sections of the road network has been completed. On Virgin Gorda some patching was done and works continue on the Lee Road project.

Government, through the CDBRRL, has secured the expertise of a consultant to properly design and oversee the construction of some road segments and road supporting structures. It is expected that the designs will be used as a model for developing standards for roads throughout the Territory. The tender process for the CDB RRL component of road rehabilitation is expected to commence during the fourth quarter of 2019.

### 3.14 Water and Sewerage Networks

Generally, the **water network** is back to pre-storm levels having undergone continuous repairs to the distribution system, as well as to a number of plants across the Territory.

All plants on Tortola are functional. However, there continues to be some problematic areas where water rationing occurs. These include Sea Cows Bay, Luck Hill, Soldiers Hill and some parts of Cane Garden Bay and Brewers Bay. These areas are impacted when pumps are down or there are breakages in the main distribution lines. In addition, Carrot Bay experiences some down time to allow for the continuous upgrade of the private plant.

The problematic areas outlined above are being mitigated through ongoing works to improve the "Ridge Road" distribution system with the installation of new pumps and repairs to lines. It is anticipated that after installation of new pumps remedial works will have to be undertaken to replace the main distribution lines with high density pipes.

The plant on the sister island of Jost Van Dyke is 100 percent functional after undergoing a complete rebuild. Virgin Gorda and Anegada are also 100% functional save for interruptions in Anegada due to ongoing power issues, and in Virgin Gorda due to breakages which now demands replacement to high density pipes from the plant in Handsome Bay to the Minton Hill reservoir.

A number of repairs have been undertaken to various aspects of the **sewerage network** and plants post Irma, including interim repairs to Burt Point, repairs of major sewerage lines, repairs to Road Town and pumping stations, clearing, pumping, and vacuuming of sewer lines.

Notwithstanding, the national sewerage network remains significantly damaged,



particularity since the storms. The main plant at Burt Point sustained high levels of damage and is currently not functional. However, a comprehensive assessment has been undertaken by Bi Water and is being used to develop a Terms of Reference for tendering its repair. In addition, a recently concluded assessment of the sewerage has been undertaken for key areas of East End and Cane Garden Bay and Road Town.

New designs for the East End/Long Look sewerage network have been recently completed. Tendering for the construction of the project is expected to commence during the first quarter of 2020.

For Cane Garden Bay, it has been identified that a completely new sewerage network must be put in place. Designs have been completed which contemplates the removal of three dozen pumps currently operating the system to be replaced with six dozen pumps, a new treatment plant, replacement of the piping network and accompanied by a maintenance and training plan. Tendering for the construction of this project is expected to commence in the fourth quarter of 2019.

### 3.15 Ports of Entry

Remedial works were undertaken at all the **seaports** of entry and they have been reopened and are currently operational, including the West End Ferry Port which is operating out of a temporary facility but is accepting private as well as international vessels.

A substantial rehabilitation project was undertaken in relation to the Road Town port which included repairing the roof and offices, extending the departure lounge, reconfiguring and extending the entry halls and expanding baggage handling and storage.

Although the dock at the Cargo Port at Port Purcell remained intact and therefore became

operational quickly, major damage was done to the warehouse structures that negatively impacted the port's operations. Consequently, works were undertaken at the Cargo Port at Port Purcell to make it functional, including demolition to the cargo warehouse, relocation of customs and administration offices, as well as a number of logistics improvements.

Reconstruction works to the damaged buildings at Pier Park have also been concluded.

All **airports** in the BVI are open and functioning. **The Taddy Bay Airport** in Virgin Gorda was the most recent to reopen – 2<sup>nd</sup> November, 2018. The refurbished fire tender has been purchased and is in place and the landing strip, which was badly damaged has been regraded. The Terminal building has also been refurbished and the original fuel depot has been turned into a firebase. These were all pre-requisites for operating the airport.



**The Terrance B. Lettsome International Airport** suffered the most damage mainly to the control tower, fire department building and perimeter fence. The perimeter fence has been restored as a prerequisite for operation of the airport. The Tower and the fire station also have been repaired.

The scanning equipment, other operation equipment, and weather stations have been upgraded.

Further development of the Airport which forms part of the BVI Airport Authority's Master Plan includes re-establishing the hanger, and resurfacing and regrooving the runway, which is now completed with a cost of approximately \$5.5 million.

The terminal building at the **Auguste George Airport** on Anegada was slightly damaged after the storms and has been repaired and the technology for the lighting system has also been upgraded.

### 3.16 Administration, Security and Law and Order

Works to restore the **Jost Van Dyke Administration Building** which re-establishes working facilities to house the District Officer, Police and allows the full resumption of immigration and customs services, are now substantially completed. This will re-establish a fully functioning border control point at the main jetty and re-establish a functional police base, including a cell.

Emergency repairs were done to the District Office and the Police Station in the Anegada Administration Building to make it functional.<sup>13</sup> Remaining works have been scoped and is currently in the planning phase.

On Virgin Gorda, three administration buildings – Flax and Vanterpool buildings in the Valley and North Sound building – damaged by the hurricanes, are slated for repair works. The services of a design and project management consultant has been procured to prepare the designs and also oversee the construction works. The designs have been completed and tenders

have been published for each building in September 2019. Works are expected to commence in the first quarter of 2020. These works are being financed through the CDB RRL.

Renovating the **Central Administration Complex (CAC)** in a way that will better service the needs of the public and provide a comfortable and safe environment for public officers is a priority.

Major construction works, which will be financed through the insurance settlement and CDB RRL, are expected to begin in the fourth quarter of 2019 and is expected to have a duration of about two years.

Rehabilitation works will focus on both the internal and exterior components of the building. The works will include cleaning of the basement, repairs to the roofing membrane and skylights, replacement of the elevator and an the installation of a new elevator, replacement of the windows and doors, replacement of the air-conditioning system, and internal and external works. The rehabilitated facility will be compliant with safety and green building standards, and will incorporate disabled-friendly features. The air conditioning and circulation system will be designed to ensure health and safety of the occupants, while being energy efficient.

During the construction phase, the operations of Government offices will be relocated to mitigate against health and safety risks as a result of the construction. Key to the success of this rehabilitation is a carefully planned transition period. In the interim, however, remedial works have been ongoing on various sections of the building to facilitate functioning of the Departments.

---

<sup>13</sup> See section on police stations for update on repairs to the Anegada Police Station, which is housed in the Administration building.



The **House of Assembly and Supreme Court** building was totally repaired and refurbished allowing the first session of the House of Assembly to be held there on March 1, 2018. This project was funded by the Government.

The Government awarded the contract to repair the **Virgin Islands Fire and Rescue Services Headquarters**, financed through CDB Policy Based Loan (PBL), in December 2018. The barracks needed urgent attention as officers were being accommodated in less than ideal conditions. Repairs included replacing the entire roof and redoing the offices and barracks for the fire officers. The works have been substantially completed.

In addition to the building the fire services also lost equipment including three vehicles. Soon after the storms the UK donated two fire vehicles and the Government has ordered six **fire trucks**, five of which has been received with the others expected in November 2019.

Due to the extensive damage suffered by the **Police Headquarters Building**, the Royal Virgin Islands Police Force (RVIPF) relocated its command centre to the RiteWay building. Repairs and internal refurbishment of the Police Headquarters Building has been completed and was financed through Government funds.

**Road Town Police Station** has been restored, with repair works funded with UK assistance. Remaining minor works financed through government funds is expected to be completed by December 2019.

Repair works have been completed at the **East End Police Station** using Government funds.

With support from the UK Government, the **West End Police Station** building has been repaired and furniture was delivered before the end of 2018.

Repairs to the **Anegada Police Station** (in the Administration building), financed through government funds, is currently in the scoping phase. The restored facility will include accommodations for the Police, fencing, office and signage. The work is scheduled to commence in first quarter of 2020.

Repairs to the **Virgin Gorda Barracks** commenced in November 2018 and is substantially completed.

The **Police Station in Jost Van Dyke** that is housed in the Administration building is substantially completed.

Repair works to be done to the **Marine Base** is currently in the design/scoping phase. The construction work financed through Government funds is expected to commence in the fourth quarter of 2019.

Restoring **Her Majesty's Prison** to a functional state was a major priority of the Government. Phase 1 of the restoration project funded by Government commenced in January 2018 and included replacement of the roofing and guttering of various wings of the adult penitentiary. Phase 2 funded by the UK Government included: repairs to the perimeter fence and new razor wire; new fence and gate at the entrance; replacement of existing roofing on wings A, B and the Control Hub and Segregation Unit; zonal fencing around all wings except Wing A; and new electric locks.

The remaining prisoners that were temporarily relocated to St. Lucia were repatriated in September 2018.

Government is committed to improving security across the Territory, including through re-establishing and expanding the **CCTV public security system**. The CCTV network is a critical element of an enhanced public safety system that will reduce the fear of crime, the upsurge in

criminal activities, entry of wanted criminals into the Territory, traffic violations and burglaries.

Preliminary works have been done by the RVIPF to determine key areas for setting up CCTV cameras in addition to those that were destroyed or lost from the hurricanes. These requirements will be partially funded the CDB RRL. The project, which includes the supply and installation of CCTV cameras in key areas throughout the Territory, is in the final stages of the tender phase. Work is expected to commence in the fourth quarter of 2019 and is expected to be completed in 8 months.

The storms of 2017 damaged the VHF repeater masts and system rendering the VHF system inoperable. The DDM and emergency services

need this system to effectively communicate in the times of a disaster. With UK support, the RDA is working with the RVIPF in re-establishing the VHF trunking network.

Immediately after Hurricanes Irma and Maria, the **Commercial Court** was moved to St. Lucia as the building suffered significant damage. With the generous support of BVI's business and financial sector, the building was restored.

With financing under the CDB RRL, the **ICT system in courts** will be restored. ICT equipment, including audio/visual equipment for digital recording and video conferencing facilities for the Commercial Court, Criminal Court, and Magistrate Courts (VG and Tortola) will be procured. The detailed specifications of these are being finalised and will be tendered in the fourth quarter of 2019. A fully-restored ICT for courts will allow prisoners and witnesses to participate in court proceedings who are outside the BVI. This will reduce additional expenses related to travel to facilitate participation of persons in court proceedings who are outside the BVI.

The services of a consultant have been procured for the design and construction supervision of the restoration of the **Attorney General's and Judges' Residences**. The consultant will also be responsible for design and construction supervision of repairs to the **Magistrate Court**. While the repairs to these buildings are being carried out, rented accommodation is being provided to the Judges.

### 3.17 Disaster Management Systems & Services

A new building for the DDM and the National Emergency Operations Centre (NEOC) capable of withstanding natural hazards such as, hurricanes, flooding and earthquakes is being financed through the CDB RRL.

The design has been completed by the consultancy firm and all regulatory approvals have been obtained.

The construction works, which is currently in the tendering stage is expected to commence in the first quarter of 2020 with a duration of 18 months. The new state-of-the-art facility will remain in operation after a natural disaster and be self-sufficient for a minimum of 14 days. It will have back-up generator capacity, water supply, communication capabilities and other essential services and equipment to ensure this.



*Image: Rendering of the proposed Department of Disaster Management Building in Road Town*

The BVI's **Early Warning System** (EWS) sustained damage and critical components such as seismic/earthquake and weather monitoring equipment, sirens and tidal gauges, emergency telecommunication and the early warning alert network are being procured using the CDB RRL as well as financial support from the UK.

This new equipment will strengthen the disaster management systems in the BVI. It will enable generation of high-quality forecasts and effective, timely, accurate and clear warnings before disasters to the population at short notice, thereby reducing potential damage and loss from future weather events and other hazards. The data being collected through the seismic equipment will also assist the Virgin Islands in enhancing its building regulations and in determining what is needed to ensure the safe construction of buildings and critical infrastructure.

The first phase in the installation of **seismic equipment** has been completed at various locations on Virgin Gorda, Jost Van Dyke and Tortola with the technical support of Engineers from the Puerto Rico Strong Motion Programme at the University of Puerto Rico in Mayaguez.

Government has been instrumental in overseeing the repairs to **emergency shelters** and identifying other facilities that can be used as appropriate shelters. The focus has been on emergency repair works to restore the centres to basic level of functionality.

The European Union (EU) has pledged two million euros for the rehabilitation of emergency shelters in the Territory and training of communities and volunteers in emergency response and shelter management. Based on the scoping mission conducted by EU consultants in November 2018, EU is in the process of preparing a financing agreement with disbursement mechanism.

Structural assessments are also being done for most of the primary shelters to determine the extent of work required to bring them to the standards prescribed by the D DM, when additional funds are made available, including from the EU.

Thirteen high priority land-based emergency shelters are in different stages of repair work financed through Government funds as well as funding support from CDEMA (Long Trench Community Centre roof repairs) and from OneLove BVI via Team Rubicon for West End Community Centre.

Of the 10 **marine shelters**, to date, work has been done on two. Restoration of the Paraquita Bay marine shelter has been completed except for a few wrecks which were being removed. With support of the BVI Marine Association, under the supervision of the Ministry of Natural Resources, Labour and Immigration a more resilient mooring system has also been installed.

Sea Cows Bay proved a bit more challenging to clean up. The marine shelter is being restored through an extensive Dredging & Debris Removal Plan managed by the Ministry of Natural Resources, Labour and Immigration.

## 4 Recovery to Development Plan

The Government of the Virgin Islands is committed to building a stronger, smarter, greener and better BVI. This revised Recovery to Development Plan emphasises the need for a strong and accelerated recovery in sectors that were severely impacted by the disasters and still require dedicated and additional resources for recovery.

However, some areas in certain crucial sectors still require attention as it relates to recovery.

The Plan outlines the Government's recovery to development priorities for the next four years by focussing primarily on projects that will ensure that these critical sectors, which are of both social and economic significance, recover in a resilient way, at pace and in tandem with the Territory's future development needs.

The Plan is envisioned to achieve the following outcomes within these critical sectors. See Figure 5 below.

sector and how vulnerable it was to the disasters; the Government appreciates implementing a range of solutions to meet the housing needs of residents as a key priority for the recovery and central to achieving positive social and economic outcomes. In the medium-term the Government will continue with the implementation of the Housing Recovery Assistance Programme territory-wide with the objective of reassessing the adequacy of the programme alongside the ongoing needs of most vulnerable members of society and their need for access to safe, dignified and secure housing solutions. The Government has identified Jost Van Dyke as an area where appropriate housing does not exist to those that were most affected by the hurricanes.

Consequently, **temporary homes** will be erected in the following months through a project being implemented by the RDA through the Ministry of Health and Social Development. Concurrently, the Government will be looking at developing a more comprehensive longer-term housing strategy that will:

Figure 5: Outcomes by Priority Sectors

Restored Functionality of Human and Social Services	Restored Government Functionality	Rehabilitated Tourism Product	Rehabilitated Physical Infrastructure
<ul style="list-style-type: none"><li>•Housing</li><li>•Education</li><li>•Waste and Debris Management</li></ul>	<ul style="list-style-type: none"><li>•Government - Buildings and Systems</li><li>•Security and Law Enforcement</li></ul>	<ul style="list-style-type: none"><li>•Tourism</li></ul>	<ul style="list-style-type: none"><li>•Roads and Sea Defenses</li><li>•Water and Sewerage</li><li>•Seaports - Passenger and Cargo</li></ul>

### 4.1 Restored Functionality of Human and Social Services

#### 4.1.1 Housing

Replenishment of the housing stock in the aftermath of the disaster is central to the recovery and resilience of the Territory's population. Recognising the importance of this

1. Ensure the supply of affordable, safe and dignified homes that meet the identified needs of the Territory;
2. Make the best use of the existing and future housing stock; and
3. Improve housing standards, such as the condition, security, disaster resiliency and energy efficiency.

### 4.1.2 Education

The Government believes that a resilient and progressive education sector is vital for the functioning of the Virgin Islands society, especially given the greater incidence of natural and man-made disasters and the growing need for a skilled and innovative work force as the Virgin Island's economy transforms. The Government will continue to invest in its human capital and despite the setback caused by the recent hazards, the Territory is still focused on developing a model education system. Modernising and rebuilding better and stronger is the aim of the Ministry of Education, Culture, Youth Affairs, Fisheries and Agriculture. Therefore, continuing from work already done, over the next few years the Plan focusses on rebuilding those learning institutions that are essential to ensuring a comparable standard of education is accessible to all. The following educational projects will be undertaken:

1. Phase 2 rehabilitation of the Bregado Flax Educational Centre;
2. Reconstruction of the Eslyn Henley Richez School for the differently abled;
3. Reconstruction of the Isabella Morris Primary School;
4. Rehabilitation of the Jost Van Dyke Primary School;
5. Re-development of the Elmore Stoutt High School; and
6. Construction of a building to house the Central Library and Territorial Archives Unit.



*Image: Enis Adams Primary School*

Work will also continue on restoration of public recreational facilities territory-wide including the completion of the AO Shirley Recreational Grounds and the Virgin Gorda Sports Complex by early 2020.

### 4.1.3 Waste and Debris Management

The disasters exposed the weakness of the current waste and debris management systems, processes and infrastructure. Since the Territory's most important economic sector, tourism, is hinged on maintaining a pristine natural environment it is therefore critical that significant development occurs in the management of waste and debris in the Territory to ensure that our natural resources are managed sustainably in line with our social and economic development goals.

In order to address the Territory's waste management needs, the foremost priority was to develop a comprehensive waste and debris management plan, which once implemented will address the varying components including debris collection, disposal, exportation and recycling during recovery as well as for the development of this sector.

Some of the projects proposed in support of the strategy are:

1. Construction of a purpose-built facility to house the Environmental Health Department
2. Relocation of the Tortola landfill;
3. Installation of a new incinerator on Tortola; and
4. Installation of an incinerator plant on Virgin Gorda.

## 4.2 Restored Government Functionality

Government buildings, communication systems and equipment related to the functioning of the public service, national security, law enforcement, and the courts are an important part of the governance infrastructure and thus are an immediate priority as the Territory continues to recover. Consequently, ensuring that such facilities and provision of services are restored is vital. Therefore, the projects identified in the Plan will focus on restoring essential Government buildings and ensuring that security and law enforcement facilities are rehabilitated. This will go a long way in improving the efficiency in the delivery of public services, ensuring that the safety and security of the population is reassured, and the rules of the law are enforced.

### 4.2.1 Government Buildings and Systems

The Government is committed to restoring the functionality of the public service given the critical part they play in managing the affairs of the Territory. Public officers are still displaced and working under less than ideal conditions and in some cases working with limited resources. Restoring the remaining public buildings and Government satellite offices that are still in a state of disrepair and supplying them with the necessary equipment and technology is of uttermost importance. Priority projects identified include:

1. Renovating the CAC building in a way that will better service the needs of the public and provide a resilient, comfortable, healthy and safe environment for public officers. This involves:
  - a. Cleaning of the basement including a full-scale mould remediation programme;
  - b. Making the building watertight by

replacing windows and doors, and repairing the roofing membrane and skylights;

- c. Utilising energy efficient technologies for good air quality, ventilation, cooling, lighting and powering of the building;
  - d. Restoring and upgrading the ICT and security infrastructure;
  - e. Replacing the elevator in the east atrium and the provision of a lift system to service the west side of the building; and
  - f. Re-modeling the interior areas which will incorporate space saving designs thus increasing the capacity to house more employees and creating more efficient office spaces to meet the future goals for service delivery of the Government.
2. Repairing the Government administration buildings on the Sister Islands – specifically, the Flax and Vanterpool Buildings and the North Sound Administration Building on Virgin Gorda, and the administration building on Anegada.
  3. Restoring and expanding ICT infrastructure and networks to the Government-owned buildings.

### 4.2.2 Security and Law Enforcement

A primary focus of the Government's continued recovery efforts is to restore all institutions responsible for peace, safety and security of the people of the Virgin Islands and ensure that the properties are fully repaired, augmented, and properly resourced. Therefore, the following projects have been identified as priority projects:

1. Rehabilitation of the Magistrates Court;
2. Rehabilitation of the Judges' Residences and the Attorney General's Residence;
3. Repair of the remaining police stations



including the Road Town police station and the station in Anegada;

4. Repair of the marine police base;
5. Replace damaged police ICT equipment;
6. Design and build the VHF trunking network; and
7. Construct a new police headquarters with requisite technologies to provide state-of-the-art policing capabilities.



### 4.3 Rehabilitated Tourism Product

Rebuilding and enhancing the tourism product to pre-Irma standards over the next few years is crucial given the importance of the sector to the Territory's economy and future growth. Over the last two years the private sector has been working feverishly to rebuild their assets and re-enter the market as quickly as possible. The Government has provided an enabling environment to support the resurgence of this sector by providing incentives to various accommodations such as Hotel Aid for rebuilding and expansion and also improving the tourism product. Significant work has been done in repairing major public facilities like the cruise pier, cleaning up debris from the tourist hot spots, rehabilitation of major tourist attractions including museums, historical and heritage sites, national parks, beaches and other places of interest on all the major islands and concentrated global marketing and promotion.

As this work continues the Plan will focus on a few projects that will further help to improve the tourism product offerings throughout the Territory.

1. Repair visitor centres and concessions Territory-wide;
2. Rehabilitation of the Copper Mine Point ruins;
3. The rehabilitation of critical infrastructure at the Virgin Gorda Baths; and
4. Remove and dispose of derelict marine vessels.

## 4.4 Rehabilitated Physical Infrastructure

### 4.4.1 Roads and Sea Defences

Given the extensive damage to the road network initial recovery efforts focussed on the remedial repairs of drainage systems and primary motorways to making them functional and safe for users. Because of the significant investment required for the resilient redesign and reconstruction of the road network, coastal defences and slope/embankment stabilisation the Government has adopted a phased approach for road redevelopment over the medium to long term. Road design is key for the longevity of the roadway network therefore, the following will be taken into consideration during the redesign phase:

- Climate risk factors to ensure that the infrastructure is resilient to future disasters and impacts of climate change;
- Ongoing studies such as the hydrology study that will produce a detailed mapping of high flood risk areas and guide design suitability of drains and other related systems to mitigate the chances of flooding; and

- Applicable national norms and standards, and internationally recognised codes and standards.

Road reconstruction will focus initially on the most vulnerable areas that require urgent attention. The Plan includes a series of road redesign and repair projects as well as reconstruction and extension of sea defences to protect coastal roads from high storm surge and retaining structures to protect the interior roads from landslides (see Appendix I).

#### **4.4.2 Water and Sewerage**

With the completion of remedial works on the water and sewerage lines to allow for basic functionality the Government has turned its attention to addressing the water production and distribution and the sewerage collection and treatment woes that have plagued the Territory over the last decade.

Long-term development of water infrastructure will focus on improving the efficiency of water supply and distribution systems, providing equitable access to reliable water supply across the Territory, and exploring alternative water sources that can be channelled to households. The upgrade and expansion of the water supply and distribution network is therefore a high priority.

Future investments in the upgradation and expansion of the water distribution network will be informed by the recommendations from the Climate Risk Vulnerability Assessment for water systems that are currently in progress with funding from the CDB RRL.

Long-term development of the sewerage system aims to provide sustainable treatment of sewerage in various communities throughout the Territory while promoting recycling of wastewater. Accordingly, the expansion of the national sewerage programme Territory-wide is

a priority project for this Government.

#### **4.4.3 Seaports – Passenger and Cargo**

Recovery of the seaport infrastructure is not complete. Most notable is the need to reconstruct the West End Terminal Facility given its strategic importance as the main gateway to the BVI for tourists and residents coming from the US Virgin Islands and Jost Van Dyke. This project has begun in earnest and is currently at the planning stage. Once construction commences it is anticipated that the project will take 13 – 15 months to complete.

Additional terminal development projects include the reconstruction of the Anegada Setting Point Jetty and the Jost Van Dyke (Dog Hole) port of entry and ongoing improvements and enhancements to the main cargo port at Purcell. The rebuilding of terminal facilities that are resilient, modern and fit for purpose is a priority of the Government.

## 5 Recovery Plan Implementation

The task of reconstruction in the aftermath of the triple disasters that struck the Virgin Islands will not be easy and the road to recovery will take some time. In order to realise a successful recovery process and ensure the timely and efficient recovery and development of the Territory, it is imperative that a multi-stakeholder approach be pursued for implementation. This requires the input of the Government and its Ministries, the RDA and the public and private sectors. It is therefore envisioned that different entities will play different but supporting roles in the recovery and development of the Virgin Islands.

### 5.1 Institutional Recovery Framework

#### 5.1.1 Government Ministries

Government Ministries, Departments and Statutory Bodies have provided the initial input to the revised Recovery to Development Plan given their functional responsibilities for the priority sectors for recovery. They have a major role in the Territory's recovery and the ultimate responsibility for ensuring that the projects in this Plan are delivered and achieve the expected outcomes. Specifically, going forward they are responsible for clearly articulating the requirements for the various projects in the Plan, reviewing and confirming detailed plans that are developed and monitoring the progress of the project to ensure it meets the agreed requirements and achieves the desired outcome.

**Each project as listed in this revised Recovery to Development Plan will be delivered subject to the approval of the relevant Ministry and Cabinet. In cases where a project lies in the**

**ambit of a statutory body, the project will be delivered subject to the approval by resolution of the Board of the relevant statutory body.**

#### 5.1.2 Recovery Coordination

The **Premier's Office** has an additional responsibility for overall coordination of the Recovery. This entails monitoring the progress of projects and initiatives regardless of the implementer, reassessing priorities and taking corrective measures to ensure that the recovery outcomes are realised in the most efficient, effective and transparent manner.

The **Recovery Steering Group** led by the Premier or designate and made up of key persons will lead and direct this coordinating function supported by the Recovery team in the Premier's Office. It will have specific functions including the following:

- Coordination with all implementing bodies on the delivery of the revised Recovery to Development Plan;
- Monitoring and Reporting on Recovery Implementation;
- Providing technical assistance to Ministries on specific programmes/projects/policy initiatives; and
- Drafting of Reports and relevant Cabinet Papers on specific aspects of recovery.

This Steering Group approved by Cabinet will have sufficient authority to effectively support and guide the recovery across all sectors and implementers.

#### 5.1.3 The Recovery and Development Agency

The Government of the Virgin Islands established the RDA to assist with implementing priority projects that the Government has identified as important for the recovery and development of the Territory following the

disasters of 2017. The RDA was established by the Virgin Islands Recovery and Development Act, approved by the House of Assembly in April 2018 and has been operational since August 2018.

Notwithstanding, the requirement in the Act for the RDA to, “ensure the timely and proper implementation and execution of the Plan” the Government believes in a collaborative, consultative approach to the recovery. Consequently, the main objective of the RDA through the guidance of the Ministries, Departments and Statutory bodies is to assist in the implementation of the Government’s priority recovery and development projects in a timely, efficient and transparent manner over the next four years as outlined in the revised Recovery to Development Plan.

During the process of implementation, it is paramount that Virgin Islanders are at the forefront of the recovery and are the main participants in the rebuilding of the Territory since they will be the most impacted by the intended outputs and outcomes of the Plan.

The Act therefore, provides for the development of regulations on various matters that are necessary to give effect to the Act including setting the framework for joint implementation of the Plan. Three key Regulations governing the RDA have been drafted and is being reviewed by the Government. These regulations will:

- a) Govern the RDA with regard to the workings of its relationship with Government to ensure that it delivers on Government’s priorities and is accountable in its actions;
- b) Ensure that the RDA also builds capacity for Virgin Islanders; and
- c) Ensure that its procurement processes are fair and transparent and provides effective

opportunities for Virgin Islanders to meaningfully participate in the recovery.

#### **5.1.4 Recovery Trust Fund**

The Government established a ring-fenced Resilience Fund to be accessed by the RDA, specifically to fund priority recovery projects contained in the revised Recovery to Development Plan. It will rely on contributions from the Government (mainly through funds from the UK Loan Guarantee) and donors who may decide to deposit funds with the Trust Fund for the implementation of specific recovery priority projects outlined in the Plan and executed by the RDA. The Resilience Fund is managed by an external fund administrator.

**All funds originating from the Government for use by the RDA through the Recovery Trust Fund must be approved by the House of Assembly.**

The Act also makes provisions for regulations outlining guidelines and criteria for accessing Trust funds and how the trust monies can be invested.

## 6 Funding the Recovery

Given the extent of the damage and losses sustained by the Territory rebuilding will require access to adequate levels of funding from multiple sources. The estimated financing needs for the plan is in the region of \$186.9 million. See Figure 6.

To date the the following fund sources have been used to deliver recovery projects:

- insurance proceeds;
- monies donated from citizens, Governments, charities and development organisations worldwide;
- UK assistance;
- Government budget; and
- a rehabilitation and reconstruction loan and policy-based loan from the Caribbean Development Bank (CDB).

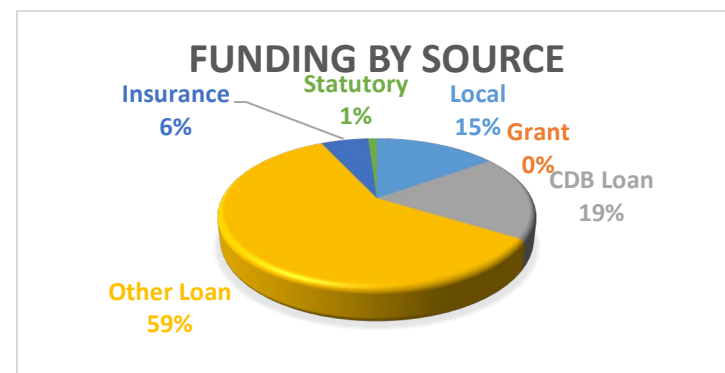
Access to additional financing is crucial for the successful implementation of the revised Recovery to Development Plan, and more importantly for the recovery and development of the Territory and its people. While the Government has been able to garner funds from the sources referenced above, medium and long-term recovery and development efforts require availability of sustained funding, including leveraging the UK loan guarantee. Additional funding through the UK guarantee facility will be required to finance the funding gap of around 60% of the total cost of the Plan.

**All borrowings including those under the UK Guarantee must be approved by the House of Assembly.**

During the recovery and development of the Territory, the Government will continue to practice fiscal prudence and will access the guarantee as required acknowledging that the borrowing will take place over an extended

period of time based on the funding needs, borrowing capacity and delivery capacity of the systems.

Figure 6: Funding Sources



Funding Source	Total
Local	28,281,192
Grant	0
CDB Loan	34,783,000
Other Loan	110,839,800
Insurance	11,000,000
Statutory	2,000,000
<b>Total</b>	<b>186,903,992</b>

Over the last few years the Government through the Ministry of Finance has been enhancing its public financial management structures and systems. The Government has adopted programme-based budgeting to be in a better position to track expenditure and ensure that it is more appropriately linked to strategic objectives and desired programme outcomes. This preferred approach to budgeting is also being encouraged for use by all statutory bodies.

**In keeping with the Government's budgetary and expenditure processes monies allocated to the RDA will be on a project/programme basis and the RDA will be required through the agreed reporting mechanisms to report on expenditure by project/programme and indicate clearly that the desired outcomes of**



**the project/programme are being met while simultaneously delivering value for money.**

The Government is aware that this level of borrowing may result in a breach of the ratios that form part of the Protocols for Effective Financial Management. The Government is therefore confident that with the support from the UK Government it will be able to develop a strategy for returning to compliance.

The RDA will be encouraged to work audaciously to raise additional resources to implement the priority projects in the revised Recovery to Development Plan working in conjunction with the Government in advancing its resource mobilisation efforts.

In addition to the loans, the Government will build on existing partnerships with its development partners, including the United Nations organisations as well as regional and international NGOs, to access technical and financial assistance in support of its recovery efforts.

The private sector is a key stakeholder in the recovery and development of the Territory. The Government will be employing a clear strategy for effective private sector engagement in accelerating recovery efforts and mobilising of resources.

## 7 Next Steps – Implementing the Plan

The revised Recovery to Development Plan of the Virgin Islands, with the outcomes, and associated projects, outlines the essential building blocks for a stronger, smarter, greener and better Virgin Islands. While this Plan primarily focuses on the resilient recovery of the Territory in the aftermath of the disasters in 2017, it also provides the foundation for a sustainable longer-term development trajectory of the Territory. Once the Plan is approved by the Cabinet and the House of Assembly, it will be shared with all relevant stakeholders for implementation.

### 7.1 Finalisation of Draft Regulations

The three draft regulations related to Ministerial Relations, Capacity Building and Procurement provide the framework for how the Plan will be implemented. These will be reviewed and finalised by the Cabinet and passed onto the House of Assembly for approval in short order so as not to cause any delays with the implementation of the Plan.

The drafting of the remaining two regulations related to the operations of the Trust Fund will be accelerated and passed to the Cabinet and eventually the House of Assembly for approval.

These regulations will set out clear criteria as it relates to accessing funds from the Trust and how monies of the trust will be invested. The RDA, Government, public and other charities would need to be aware of these processes and guidelines further promoting transparency, accountability and efficiency in execution of the Plan.

### 7.2 Public Engagement and Development of Legislation and Policies

Some of the projects included in this Plan will require further engagement with the public and relevant stakeholders to ensure that they meet the recovery needs and contribute to the outcomes of the sectors defined in the Plan. The need may also arise for the development of applicable legislation and policy to support the implementation of projects highlighted in the Plan.

Legislative and policy development along with stakeholder engagement falls squarely within the purview and remit of the Government and its Ministries. Ministries will therefore take a lead in: (i) facilitating consultation with relevant stakeholders to ensure that both Government (all relevant ministries/statutory bodies) and other key stakeholders agree on the policy direction and (ii) putting forward changes to existing or development of new legislation/policies to facilitate the effective delivery of the recovery.

The RDA can play a supportive role in assisting to identify and flag where policy and legislative initiatives are required to support or advance the projects being implemented under the Plan.

The Government will also leverage the knowledge and expertise of its development partners, including various United Nations agencies as well as local, regional and international NGOs in policy development and implementation.

### 7.3 Linkage between Recovery and Public Service Transformation

Given that the Public Service has a major role in the Territory's recovery and long-term development the Government's vision for Public Service Transformation will undoubtedly support the delivery of important cross-cutting initiatives that will facilitate the implementation of the Plan. These include: Information and Communication Technology (ICT); Data and Statistics; Public Communication; Human Resource Development; Capacity Building; Financial Management; Policy Development, Implementation and Evaluation; Customer Service and Maintenance.

The heavy focus of planning, project implementation and monitoring and evaluation in the recovery process dictates that the capacity building component of Public Service Transformation will ensure that persons possess the requisite skills and qualifications in project planning, design and costing as well as options analysis and business case development.

Through the regulations to the Act the RDA has a responsibility for capacity building in these areas. The Government will ensure that knowledge is transferred and capacity of Virgin Islanders is built during the implementation of the Plan. The Government will also utilise its relationships and partnerships with the private sector and its development partners to further enhance the capacity of the people.

The Government has already harnessed the opportunities available from such partnerships. The United Nations Economic Commission for Latin America and the Caribbean (ECLAC) will be providing assistance to the Virgin Islands in developing a long-term National Sustainable Development Plan. They will also support evidenced-based policy planning and localisation of the SDG's that is making them relevant to the

specific development context and needs of the population.

### 7.4 Building Resilience in Partnership with the United Kingdom

The Government of the Virgin Islands is dedicated to ensuring that during the delivery of the recovery programme it incorporates green measures and resilient infrastructure as a matter of general practice. The Government would like to formalise a joint investment partnership with the UK Government and Strategic Partners to build the Virgin Islands as a prototype for green and resilient infrastructure using UK best practices, technology and innovation for resilient infrastructural development and Strategic Partners for expertise and cutting-edge green technology.

The prototype will focus on the BVI as the model of a climate resilient island state with infrastructure that withstands the impacts of climate change related activity such as hurricanes, floods, tsunamis and earthquakes with minimal damage to its infrastructure and the ability to get its social and economic sectors up and running in short order with a return to a state of normalcy in a relatively short time. This will minimise the economic impact on the economy and thus less disruption to Government revenues. Additionally, it will minimise increases in the UK Government's contingent liabilities caused by catastrophic events.

The model can be exported to other Overseas Territories and other island nations vulnerable to climate change. It will also be exportable to larger countries with extensive coastlines and similar topographical environments. It can be a significant opportunity to export UK expertise and resources.

BVI is the ideal model for the development of a green energy climate resilient prototype. The 2017 hurricanes with sustained winds of 185 mph and gusts to 225 mph inflicted significant damage on BVI but the Territory fared better than most places hit with a hurricane of similar magnitude. The Territory is therefore well on the road to greater resiliency. The Partnership is to ensure the BVI becomes more resilient and set the standards for others to follow. Additionally, BVI has the only Climate Change Trust Fund in the Caribbean, as well as a rich legacy of international engagements on environment and climate change matters. The topography of the BVI covers both coral and volcanic island formations.

The Partnership will seek to invest in the following to create green and resilient infrastructure: roads, green energy, electrical infrastructure, water, sewage, sea defences, slope/embankment stabilisation, seaports (cargo and people) and airports. These are all essential infrastructure to get the economy up and running quickly in partnership with the private sector.

This Partnership will allow the UK to fulfil its leadership role under its United Nations mandate as lead on Climate Change Resilience Planning and will minimise future contingent liabilities of the UK Government due to catastrophic events and natural disasters. If there is agreement between UK Government and the Government of the Virgin Islands, a detailed Project Plan will be jointly developed, and a Partnership Agreement set up to facilitate this initiative.

## 8 Appendix I – Detailed List of Recovery to Development Projects

ID	Description	Owner	Project Type <sup>14</sup>	Funding Source	Status	Sector
29	Road Reconstruction (Consultancy & Works - CDB RRL) subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	CDB Loan	Planning/Design	Roads
BE.P.16.	Reconstruct destroyed fishermen docks Territory-wide subject to the approval of MECYFA and Cabinet	MECYFA	Recovery	Local	Not Started	Fisheries
GOV.X.33.	Magistrate Court Rehabilitation (CDB RRL) subject to the approval of DGO and Cabinet	DGO	Rec/Dev	CDB Loan	Planning/Design	Security and Law Enforcement
GOV.X.35.	Judges Residences Rehabilitations (CDB RRL) subject to the approval of DGO and Cabinet	DGO	Rec/Dev	CDB Loan	Planning/Design	Security and Law Enforcement
GOV.X.47.	Repair Police Station at Road Town subject to the approval of DGO and Cabinet	DGO	Recovery	Local	Planning/Design	Security and Law Enforcement
GOV.X.51.	Repair Police Station at Anegada subject to the approval of DGO and Cabinet	DGO	Recovery	Local	Planning/Design	Security and Law Enforcement
GOV.X.52.	Repair the Police Marine Base subject to the approval of DGO and Cabinet	DGO	Recovery	Local	Planning/Design	Security and Law Enforcement
GOV.X.53.	Construct new police headquarters subject to the approval of DGO and Cabinet	DGO	Rec/Dev	Other Loan	Not Started	Security and Law Enforcement
S.A.63.	Construct purpose-built facility to house Environmental Health (and Dept. of Waste Mgt.) subject to the approval of MHSD and Cabinet	MHSD	Rec/Dev	Local	Not Started	Waste and Debris Management
HS.C.19	Recreational Facilities Rehabilitation (CDB RRL)	MECYFA	Recovery	CDB Loan	Planning/Design	Education

<sup>14</sup> Rec/Dev refers to projects that are intrinsic recovery but also have development component as a part of its scope.



ID	Description	Owner	Project Type <sup>14</sup>	Funding Source	Status	Sector
	subject to the approval of MECYFA and Cabinet					
HS.C.20.	Restoration of public recreational facilities territory wide subject to the approval of MECYFA and Cabinet	MECYFA	Recovery	Other Loan	Ongoing	Education
HS.C.6.	Re-development of Elmore Stoutt High School subject to the approval of MECYFA and Cabinet	MECYFA	Rec/Dev	Other Loan	Not Started	Education
HS.C.7	Bregado Flax Educational Centre (CDB RRL) subject to the approval of MECYFA and Cabinet	MECYFA	Recovery	CDB Loan	Procurement	Education
HS.C.9	Eslyn Henley Richez (CDB RRL) subject to the approval of MECYFA and Cabinet	MECYFA	Recovery	CDB Loan	Planning/ Design	Education
HS.D.65.	Relocate the Tortola Landfill subject to the approval of MHSD and Cabinet	MHSD	Rec/Dev	Local	Not Started	Waste and Debris Management
HS.D.68	Installation of a new incinerator on Tortola subject to the approval of MHSD and Cabinet	MHSD	Development	Other Loan	Not Started	Waste and Debris Management
HS.D.69.	Installation of an incinerator plant on Virgin Gorda subject to the approval of MHSD and Cabinet	MHSD	Development	Other Loan	Not Started	Waste and Debris Management
HS.E.35.	Restore museums, historical and heritage sites subject to the approval of MECYFA and Cabinet	MECYFA	Recovery	Local	Not Started	Education
HS.E.40.	Build a structure to house the the Central Library and Territorial Archives Unit subject to the approval of MECYFA and Cabinet	MECYFA	Rec/Dev	Other Loan	Not Started	Education
INF.F.11.a	Repair and redesign of road from Brewers Bay beach to Luck Hill subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Roads
INF.F.11.b	Repair and redesign of Joe's Hill Road subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Roads

ID	Description	Owner	Project Type <sup>14</sup>	Funding Source	Status	Sector
INF.F.11.c	Repair and redesign of Nail Bay Road VG subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Roads
INF.F.11.d	Repair of Johnson's Ghut Road subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Roads
INF.F.11.e	Repair of road from Sebastian's by the Sea to Long Bay subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Roads
INF.F.17.	Reconstruction of Cane Garden Bay Road from Soldier Hill to the Wedding subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Roads
INF.F.22.	Cane Garden Bay Road (CDB RRL) subject to the approval of MTWU and Cabinet	MTWU	Recovery	CDB Loan	Planning/ Design	Roads
INF.F.22.a	Carrot Bay Road and Coastal Defences (CDB RRL) subject to the approval of MTWU and Cabinet	MTWU	Recovery	CDB Loan	Planning/ Design	Roads
INF.F.23.	Construction of retaining structures throughout the Territory subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Roads
INF.F.23.a	Road Stabilization and Retaining Walls (CDB RRL) subject to the approval of MTWU and Cabinet	MTWU	Recovery	CDB Loan	Planning/ Design	Roads
INF.G.73.	Renovations to Government Properties (VG Admin Bldgs, CDB RRL) subject to the approval of DGO and Cabinet	DGO	Recovery	CDB Loan	Procurement	Government Administration
INF.H.36.	West End Ferry Terminal (CDB RRL) subject to the approval by resolution from BVIPA	BVIPA	Recovery	CDB Loan	Planning/ Design	Seaports
INF.H.38.	Redevelopment of the JVD (Dog Hole) Port subject to approval by resolution from BVIPA.	BVIPA	Recovery	Other Loan	Not Started	Seaports
INF.I.53.	Construct new fire hall at airport on Anegada subject to	BVIAA	Recovery	Statutory	Not Started	Airports

ID	Description	Owner	Project Type <sup>14</sup>	Funding Source	Status	Sector
	approval by resolution from BVIAA					
INF.I.59.	Rebuild cargo shed at the TBL Airport subject to approval by resolution from BVIAA	BVIAA	Recovery	Statutory	Not Started	Airports
INF.J.63.	Upgrade and expand the water supply and distribution network subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Water and Sewerage
INF.K.69.	Expand the National Sewerage Programme to various communities throughout the Territory including the sister islands subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	Other Loan	Not Started	Water and Sewerage
INF.M.88	Police ICT Equipment (CDB RRL) subject to the approval of DGO and Cabinet	DGO	Acquisition	CDB Loan	Procurement	Security and Law Enforcement
NR.T.27.	Repair visitor centres and concessions Territory wide subject to the approval of MNRLI and Cabinet	MNRLI	Recovery	Local	Planning/ Design	Tourism
NR.T.28.	Rehabilitate Copper Mine Point ruins subject to the approval of MNRLI and Cabinet	MNRLI	Rec/Dev	Local	Not Started	Tourism
NR.T.5.	Remove and dispose of derelict marine vessels subject to the approval of MNRLI and Cabinet	MNRLI	Recovery	Local	Procurement	Tourism
1	ICT Equipment - CAC (CDB RRL) subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	CDB Loan	Not Started	Government Administration
2	VG Baths subject to the approval of PO and Cabinet	PO	Recovery	Local	Construction	Tourism
5	AO Shirley Grounds repairs subject to the approval of MECYFA and Cabinet	MECYFA	Recovery	Local	Construction	Education
6	Temporary Housing (M&E for 15 houses) subject to the approval of MHSD and Cabinet	MHSD	Recovery	Local	Procurement	Housing
7	VHF Trunking network design and build subject to the approval of DGO and Cabinet	DGO	Rec/Dev	Local	Planning/ Design	Security and Law Enforcement

ID	Description	Owner	Project Type <sup>14</sup>	Funding Source	Status	Sector
HS.C.4.a	Reconstruction of the Isabella Morris Primary School subject to the approval of MECYFA and Cabinet.	MECYFA	Rec/Dev	Other Loan	Not Started	Education
HS.C.4.b	Rehabilitation of Jost Van Dyke Primary School subject to the approval of MECYFA and Cabinet.	MECYFA	Rec/Dev	Other Loan	Not Started	Education
INF.H.38.b	Reconstruction of the Anegada Setting Point Jetty subject to the approval by resolution from BVIPA	BVIPA	Recovery	Other Loan	Not Started	Seaports
INF.K.66.	Water & Sewerage Network Rehabilitation (CDB RRL) subject to the approval of MTWU and Cabinet	MTWU	Rec/Dev	CDB Loan	Planning/Design	Water and Sewerage
31	Rehabilitation of CAC subject to the approval of MTWU and Cabinet	MTWU	Recovery	Insurance	Planning/Design	Government Administration
INF.H.36.a	West End Ferry Terminal (Loan) subject to the approval by resolution from BVIPA	BVIPA	Recovery	Other Loan	Planning/Design	Seaports