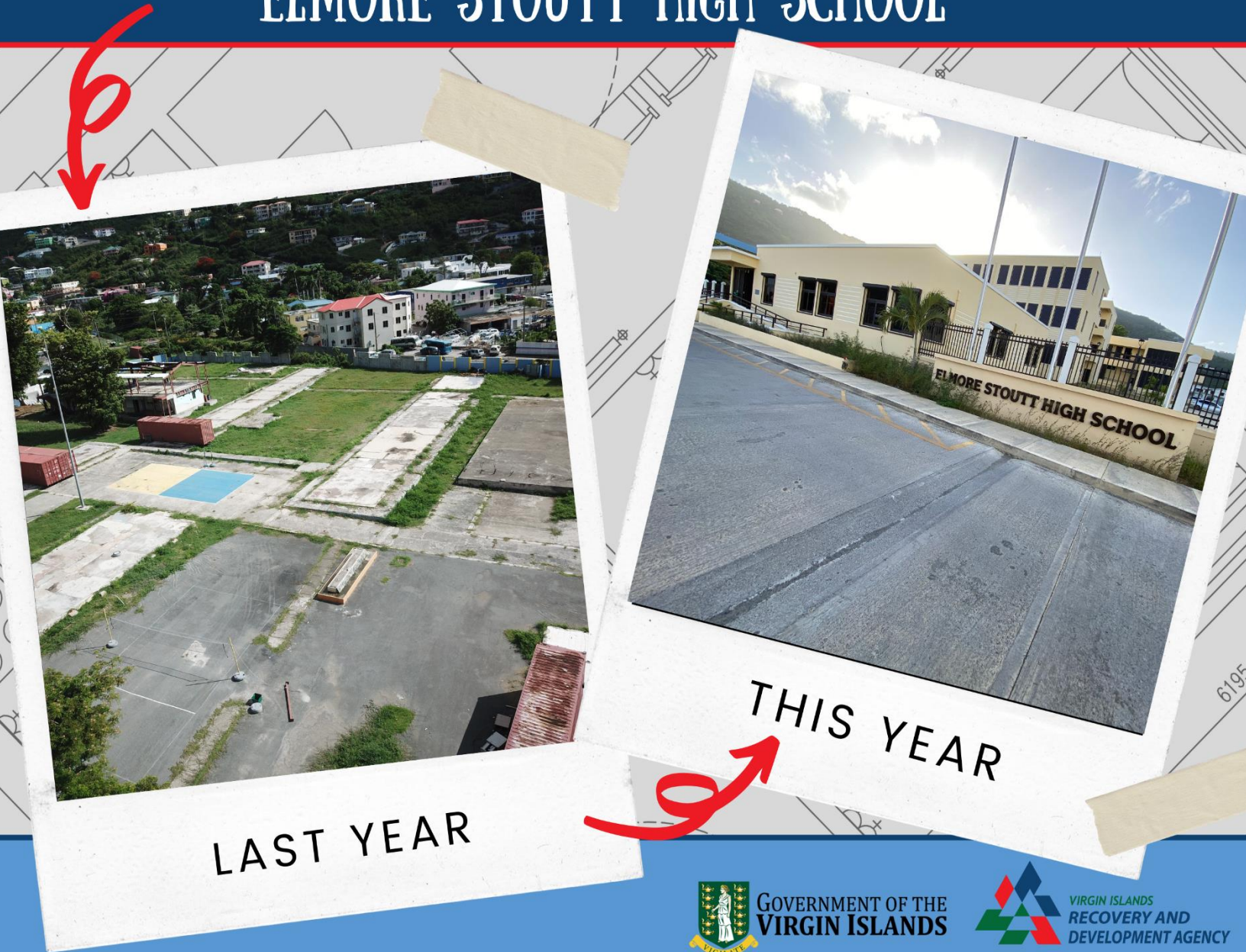


# REDEVELOPMENT OF THE ELMORE STOUTT HIGH SCHOOL



LAST YEAR

THIS YEAR



GOVERNMENT OF THE  
VIRGIN ISLANDS



VIRGIN ISLANDS  
RECOVERY AND  
DEVELOPMENT AGENCY

## Elmore Stoutt High School Redevelopment Evaluating Value for Money

Project Number: EDU.03.25.122

## Executive Summary

The Elmore Stoutt High School Redevelopment project has been assessed using the RDA's Value for Money (VfM) Framework, which analyses projects' achievement of Economy, Efficiency, Effectiveness and Equity (4Es). Based on assessment using this Framework, the project received an overall VfM Score of **62.5 out of 100**.

Specifically, the respective scores for each aspect of VfM assessed are as follows:

VfM Area	Score	Main Reasons
Economy	0/10	This project's final spend came in well above its original budget, therefore no points were awarded in assessment of its Economy. The original budget was \$10,251,707 and the final spend is expected to reach \$15,238,533, some 49% above the original budget.
Efficiency	20/40	In terms of Cost Efficiency, based on the benchmark used, this project was above the cost benchmark used, resulting in no points for Cost Efficiency. On Time Efficiency and Schedule, the project fell within the benchmark for time used and only slightly above the anticipated schedule. This project was completed in record time where comparisons both internal and external to the RDA are used. Time delays in comparison to the anticipated schedule were due to delays in procuring materials. The record-setting schedule targeted and achieved can be viewed as having affected the increased cost in comparison to both the budget and the cost benchmark used.
Effectiveness	40/45	A full score was received for Output and Outcome Effectiveness as this project delivered its planned outputs and contributed to a broader outcome. A partial score was achieved in terms of Quality, since the project only partially met user expectations, with several issues cited by respondents to the User Feedback Survey disseminated.
Equity	2.5/5	A partial score was received for the Equity assessment of this project as while it advanced the equity goal of providing guaranteed public education to children regardless of gender and other distinctions, there were potential child safeguarding issues present as construction took place during school hours and based on respondents' feedback, children attending ESHS nearby were not always under supervision.
<b>TOTAL</b>		<b>62.5/100</b>

Based on the VfM assessment conducted, the following lessons were also identified:

- 1) Importance of managing stakeholder and broader public expectations in order to deliver quality and manage the reputation of the RDA;
- 2) Strengthening coordination between Central Government agencies and the RDA such that roles and responsibilities are clearly demarcated and communicated;
- 3) While project schedules may be ambitious, these should also be realistic in ensuring that the RDA is able to deliver based on set plans and expectations; and
- 4) The importance of fully documenting variations regarding time, cost and scope, as well as ensuring required sign-off by client in tracking changes during construction phase.

# ELMORE STOUTT HIGH SCHOOL REDEVELOPMENT

## Value for Money (VfM) Assessment Report

### 1) INTRODUCTION

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

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

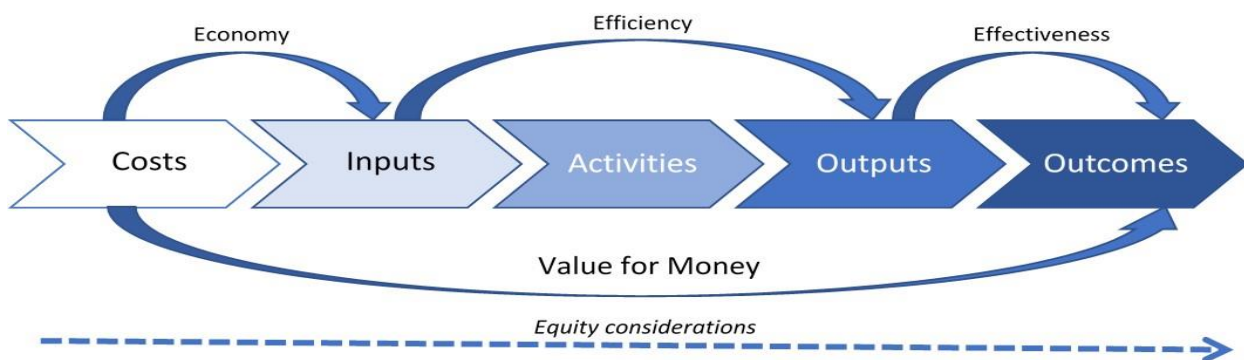
- (c) deliver the intended benefits; [and]
- (d) ensure that each project represents value for money.

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

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

*Table 1: Value for Money Areas within the 4Es*

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



The ESHS Redevelopment project began in October 2020, aimed at constructing four buildings on the ESHS campus, namely: two classroom blocks, a technical block and an administration building inclusive of classrooms, technical spaces, a staff room, bathroom facilities, a sick bay and a kitchenette. Prior to this project’s implementation, students at ESHS were split between the L. Adorothy Turnbull Building on the main campus and the Clarence Thomas Ltd. Building in Pasea Estate.

Since passage of the 2017 hurricanes, due to lack of adequate facilities, the school had to implement phased learning at various stages. Over a period of 785 days, using \$15,238,533, this project has been able to deliver on its outputs and contribute to a broader outcome, providing improved teaching and learning conditions for ESHS students, teachers and staff, and facilitating an end to the shift system at the Territory’s largest public secondary school.

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

**2) Overview of Overall VfM Score (62.5 out of max 100 points)**

This project has been the largest project implemented by the RDA to date, and impressively set a record for timing in terms of delivering outputs well-within the time benchmark used, resulting in perfect scores for Time Efficiency and Schedule. The main challenge to a more successful overall VfM score for this project was the fact that the final spend of the project came in well above the original budget and above the cost benchmark used, negatively affecting the Economy and Cost Efficiency scores. The project was however, able to achieve its targeted outputs, contribute to a broader outcome, and advance equity goals, resulting in full scores for Output and Outcome Effectiveness, while some quality challenges and potential child safeguarding issues resulted in partial scores assigned in the assessment of Quality and Equity.

<b>ESHS Redevelopment – VfM Scoring</b>			
<b>Economy</b>	Economy	0/10	0/10
<b>Efficiency</b>	Cost Efficiency	0/20	20/40
	Time Efficiency	10/10	
	Schedule	10/10	
<b>Effectiveness</b>	Output Effectiveness	20/20	40/45
	Outcome Effectiveness	15/15	
	Quality	5/10	
<b>Equity</b>	Equity Goals	2.5/5	2.5/5
<b>Overall VfM Score</b>			<b>62.5/100</b>

The overall VfM score was 62.5 out of 100. This indicates some scope for improving overall Value for Money of this project, specifically as it related to costs and quality. Spending above the original budget and the benchmark used, in combination with quality concerns, affected the economy, efficiency and effectiveness scores.

Following discussions on the importance of improving timing of RDA-implemented projects, given that efficiency is a core argument for the continued existence of the RDA in facilitating public sector recovery and development, a decision has been made to present an enhanced scoring framework for Value for

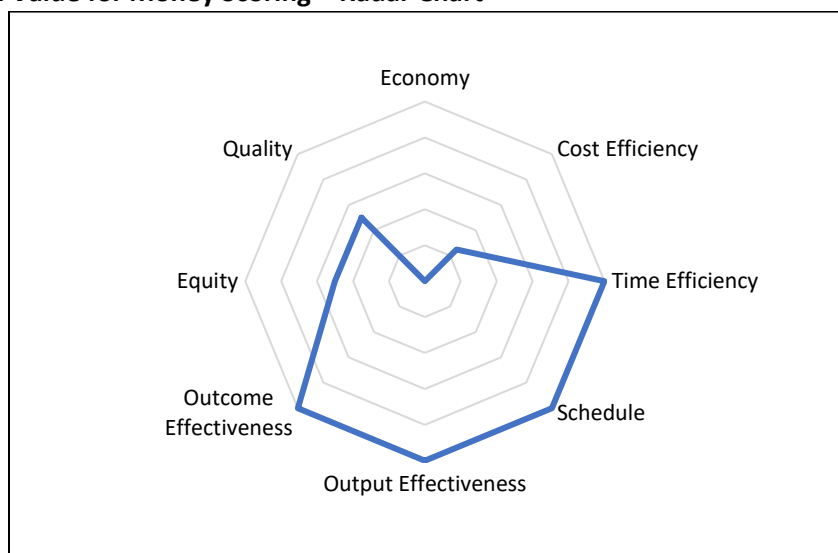
Money in the RDA context, which further highlights timing. In the case of the ESHS Redevelopment project, as demonstrated in the Table below, both the Overall and the Time-Focused VfM scores are the same, at 62.5 out of 100.

ESHs Redevelopment – Time Focused VfM Scoring			
<b>Economy</b>	Economy	0/10	0/10
<b>Efficiency</b>	Cost Efficiency	0/20	30/50
	Time Efficiency	15/15	
	Schedule	15/15	
<b>Effectiveness</b>	Output Effectiveness	20/20	30/35
	Outcome Effectiveness	5/5	
	Quality	5/10	
<b>Equity</b>	Equity Goals	2.5/5	2.5/5
<b>Overall Time Focused VfM Score</b>			<b>62.5/100</b>

A focus on the time element results in an Overall Adjusted VfM Score of 62.5 out of 100 for this project. The time focused VfM Score is provided alongside the original VfM Scoring framework in VfM Reports, to further put into focus the importance of efficiency gains in RDA-implemented projects.

As part of an effort to continuously improve, the RDA has implemented cost containment strategies through more detailed planning efforts and improved time management to help propel efficiency gains and more adequately capture user requirements.

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



The overall Value for Money Scoring Chart (Figure 1) demonstrates the excellent scores received for time elements, namely Time Efficiency and Schedule. Perfect scores were also achieved for Output and Outcome Effectiveness, while partial points were awarded for Cost Efficiency, Quality and Equity, and no points were assigned for the Economy aspect of VfM.

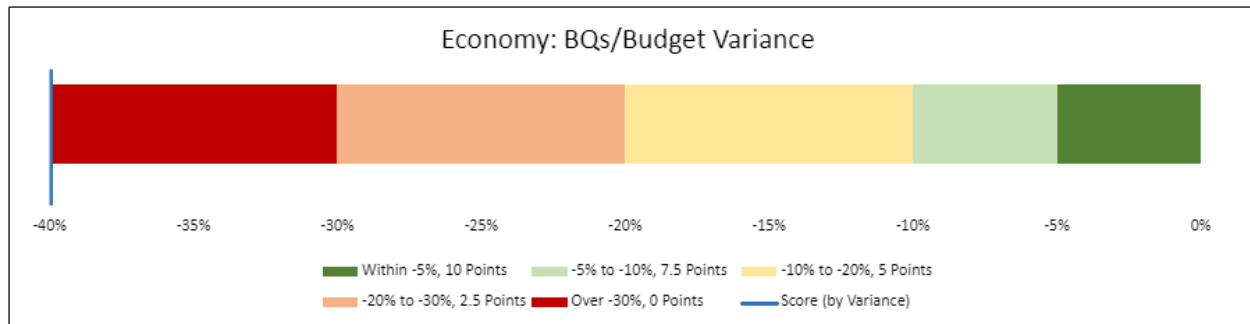
### 3) ECONOMY (0 out of max 10 points)

The economy of the ESHS redevelopment project has been assessed based on the original budget envisioned for the project which totalled \$10.25 million. It should be noted that this project activity involving construction of four buildings on the main campus, forms part of a larger plan for the ESHS campus, which includes construction of additional classroom buildings as well as a cafeteria/auditorium.

The expected final spend for this project as at 28 November 2024 is \$15.2 million, which is approximately 49% above the original budget. As such, this project was not assigned any points in assessment of its Economy (Table 2). One activity involving the culinary lab is outstanding, however, the estimate for this activity has been included in the final cost figure. A total budget of \$15,041,000 was initially delegated to the Programme Delivery Department for execution of this project following detailed project planning and procurement.

Table 2: Assessment of Economy

ECONOMY ASSESSMENT: 0/10 POINTS	
Original Budget	\$10,251,707
Latest Cost Estimate (Nov 2024)	\$15,238,533
Variance (\$)	(\$4,986,826)
Variance (%)	-48.64%
<b>ECONOMY SCORE</b>	<b>0</b>



### 4) ON BENCHMARKS USED

In calculating VfM Scores for both Cost and Time Efficiency, consideration has been given to performance against relevant benchmarks established for the production of specific outputs. Giving a background of the benchmarks used, and why, provides the necessary context for comparisons made.

In the case of the ESHS Redevelopment project, the following benchmarks for cost and time have been used to assess cost and time efficiency:

Type	Benchmark	Sources
Cost	\$432.50 per square foot constructed	Average construction cost for 1-3 storey building with fit-out from BCQS Market Trend Report 2022-2023
Time	30 square feet constructed per day	Time to build out, based on averages from Aquila Commercial: <a href="https://aquilacommercial.com/learning-center/how-long-build-out-renovate-office-space/">https://aquilacommercial.com/learning-center/how-long-build-out-renovate-office-space/</a>

**Cost Benchmark**

The cost benchmark has been derived from the BCQS Market Trend Report 2022-2023, which indicates an average cost of constructing a 1-3 storey building at \$432.50 per square foot (Table 3 below). The cost of constructing the new buildings at ESHS, at \$611.89 per square foot, was about 41% above the benchmark.

**Time Benchmark**

The time benchmark used was derived from Aquila Commercial based on the average time to construct a building, at 30 square feet per day.

**5) EFFICIENCY (20 out of max 40 points)**

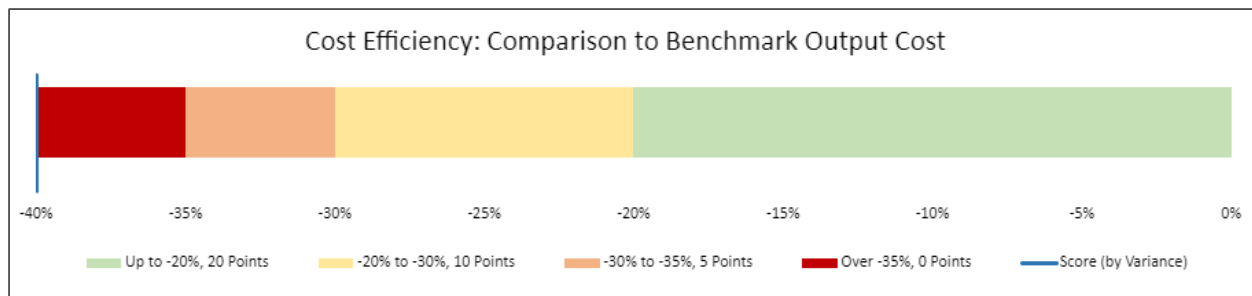
The efficiency of an intervention considers Output Cost (Cost Efficiency), Output Time (Time Efficiency) and Schedule.

*Cost Efficiency*

In terms of output cost, the project involved constructing 24,904 square feet of buildings on ESHS campus, using \$15.3 million. This translates to an average of \$611.89 per square foot constructed to improve teaching and learning conditions for teachers and students and put an end to the shift system at ESHS. Based on research conducted, a benchmark cost for construction of \$432.50 per square foot has been used.<sup>1</sup> In this way, the cost of each output for this project was significantly higher than the benchmark cost, therefore no points have been assigned for cost efficiency (Table 3).

Table 3: Cost Efficiency Assessment

COST EFFICIENCY ASSESSMENT: 0/20 POINTS	
Output Unit Cost	\$611.89 per square foot
Benchmark Output Unit Cost	\$432.50 per square foot
Variance (\$)	(\$179.39)
Variance (%)	-41.4%
<b>COST EFFICIENCY SCORE</b>	<b>0</b>



<sup>1</sup> BCQS Market Trend Guide, 2022-2023, p. 13.

### Time Efficiency

Having started on 21 October 2020, the project was initially slated to be completed by the 5 September 2022, that is within 684 days. The project was substantially completed on 15 December 2022, with a total recorded number of project days therefore at 785. In terms of assessment of time efficiency, the calculated output unit time was an average of 32 square feet constructed per day, whereas the benchmark output unit time was an average of 30 square feet constructed per day, using the benchmark from Aquila Commercial. This resulted in full points being assigned for Time Efficiency, as the actual outputs - square feet constructed - produced within the timeframe (32 square feet constructed per day) was largely in-line with the benchmark output unit time of 30 square feet constructed per day (Table 4). Additional works involving procurement and installation of equipment for the Culinary Lab and raising the railings for additional safety had to be completed well after practical completion was met, and at the end of the defects and liabilities period. Defect rectification works included resurfacing the roof of the Technical Building and replacing all defective window winders. Reconfiguration of the ventilation system in the Culinary Lab is expected to be completed by the first quarter of 2025.

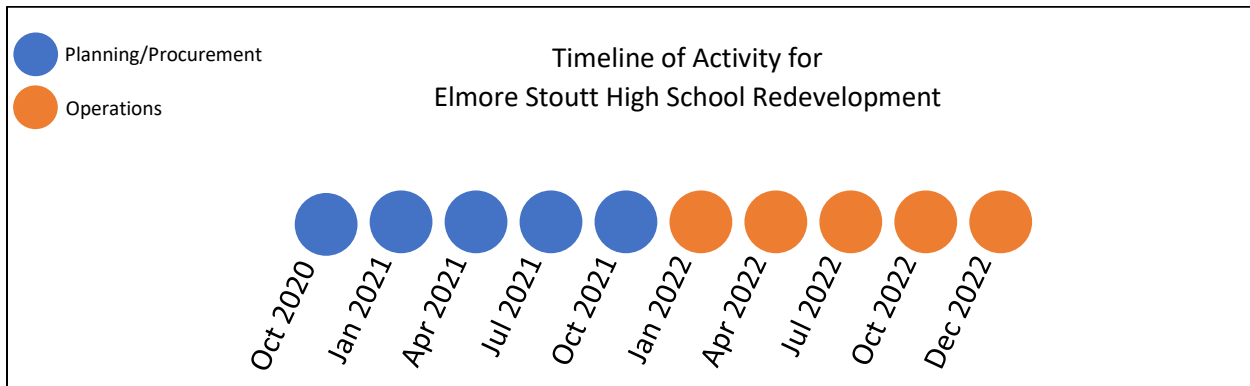
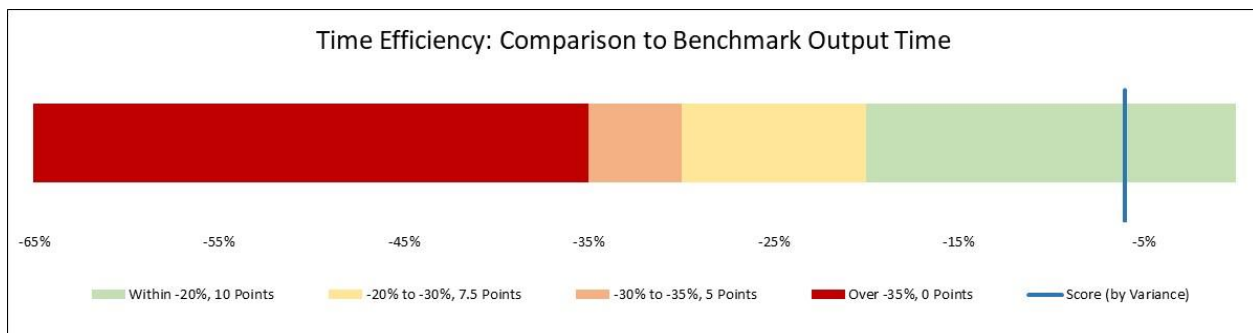


Table 4: Time Efficiency Assessment

TIME EFFICIENCY ASSESSMENT: 10/10 POINTS	
Output Unit Time	Avg. 32 square feet deep cleaned per day
Benchmark Output Unit Time	Avg. 30 square feet deep cleaned per day
Variance (days)	(2)
Variance (%)	(6%)
<b>TIME EFFICIENCY SCORE</b>	<b>10</b>

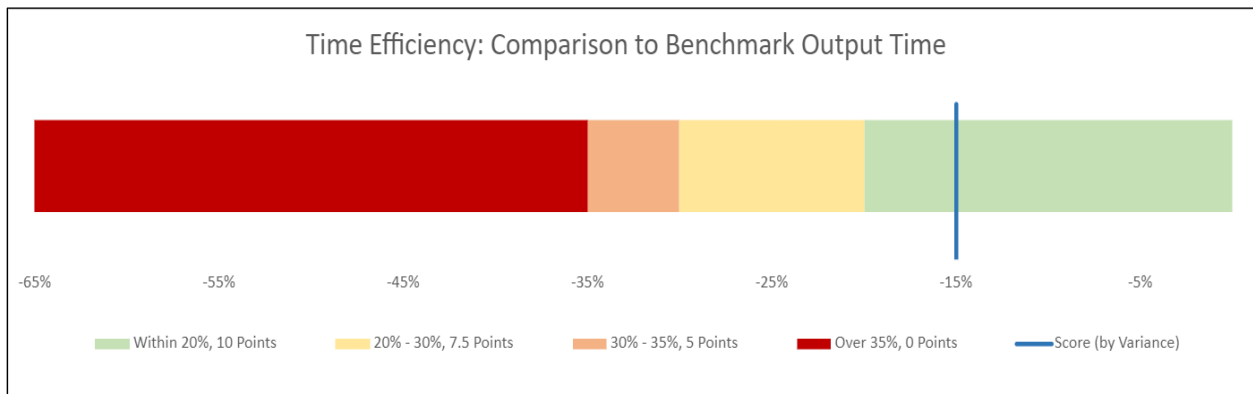


*Schedule*

In terms of schedule performance, given that there were 684 planned project days compared to a total number of actual project days at 785, this variance of 101 days meant that the project was only 15% over its scheduled timeline, with full points therefore awarded for the Schedule assessment (Table 5).

*Table 5: Schedule Assessment*

<b>SCHEDULE ASSESSMENT: 10/10 POINTS</b>	
Planned Project Days	684 days
Actual Project Days	785 days
Variance (days)	(101 days)
Variance (%)	(15%)
<b>SCHEDULE SCORE</b>	<b>10</b>



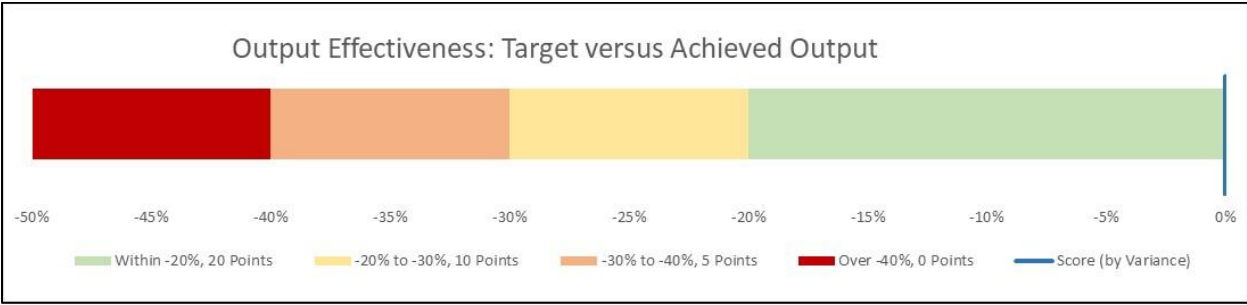
**6) EFFECTIVENESS (35 out of max 35 points)**

*Output Effectiveness*

Output effectiveness is a measure which compares targeted output indicators to achieved output indicators. In the case of the Elmore Stouff High School Redevelopment project, the total square footage targeted for redevelopment was 24,904 square feet. The project was able to redevelop the targeted square footage, and hence a full 20 points have been assigned for Output Effectiveness (Table 6).

*Table 6: Target versus Achieved Output*

<b>OUTPUT EFFECTIVENESS ASSESSMENT: 20/20</b>	
Targeted Outputs constructed	24,904 square feet
Achieved Outputs constructed	24,904 square feet
Variance	(0)
Variance (%)	(0%)
<b>OUTPUT EFFECTIVENESS SCORE</b>	<b>20</b>



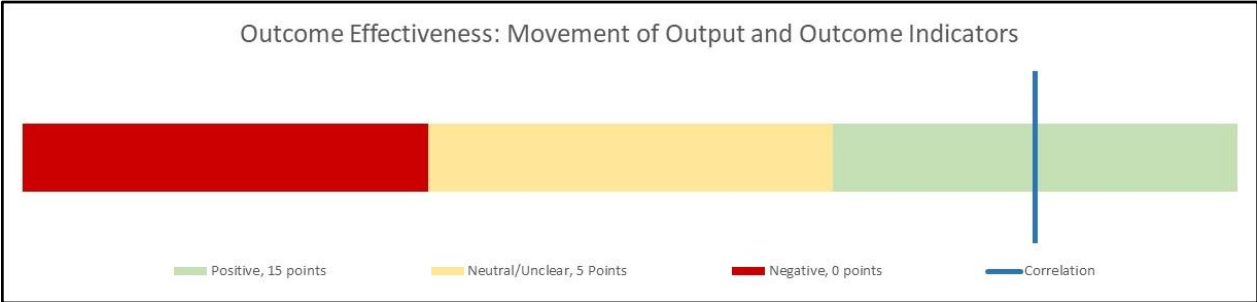
*Outcome Effectiveness*

In terms of outcome effectiveness, the change relationship between the observed output and outcome has been used as a simple measure of outcome effectiveness. Using this methodology, the directional change in output is compared to the directional change in outcome. In the case of the ESHS Redevelopment project, both the output: square feet of buildings constructed; as well as the outcome: number of students in improved school settings, and average weekly teaching/learning hours; moved positively due to the execution of this project.

The change relationship between output and outcome has thus been deemed a positive correlation, and the maximum score of 15 points has been assigned (Table 7).

Table 7: Relationship between Outputs and Outcomes

<b>OUTCOME EFFECTIVENESS ASSESSMENT: 15/15</b>	
Output Change: square feet of buildings constructed	+24,904
Outcome Change: students in improved school settings, average weekly teaching/learning hours	+
Assessment of Change Relationship	Positive correlation
<b>OUTCOME EFFECTIVENESS SCORE</b>	<b>15</b>

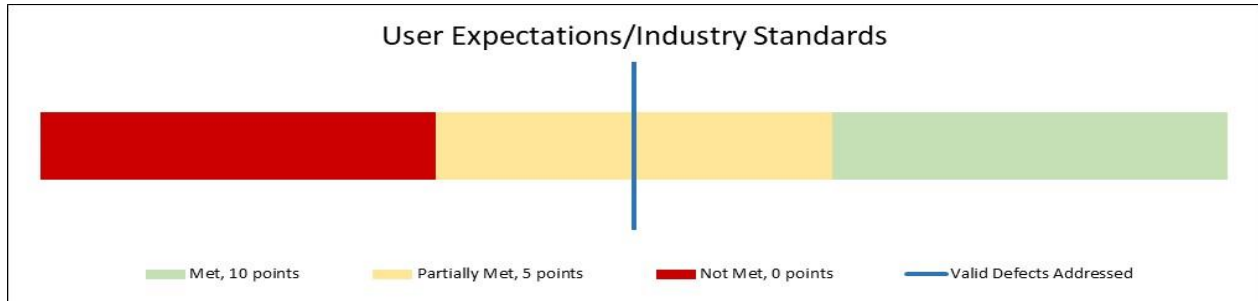


*Quality*

In terms of Quality, user expectations have been used as the basis on which to assess the Quality of the ESHS Redevelopment project. Based on the Beneficiary Feedback Survey deployed, quality impressions of ESHS moved from 2.15 before project implementation, to 3.67 after project implementation, on a scale of 1 to 5. The gap between the post-implementation rating (3.67) and the top of the scale (5.0) as well as the qualitative responses received reflect that expectations were only partially met, with several issues cited including temperature of classrooms, adequate space for staff, and adequate facilities for students to eat. As such, partial points were awarded for Quality for the ESHS project.

Table 8: Quality Assessment

QUALITY ASSESSMENT: 5/10	
User Expectations	Partially Met
<b>QUALITY SCORE</b>	<b>5</b>

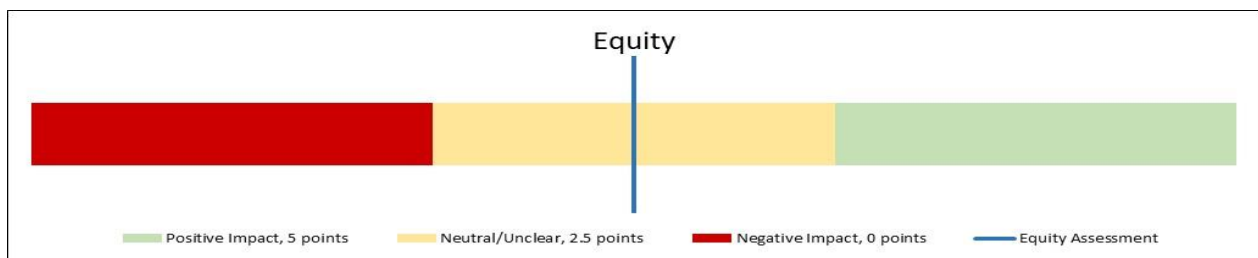


### Equity

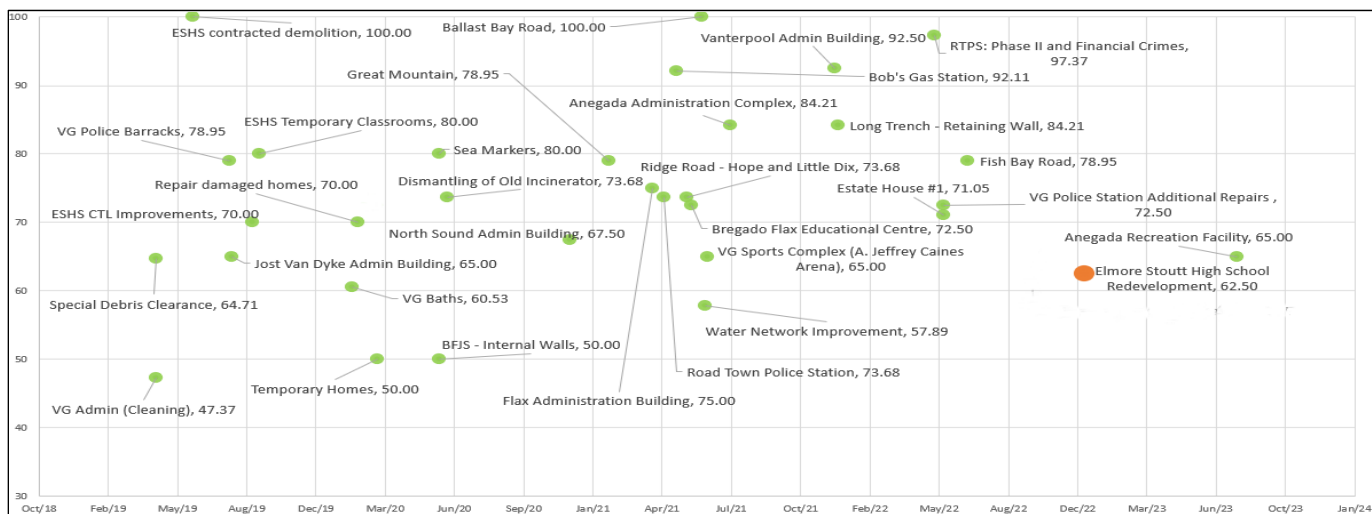
The Equity assessment of the ESHS Redevelopment project recognised the project’s achievement of improving the facilities from which guaranteed education is delivered to students, regardless of gender and other distinctions, but also acknowledges the potential child safeguarding issues present due to the timing and execution of the project near an occupied school, with respondents indicating that children were not always supervised.

Table 9: Equity Assessment

EQUITY ASSESSMENT: 2.5/5	
Improved education facilities, regardless of gender	+
Potential child safeguarding issues	Present
Equity Assessment (Equity goals)	Neutral/Unclear Impact
<b>EQUITY SCORE</b>	<b>2.5</b>



**Figure 2: VfM Score Comparison with Other Completed Projects**



Lessons identified coming out of the ESHS Redevelopment project include:

- 1) Importance of managing stakeholder and broader public expectations in order to deliver quality and manage the reputation of the RDA;
- 2) Strengthening coordination between Central Government agencies and the RDA such that roles and responsibilities are clearly demarcated and communicated; and
- 3) While project schedules may be ambitious, these should also be realistic in ensuring that the RDA is able to deliver based on set plans and expectations.
- 4) The importance of fully documenting variations regarding time, cost and scope, as well as ensuring required sign-off by client in tracking changes during construction phase.

## 7) Conclusions

This report has been prepared using the RDA's Value for Money Framework in assigning a VfM Score to the ESHS Redevelopment project based on Economy, Efficiency and Effectiveness and Equity. The importance of keeping accurate, up-to-date, readily-accessible information on project budgets, schedules, spending and results has once again been underlined in the process of conducting this VfM assessment. The Monitoring and Evaluation Team continues to play an important role in reviewing the quality of this information, and collating data for calculation of projects' VfM scores.

Achieving 62.5 points out of 100, the ESHS Redevelopment project's VfM could have been enhanced through improved cost containment and quality assurance management. It should be noted that efforts to deliver the project within a record timeframe likely had a negative impact on the attainable cost and quality, given the likely required tradeoffs in the project management trifecta of cost, time and quality. That said, the project was able to achieve its targeted outputs and contribute to a broader outcome in record time, demonstrating perfect scores in Time Efficiency, Schedule, and Output and Outcome Effectiveness.