

Framework Contract COM 2011
Lot 1: Studies and Technical Assistance in all Sectors
Specific Contract no. 2015/308733/1

“Final Evaluation of 10th EDF: Turks and Caicos Islands Hurricane Ike Reconstruction and Rehabilitation project”

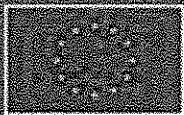
FINAL REPORT

APRIL 2016

Expert:

Mr. Francisco REINA, Civil Engineer

This evaluation is supported and guided by the European Commission and presented by HR Investment and Consulting
The report does not necessarily reflect the views and opinions of the European Commission.



This project is funded by
The European Union



Project implemented by
Business & Strategies Europe in consortium
with HR Investment & Consulting

LIST OF ABBREVIATIONS AND ACRONYMS

CDEMA	Caribbean Disaster Emergency Management Agency
DAC	Development Assistance Committee
DRB	Disaster Recovery Board
EC	European Commission
ECLAC	United Nations Economic Commission for Latin America and the Caribbean
EDF	European Development Fund
OECD	Organisation for Economic Co-operation and Development
PM	Project Manager
RTF	Recovery Task Force
TAO	Territorial Authorising Officer
TCI	Turks and Caicos Islands
TCIG	Turks and Caicos Islands Government
ToR	Terms of Reference



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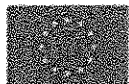
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Volume 1 – Evaluation of the Project

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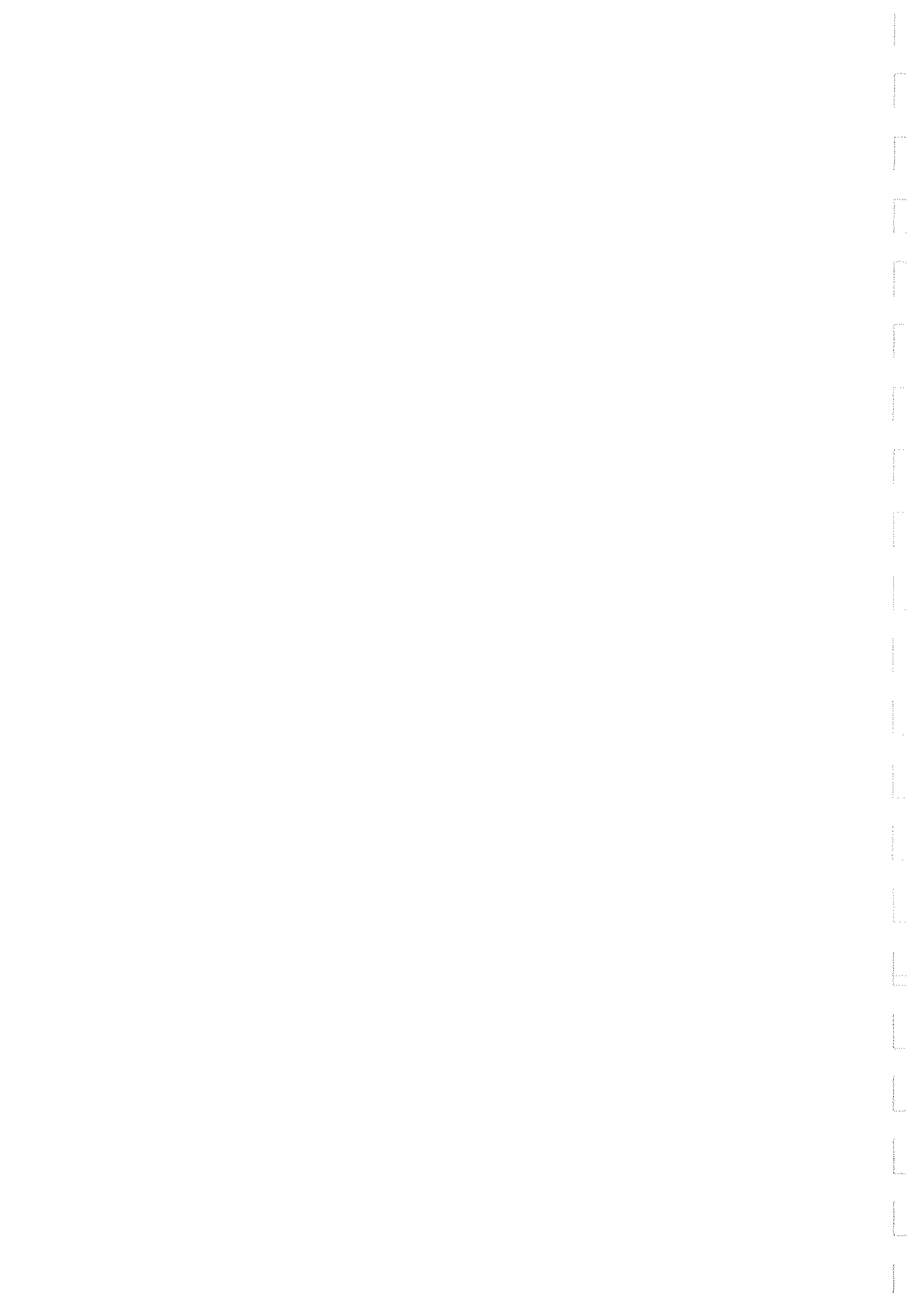
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FINAL REPORT

Volume 1 – Evaluation of the Project

APRIL 2016

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1. EXECUTIVE SUMMARY

Background and context

Social sector (housing, education and health) was severely affected by the impact of the Tropical Storm Hanna and Hurricane Ike on the Turks and Caicos Islands in September 2008. Within the social sector, housing suffered most damage and losses (69%). On islands such as Grand Turk, Salt Cay and South Caicos virtually every house suffered some damage.

In 2009 the UK Government provided the TCI Government with a Recovery Grant of £5 million specifically earmarked for housing, but no funds from this were spent. In November 2010 a Financial Agreement was concluded between the European Commission and the Territorial Authorizing Officer of TCI for the implementation of the "10th EDF: Turks and Caicos Islands Hurricane Ike Reconstruction and Rehabilitation project" by the DRB. This project focused on the TCI housing sector, specifically on those houses directly impacted by the passage of Ike and Hanna, and targeted residents of Grand Turk, Salt Cay and South Caicos.

The implementing Grant Contract was concluded on January 2012, which allowed for financing the following issues:

- Updating of the TCI Building Code to international standards with associated training for local contractors;
- Civil works and works supervision costs associated with home rehabilitation and construction;
- Technical assistant to assist with overall project management.

Project summary

The overall objective of the project was the reduction of poverty post Hurricane Ike, and its specific objectives were:

- I. Restoring an acceptable standard of living to uninsured vulnerable citizens affected by Hurricane Ike;
- II. Strengthening the resilience of affected communities in the event of future disaster events.

The activities to be carried out are the following:

1. Assessment and updating of TCI Building Code;
2. Finalisation of Architectural Designs;
3. Assignment of dedicated project staff;
4. Development, approval and use of approved objective mechanism for selection of project beneficiaries;
5. Tendering and Contracting for the rehabilitation of up to 150 homes to an improved strict building code;
6. Tendering and contracting for the construction of up to 25 new homes to an improved strict building code;
7. Tendering and Contracting of a Technical Assistant to assist with the overall project management;
8. Development and implementation of a visibility plan.

And the expected results were:

- Updated TCI Building Code;
- Up to 150 homes rehabilitated to improved building standards and handed over to qualified beneficiaries;
- Construction and handing over to qualified beneficiaries of up to 25 new homes built to improved building standards.

The final project results were the following:

- An updated Building Code for the TCI was developed and used to report civil work activities;
- 34 homes were rehabilitated to improved building standards (6 minor works and 28 major structural repairs) and handed over to qualified beneficiaries;



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- 25 new homes were built and handed over to qualified beneficiaries (including a duplex for 2 different beneficiaries).

The implementation period of the project was established in 24 months, from December 2011 to November 2013. Before the deadline an extension of one year was approved. November 2014 was the final deadline.

Objectives of the evaluation

The global aim of the final evaluation is to assess the project's performance and achievements vis-à-vis the project's overall objective. The specific aim of the final evaluation is to provide the decision-makers in the Government of the Turks and Caicos Islands and the European Union with:

- an independent assessment of the project's results, impact and sustainability prospects;
- propose concrete and useful recommendations for improving possible future projects of a similar nature.

Evaluation approach

The evaluation includes:

- Assessment of the project regarding the following:
 - Performance of the project (how well the project is doing or did) according to OECD-DAC Evaluation Criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability), plus the EC specific criteria (coherence and value added)
 - Project strategy and activities in the field of visibility, information and communication, the results obtained and the impact achieved with these actions in both the beneficiary country and the EU countries.
- The provision of recommendations for practical follow-up to ensure sustainability and facilitate utilisation of the project outputs; and
- Where appropriate, suggestions for corrections or follow-up activities.

The evaluation focuses on both the beneficiaries' perceptions of the benefits received and the EU's perspective of achievements.

Overall assessment

Relevance

The EU project focused on reconstruction and rehabilitation of homes which was identified as a main objective of TCI Recovery Plan, and as a key priority action for the full economic, social, and environmental recovery of the TCI territory and the well being of TCI people.

The support of EU project was focused on uninsured vulnerable citizens affected by Hurricane Ike, which have received poor/none insurance assistant, and it was also focused on the three islands that were more severely affected by Hurricane Ike (Grand Turk, South Caicos and Salt Cay).

TCI Recovery Plan also identifies as a main objective the improvement of skills of contractors, artisans and homeowners in hazard-resistant, energy efficient, and construction techniques, which has been also considered as a specific objective of the EU project through the updating of the TCI Building Code and the use of environmental and sustainable solutions in rebuilt and rehabilitated homes.

Most of the lessons learnt from the UK Recovery Grant were taken into account, and were used as a base for redefining the implementation approach of some project activities.

Effectiveness

Project governance and Management

New project governance structure, which was established to put it in line with project management best practices, had a successful impact in the implementation of the project:

- The guidance of DRB and the coordination of RTF with government bodies were essential for carrying out project activities.
- The PM team had a key role in project implementation and its success, adjusting the implementation approach of almost all project activities taking into account local aspects,



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identified risks and unforeseen factors, and carrying out a strictly and detailed project control which allowed maintaining project costs within the available budget and finishing all project activities in the final agreed timeline.

Unfortunately, and because of the critical situation of the country, TCI Government could not give enough support to the EU project, which was needed in some cases during project implementation, in order to reduce or avoid important delays.

Efficiency

Activities implementation

The approach and management established by the DRB and the PM team for the implementation of all project activities had a very positive impact in their results. The main changes of approach that helped in the success of the project were:

- Revising and refining of beneficiaries' selection criteria (provided by the TCI Government from the UK Grant initiative) looking for a fairer and more equitable selection;
- Joining Activity 2 (Finalisation of Architectural Designs) and Activity 6 (Tendering and contracting for the construction of up to 25 new homes to an improved strict building code) and turning them into a Design & Build contract.
- Splitting the contract of home rehabilitation in 2 different contracts (a Minor Works contract, and a Rehabilitation contract) in order to mitigate the risk of success of the Repairs contract

The application process and beneficiaries' selection seems to be fairly implemented (most needed beneficiaries received aid). Land ownership was the main criteria that made multiple applicants ineligible despite the efforts of the DRB and the PM team to help applicants with this matter.

The re-call for applications created false expectations on most of applicants, even if communication with them and the selection process was made in a very carefully manner.

Outsourcing of TCI Government activities does not seem to have affected project implementation and/or project results.

Project Delays

Several important delays affected the project during its implementation. These avoidable delays were mainly caused by:

- The lack of Project Manager during the first nine months of the implementation period;
- The time consumed by the TCI Government for revising, approving by the Cabinet and advertising the adoption of the updated TCI Building Code in the Government Gazzete (6 months) because of a combination of lack of capacity, some resistant to change and bureaucracy.
- The repetition of the survey of homes carried out by Caribbean Design Associated because of the bad quality of their work (1 month).
- The poor quality of the home survey carried out by a Caribbean Design Associated for identifying home damages and preparation bill of quantities, that has to be redo several times (1 month).
- The difficulties forwarding tenders for home rehabilitation to local companies not used to EU tender procedures (1 month).

As a result all these delays led to a very limited time for construction/rehabilitation of homes at the end of the project, but finally the project was finished within the available time.

Budget Adequacy

The initial budgeted amount of €8.050 per property allocated for the rehabilitation of homes was inadequate given the extent of damages and the cost of materials in the local market. The approach initially prescribed by the TCI Government and established in the Grant Contract for the reconstruction and rehabilitation works procedures did not take into account the lessons learnt from the UK Recovery Grant experience, which showed that the materials were sold, lost or misappropriated. The revision of this approach by the DRB for using properly qualified contractors engaged through robust tendering procedures to carry out the works led to an average final cost of rehabilitating of €45,882 per home.

The number of rehabilitated homes was adjusted to the available budget, and only 34 houses could be rehabilitated.

Project Monitoring



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Monitoring and control of project implementation through meetings among major stakeholders (DRB, RTF and PM team) and preparation of quarterly progress report were sufficient. A continuous informal communication (phone calls, emails, etc.) complemented the formal one.

Impact

Project Objectives

EU aid for home reconstruction and rehabilitation has had a very positive impact on the lives of beneficiaries and their immediate community and families, whom could not have afford the cost of the reconstruction/rehabilitation of their homes without EU support.

Besides, the following of the new updated TCI Building Code for the reconstruction and rehabilitation of homes, and the use of environmental and sustainable solutions have also improved the standard of living and the resilience of these people, reducing the risk of damage from future hurricanes.

The new updated Code seems not to be strictly followed in new building projects because of a lack of technical skill capacities and resources in the TCI Department of Planning, and also in private sector companies. The "*Building Guidelines*" prepared for the training course is a very helpful tool for a better understanding of the new updated Code, but it is not clear if this document has not been disseminated to contractors and public.

According to major stakeholders EU project has successfully achieved its global objective (reduction of poverty post Hurricane Ike), even if more than 48% of eligible participants did not receive aid because of the underestimation of the initial average budget(€8.050) estimated by the TCI Authorities and allocated for the rehabilitation of properties due mainly to the cost of materials in the local market, and the extend of the damages, which in many cases were really unknown till the works started. Besides, the period of time that has elapsed between the initiation and the implementation of the project resulted in a reduced number of applications (many people had repaired their own homes by the time applications were called), and also resulted in a worsening of damages to be repaired. This last consequence led to a more expensive rehabilitation works, and so, a less number of beneficiaries received aid.

Project Results

The updated TCI Building Code contains the minimum requirements for quality, durability and safety of building design and construction. It is based on the International Building Code

New built homes have been designed and built according to the updated TCI Building Code.

House reconstruction and repair have been implemented in an environmentally sensitive manner, providing each house with solar panels, water heaters, rainwater cistern, hurricane shutters, and lockable garbage house.

Coherence

EU project matches the TCI Recovery Plan objective in relation to the reconstruction and rehabilitation of homes, and also fills the gap left by the UK Recovery Grant in respect of supporting the housing sector.

Added value

TCI Hurricane Ikereconstruction and rehabilitation project falls under the European Commission's development policy and objectives for the Caribbean region related to enhance national and regional capacities for Comprehensive Disaster Management. Other EC projects recently implemented in the area were also related to housing reconstruction (Hurricane Ivan), and construction and implementation of weather radar warning systems in Guyana, Barbados, Belize, Trinidad and Cayman Islands.

Lessons learnt

- TCI Recovery Plan has provided a cohesive management framework for the recovery efforts developed in the TCI after hurricane Ike. It allowed focusing aid directly on specific projects that were previously identified as highly needed avoiding repetitions and looking for complementarities and coordination.
- The lack of TCI Government ownership affected the implementation of the project and caused important delays.
- A strong, committed and professional project management has been a key issue for the successful implementation of the project.



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- A better communication management should have been implemented in order to avoid false hopes to beneficiaries.
- A stronger capacity training and some awareness campaigns about the benefits of the new TCI Building Code should have accompanied its updating in order to show the importance of the follow of this document for strengthening resilience of TCI buildings in case of future disaster events.
- Some of the results of the project (rehabilitation of 150 homes) were not in balance with the available budget and the period of implementation. A previous analysis of the local situation and the local construction sector in the different islands of TCI would have been needed.
- The majority of local contractors found EU tender procedures and requirements very complicated to be complied with.

Recommendations

- An in-depth training on the updated TCI Building Code should be organised for the TCI Planning Department staff and also for the private sector companies' staff (constructors, architects, engineers, etc.).
- The Building Guideline book based on the updated TCI Building Code came out from the workshop is very helpful tool to better understand the requirements of the new updated Code and it should be free shared with private sector companies and other public.
- Planning Department staff should be reinforced in terms of technical skill capacities and resources in order to be able to assure the new updated TCI Building Code is followed in all building projects in the TCI.

Conclusions

- Project objectives and results perfectly address the identified problems of the beneficiaries (relevance) also defined in the TCI Recovery Plan, which identifies accommodation as one of the nine subject areas for priority action.
- Overall and specific objectives of the project have been clearly achieved (effectiveness) through the reconstruction and rehabilitation of homes and the updating of the TCI Building Code.
- Expected project results were not in balance with the available budget and the period of implementation (effectiveness).
- Intended results (efficiency) have been partially achieved because of budget constrains: updated of TCI building code was done, 25 new homes were built, but only 34 homes were rehabilitated.
- The Project was implemented in time and within the available budget (efficiency) through a successfully and strong project management, which accommodated implementation of activities to local environment.
- Home reconstruction and rehabilitation has had a very positive impact on beneficiaries' lives and their immediate community and families because:
 - It has given them back their dignity (beneficiaries speak of being able to "*hold their heads high*").
 - The general TCI community is now aware of been prepared in the event of future disaster events, using environmental and sustainable solutions, carrying out minor repairs and home maintenance, etc.
 - It contributes to reduce poverty in TCI.
 - It contributes to economic, social, and environmental recovery on the TCI territory.
- The updated TCI Building Code is the major key sustainable element of the project (sustainability) considering it is mandatory for all new building projects in TCI. However technical capacity of TCI Government staff (Department of Planning) must be reinforced on this matter.
- The Project complements UK Recovery Grant in respect of supporting TCI housing sector (coherence).
- The Project falls under the European Commission's development policy and objectives for the Caribbean region related to enhance national and regional capacities for Comprehensive Disaster Management (added value).



2. INTRODUCTION

2.1. Background and context

After Tropical Storm Hanna had already affected the Turks and Caicos Islands (TCI), Hurricane Ike struck TCI and the Great Inagua Bahamas Islands on Saturday, September 7, 2008. At the time of impact, Ike was a Category 4 storm on the Saffir-Simpson Scale. The most affected islands in TCI are the Grand Turk, South Caicos and Salt Cay islands. In view of this situation, the Government of TCI declared a disaster area for Grand Turk and South Caicos, due to the extent and magnitude of damage and number of affected persons.

Social sector (housing, education and health) was severely affected by the impact of the Tropical Storm Hanna and Hurricane Ike on the Turks and Caicos Islands. Damage and losses in this sector amounted to more than US\$111 million over an estimated total impact of US\$213.6 million.

Within the social sector, housing suffered most damage and losses (69%). On islands such as Grand Turk, Salt Cay and South Caicos virtually every house suffered some damage. The level of damage to the housing stock in North Caicos, Middle Caicos and Providenciales was 67%, 49% and 8% respectively. Most of the affected houses were damaged but some of them were totally destroyed.

According to the ECLAC Report, the islands with the highest proportion of poverty (Grand Turk and South Caicos) experienced the worst devastation, which is an evidence that suggest that the quality of the housing stock owned by the poor was below the Standards of the Building Codes.

Poor insurance assistance was received because most of the people were not insured and/or under-insured. Also the actual settlement amounts not equalling the level of claims.

After the hurricane in 2008/2009 the limited TCI Government's available funding was mainly targeted at the reconstruction of public infrastructure and public services, and social and environmental sectors were left without appropriate funding for their programmed and budgeted activities.

In 2009 the UK Government provided the TCI Government with a Recovery Grant of £5 million specifically earmarked for housing, but no funds from this were spent because of the complexity involved in ensuring that the most vulnerable people would receive housing assistance and coupled with the fact that this Grant had to be disbursed within a specified timeframe.

In November 2010 a Financial Agreement was concluded between the European Commission and the Territorial Authorizing Officer of Turks and Caicos Island (TCI) for the implementation of the "10th EDF: Turks and Caicos Islands Hurricane Ike Reconstruction and Rehabilitation project" by the Disaster Recover Board (DRB). This project focused on the TCI housing sector, specifically on those houses directly impacted by the passage of Ike and Hanna. The project targeted residents of Grand Turk, Salt Cay and South Caicos.

The implementing Grant Contract was concluded on January 2012, which allowed for financing the following issues:

- Updating of the TCI Building Code to international standards with associated training for local contractors;
- Civil works and works supervision costs associated with home rehabilitation and construction;
- Technical assistant to assist with overall project management.

All expected project activities were carried out from January 2012 to November 2014.

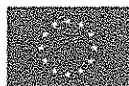
2.2. Project Summary

Objectives

The overall objective of the Turks and Caicos Islands Hurricane Ike Reconstruction and Rehabilitation project is the reduction of poverty post Hurricane Ike.

The project is based on achieving two principle purposes, namely:

- III. Restoring an acceptable standard of living to uninsured vulnerable citizens affected by Hurricane Ike;



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IV. Strengthening the resilience of affected communities in the event of future disaster events.

The project gives priority to the following beneficiaries: the unemployed, the elderly, and pensioners, single parent families or those with multiple dependants, households with disable members and persons employed on works programmes within the public sector.

Main Activities

The activities to be carried out are the following:

9. Assessment and updating of TCI Building Code;
10. Finalisation of Architectural Designs;
11. Assignment of dedicated project staff;
12. Development, approval and use of approved objective mechanism for selection of project beneficiaries;
13. Tendering and Contracting for the rehabilitation of up to 150 homes to an improved strict building code;
14. Tendering and contracting for the construction of up to 25 new homes to an improved strict building code;
15. Tendering and Contracting of a Technical Assistant to assist with the overall project management;
16. Development and implementation of a visibility plan.

Results

The expected results were:

- Up to 150 homes rehabilitated to improved building standards and handed over to qualified beneficiaries;
- Construction and handing over to qualified beneficiaries of up to 25 new homes built to improved building standards.

According to the Grant Contract, the expected houses to be built and repaired in Grand Turk, Salt Cay and South Caicos are the following:

LOCATION	NUMBER OF NEW HOUSES	NUMBER OF HOUSES TO BE REPAIRED
Grand Turk	10	90
South Caicos	13	50
Salt Cay	2	10
Total	25	150

The final project results for each objective were the following:

OBJECTIVE	RESULTS
(I) Restoring an acceptable standard of living	<ul style="list-style-type: none"> • 34 homes were rehabilitated to improved building standards (6 minor works and 28 major structural repairs) and handed over to qualified beneficiaries; • 25 new homes were built and handed over to qualified beneficiaries (including a duplex for 2 different beneficiaries).
(II) Strengthen resilience	<ul style="list-style-type: none"> • An updated Building Code for the TCI was developed and used to report civil work activities; • New construction homes were equipped with passive environmental mechanisms (additional roof insulation, solar water heaters and gas stoves); • All properties were equipped with rainwater cisterns, hurricane shutters, and a lockable garbage house.

Available Budget



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The total project budget is estimated in €4,825,000, where €4,165,000 are financed by the EDF and €660,000 funded by the Turks and Caicos Island Government (TCIG). The budget breakdown is the following:

ITEM	EDF	TCIG COFUNDING
1. Construction works + Supervision	€3,600,000	
2. Design and Tender Documents preparation		€60,000
3. Project Manager		€180,000
4. Building Supervisors		€300,000
5. Administrative Support		€90,000
6. Banking & Audit		€30,000
7. Technical Assistant	€350,000	
8. Communication/Visibility	€5,000	
9. Contingencies	€210,000	
Sub-total	€4,165,000	€660,000
Total Project cost	€4,825,000	

Implementation period

The implementation period of the project was established in 24 months, from December 2011 to November 2013. Before the deadline an extension of one year was approved.

Project timeline

The Consultant has identified the following timeline of the project:

DATE	ACTIONS
November 2010	<ul style="list-style-type: none"> • A Financial Agreement is concluded between the EU and the TAO of the Turks and Caicos Islands.
January 2012	<ul style="list-style-type: none"> • A Grant Contract is concluded between the EU and the Disaster Recovery Board. • Starting of project activities.
January 2012- October 2012	<ul style="list-style-type: none"> • Revision of TCI Building Code in order to prepare the technical specifications of the tender documents. • Prior information notice for a contract for the revision of the TCI Building Code. • Position of Project Officer is advertised. • Project staffing structure is reviewed and a new structure is proposed. • The TA title is changed to Project Manager. • The day-to-day running of the project is changed and set up in line with project management best practices. • Project staff based within Planning Department, Treasury, Attorney General's Office and Dept. of Economics is assigned. • Applications collected in 2010 are reviewed. • Criteria for selecting/approving applications established by the RTF in 2009 are revised. • Visibility plan is signed off by the DRB.
October 2012	<ul style="list-style-type: none"> • The list of beneficiaries created by the former RTF in 2010 is audited and found not representative. • A recommendation to call for new applications is approved by the DRB. • The TA (Ms Susan Breetkze) is contracted.



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	<ul style="list-style-type: none">• The DRB approves the new project staffing structure.
November 2012	<ul style="list-style-type: none">• The eligibility criteria for beneficiaries reviewed by the new RTF is approved by the DRB.• A Project Officer is contracted.
December 2012- January 2013	<ul style="list-style-type: none">• A countrywide call for applications is advertised (a total of 229 applications were received).• The EU approves the visibility plan.
March 2013	<ul style="list-style-type: none">• Six late applications are accepted (a total of 237 applications were received).• The evaluation and audit of applications is concluded.• A first list of eligible applicants is released.
May 2013	<ul style="list-style-type: none">• Contract for updating the TCI Building Code is awarded to Arup International through a negotiated procedure.
June 2013	<ul style="list-style-type: none">• Starting of the updating of the TCI Building Code.• Publication of the full list of beneficiaries.
August 2013	<ul style="list-style-type: none">• Publication of the final list of beneficiaries (124 beneficiaries in total).• Contract for the construction of up to 25 new homes is advertised.
September 2013	<ul style="list-style-type: none">• TCI Building Code is updated.
November 2013	<ul style="list-style-type: none">• Addendum No. 2 to the Grant Contract.
December 2013	<ul style="list-style-type: none">• The post of project administrator is advertised. This post is a part-time (22.5h/week)
January 2014	<ul style="list-style-type: none">• Tender documents for minor works repair (non structural and under \$30,000) are released.• Tender documents for large works repair will be released as soon as the EUD responds to the derogation of the rule of origin for materials.
March 2014	<ul style="list-style-type: none">• Formal adoption of the updated TCI Building Code.
July 2014	<ul style="list-style-type: none">• Starting of construction and rehabilitation works of homes
November 2014	<ul style="list-style-type: none">• Addendum No. 3 to the Grant Contract.• Finalisation of construction and rehabilitation works of homes (23 November 2014)

Project Stakeholders

The key project stakeholders and their main tasks are the following:

Disaster Recovery Board (DRB)

The DRB was established following hurricane Ike as a charitable trust to manage the UK £5M Recovery Grant. It provided assistance for the repair and retrofit of public buildings and the demolition of steel buildings damaged by the hurricane as well as the removal of hurricane debris. The DRB is administered by an independent Board or Trustees from the corporate and business sectors and chaired by the Governor of the TCI.

The DRB is the contracting authority for the project. It provides overall guidance to the project and is responsible for ensuring that funds are restricted to projects that are included in the TCI Recovery Plan.

Recovery Task Force (RTF)

The RTF recommends projects for funding consideration to the DRB. It relies on Ministries, Departments and Agencies in the public sector.



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The RTF management team prepares the project work plan, beneficiaries list, work contracts, agreements and other legal documents, tenders, public notices, etc. It also appoints the TCI Support Coordinator and the TCI Building supervisors, and provides technical expertise for the design of a low-income architectural plan and support to tender documents preparation, and TCI administrative support, and banking and auditing services.

The members of the RTF were:

- Permanent Secretary Government Support Services (Chair)
- Permanent Secretary Dept. Environment and Agriculture
- Director Disaster Management and Emergency
- Director Social Services
- Director Economics and Statistics
- Representative Attorney General's Chambers
- Deputy Permanent Secretary, Finance
- Project Manager

The DRB works closely with the RTF to implement the project.

Technical Assistant (TA)

The TA assists the DRB with the overall project management, in particular the general technical and financial aspects to ensure consistency with other recovery projects. It undertakes the day-to-day operational activities of the project. Its main responsibilities are:

- Supervision and coordination of all project activities;
- Maintenance of adequate records to support monitoring, reporting, audits, and evaluation of the overall project.
- Development and maintenance of a database that captures the process employed in identifying potential beneficiaries up to the point of approval of beneficiaries;
- Management of tender and contracting processes;
- Management of all construction and supervision contracts;
- Preparation of quarterly progress reports.
- Preparation of a visibility plan and implementation of visibility activities.

Applicants/Beneficiaries

Applicants must satisfy the following criteria to be eligible for the TCI Hurricane Ike Reconstruction and Rehabilitation Fund:

- Applicants must have title to the land (registered in their own name) and who resided in the facility or was displaced from the facility due to the impact of the hurricane;
- Applicants must have been adversely affected by Tropical Storm Hannah or Hurricane Ike, including persons in temporary housing or trailer homes;
- Funds are intended for permanent structural repairs or complete reinstatement of a residential property. The funds will not be used to repair Apartments or commercial buildings.
- The property must have been uninsured or underinsured; and
- Applicants must be able to show that their total household income is less than \$35,000 per year.

The priority groups for funding, as determined by the Disaster Recovery Board under powers permitted in the Grant Contract, are:

- (i) The elderly and infirm living in sub-standard conditions, to include families with an elder or infirm member. This group to include minor works repairs to properties.
- (ii) Single income families with dependent children who are living in sub-standard conditions.
- (iii) Families, who have been displaced [by Hanna or Ike], are renting or living with others. This group includes those who have applied for the re-building or refurbishment of a second dwelling (including a house divided into separate units) which will be rented out where the applicant falls into priority 1 and has an income of below \$12,000 per annum.
- (iv) Those who fall into priority groups 2 and 3 but whose properties require minor works.



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Other project stakeholders are those who have directly participated in the activities carried out for the Grant Contract:

- Contractors: building contractors and engineering consulting firms;
- TCIG Departments: Dept. Disaster Management and Emergency.

Project Completion

The project was successfully delivered last 24th November 2014. It has fulfilled almost all of its objectives exceeding its expectations according to the majority of stakeholders interviewed.

3. OBJECTIVES OF THE EVALUATION

Global objective

The global aim of the final evaluation is to assess the project's performance and achievements vis-à-vis the project's overall objective.

Specific objectives

The specific aim of the final evaluation is to provide the decision-makers in the Government of the Turks and Caicos Islands and the European Union with:

- an independent assessment of the project's results, impact and sustainability prospects;
- propose concrete and useful recommendations for improving possible future projects of a similar nature.

4. METHODOLOGY OF THE EVALUATION

4.1. Evaluation Approach

The evaluation is summative and takes a qualitative approach in order to fulfil the evaluation criteria contained in the Terms of Reference (ToR). The evaluation will include:

- Assessment of the project regarding the following:
 - Performance of the project (how well the project is doing or did) according to seven criteria:
 - Relevance (current validity of the project);
 - Effectiveness (ability of the project to meet its objectives);
 - Efficiency (adequacy of the resources used to achieve the results);
 - Impact (project contribution to its overall goal);
 - Sustainability (likelihood of project achievements to last beyond project closure);
 - Coherence/complementarity (achievement of EC development policies);
 - EC Value added (connection to the interventions of other Member States).
 - Project strategy and activities in the field of visibility, information and communication, the results obtained and the impact achieved with these actions in both the beneficiary country and the European Union countries.
- The provision of recommendations for practical follow-up to ensure sustainability and facilitate utilisation of the project outputs; and
- Where appropriate, suggestions for corrections or follow-up activities.

The evaluation is focused on both the beneficiaries' perceptions of the benefits received and the EU's perspective of achievements. To this end, the evaluation must be participatory and should include a review of project documentation (desk phase), interviews with all relevant stakeholders (project managers, implementing entities, counterparts, beneficiaries, etc.) and selected site visits (field phase)



and a collection of feedback from project stakeholders aimed at validating the evaluators' findings, conclusions and recommendations (synthesis phase).

The evaluation has been structured around the OECD-DAC Evaluation Criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability), plus the EC specific criteria (coherence and value added) that were laid out in the ToR. The Consultant has further refined these criteria as Evaluation Questions specifically prepared for this assignment.

These questions are intended to provide more precise and accessible evaluation criteria and to articulate the key issues of concern to stakeholders, thus optimising the focus and utility of the evaluation.

4.2. Evaluation Tools

The main evaluation tools applied were:

- Meetings and interviews with representatives of key stakeholders and beneficiaries;
- Site visits to the rehabilitated and reconstructed homes in Grand Turk, South Caicos and Salt Cay.
- Documentary analysis of all relevant documents and data collected;

The mix of these tools has allowed the Consultant to crosscheck information sources to carry out the final evaluation.

4.3. Evaluation Phases

According to the terms of reference, the Final Evaluation was carried out in three phases, namely:

Desk Phase

This first phase took place over a six-day period, from 22th to 29th February 2016 and was home-based.

Its main objectives are familiarisation and analysis of documentation, presenting the evaluation approach, identification and contact with stakeholders, and planning and preparation for subsequent phases.

Field Phase

This phase took place over a nine-day period, from 15th to 25th March 2016, and was carried out within the Turks and Caicos Islands.

Its main objectives are local assimilation of project data, data collection, interviews with key stakeholders, assessment of status, and additional communication with local interested parties.

Synthesis phase

The final phase took place over a seven-day period, from 21st to 29th April 2016, and was also home-based.

Its main objectives are compilation, analysis of data and assimilation of information from stakeholders and the provision of the final report.

5. FINDINGS

The main findings are listed here below, together with a performance rating for each single criteria examined:

5.1. Problems and needs (Relevance)

To which extent were real problems addressed by the intervention?

CRITERIA	FINDINGS	RATING
Policies & Program framework	<ul style="list-style-type: none"> • In 2009 the TCI Government established the "Recovery Plan for the Turks and Caicos Islands in response to the devastation resulting from hurricanes Hanna and Ike in September 2008" to provide a cohesive management 	Satisfactory



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	<p>framework for the recovery programs and actions to be implemented in the TCI from 2009 to 2013. The Recovery Plangoal was to reduce vulnerability by rebuilding and repairing housing, facilities, infrastructure, utilities and socio-economic services to higher standards thus promoting increased resilience to hazards. One of the main specific objectives of the Recovery Plan was providing accommodation for the most vulnerable members of the community by repairing and/or supervising the restoration of 300 houses and constructing 50 new houses (it was also identify as a priority project in the Recovery Plan document).</p> <ul style="list-style-type: none"> • The objective and purposes of the EU project are well matched to the Recovery Plan goal and objectives, it is focused in: <ul style="list-style-type: none"> ○ Restoring an acceptable standard of living to uninsured vulnerable citizens affected by Hurricane Ike; ○ Strengthening the resilience of affected communities in the event of future disaster events. • EU strategyis also in line with TCI Government Recovery policy, since reducing the vulnerability and building the resilience of Small Island Developing States against external shocks is one of the identified specific areas of strategic cooperation in support of deepened regional integration and cooperation of the Joint Caribbean-EU Partnership Strategy (2012). The overall EU strategy on disaster management is to provide support to enhance national and regional capacities for Comprehensive Disaster Management. 	
<p>Needs & beneficiaries' requirements</p>	<ul style="list-style-type: none"> • TCI social sector (housing, education and health) was the most severely impacted by hurricane Ike. And within it, housing suffered most damage and losses (69%). Virtually every house suffered some damage on islands such as Grand Turk, Salt Cay and South Caicos. • Multiple affected houseswere not insured and/or under-insured, and owned by people with low incomes and no funds to spend in house rehabilitation or reconstruction. • TCI Government budget in 2008-2009 period was mainly targeted to the reconstruction of public infrastructure and public services, so no funds were available for helping the housing sector. So TCI Government contacted EU and other donors (CDB) to assist with recovery efforts. • In 2009, the UK Government provided the TCI Government with a Recovery Grant of £5 million, which was specifically earmarked for housing, health, education and disaster preparedness. Due to the complexities involved in ensuring that the most vulnerable persons received housing assistance and coupled with the fact that the UK Grant was to be disbursed within a specified timeframe, no funds were disbursed from the UK Grant in respect of the housing sector. • EU project objectives correctly address the identified problems and social needs because it is focused on the TCI housing sector, specifically those houses directly impacted by the passage of Ike and Hanna. • Finally 34 homes were rehabilitated to improved building standards (6 minor works and 28 major structural repairs) and handed over to qualified beneficiaries and 25 new homes were built and handed over to qualified beneficiaries (including a duplex for 2 different beneficiaries). 	<p>Satisfactory</p>



<p>Lessons learned</p>	<ul style="list-style-type: none"> • Lessons learnt from the implementation of the Recovery Plan in 2009 were taken into account through the establishment of a project management structure including: <ul style="list-style-type: none"> ◦ The Disaster Recovery Board as the contracting authority, provided overall guidance to the project, and assured that funds are restricted to projects included in the Recovery Plan; ◦ The Recovery Task Force (RTF) as leader and coordinator of the project with the TCI Government bodies (Ministries, Departments, Agencies, etc.). • Lessons learnt from the implementation of the £5 million UK Grant Contract: <ul style="list-style-type: none"> ◦ Revision and refine of beneficiaries' eligibility criteria established by the former DRB and RTF. ◦ Revision of the approach for reconstruction and rehabilitation works using properly qualified contractors engaged through robust tendering procedures to carry out the works. 	<p>Satisfactory</p>
<p>Flexibility/adaptability to changes</p>	<ul style="list-style-type: none"> • The governance structure of the project was changed from the outset to put it in line with project management best practices and with the change in structure of TCIG Ministries and Departments. • The RTF that has been dismantled in 2011 was quickly reactivated again because its necessity for project implementation. • Where necessary because of the lack of capacity or skills of project staff within the TCIG Departments, work was subcontracted to specialists (i.e. project administrator, surveying of damaged homes, contracting support, etc.). • Although the beneficiaries' selection criteria, which were established in the UK Grant initiative, were set in the EU Grant contract, they were refined by the RTF and the Project Manager looking for a fairer and more equitable selection of beneficiaries (i.e: removing government employees from the highest priority; including male and female members of single income families, etc.). The original list of beneficiaries set in 2009 was revised and it was decided to prepare a new one according to the new selection criteria. • Difficulties faced during awarding the rehabilitation works tenders were solved through clarifications to the tenderers (Minor works contract) and contract negotiation (Rehabilitation contract). • Although a survey was carried out in order to identify damages in houses, it was very difficult to identify all of them, and also to estimate its costs because of the existence of hidden damages that could not be detected till works started (some owners have painted some damages, others were impossible to detect before starting the rehabilitation works, etc.). A detailed control of construction process allowed making all previous needed changes to maintain project within the available budget. • Reconstruction and rehabilitation works were organised and managed to make them flexible enough in case any problem arises, allowing a better control and a quick reaction in case of delays (i.e. during the implementation of rehabilitation works homes were handed over to the Minor works constructor in batches of 5). 	<p>Satisfactory</p>



	<ul style="list-style-type: none"> • Project management strategy made the EU project flexible enough in order to adapt it to the difficulties and problems arisen during implementation. 	
<p>Stakeholders & Target groups</p>	<ul style="list-style-type: none"> • The DRB, the RTF and TCI Government as local major stakeholders were active participants responsible for instigating, driving, guiding, defining and approving objectives of the project from the outset. • The DRB and RTF relied on the Project Manager the day-to-day managing of the project. • The DRB was the contracting authority of the project. One of his main tasks was approving all project issues (actions, changes, etc.). The DRB were mainly composed by local people with capacity constraints in project implementation/management and with no expertise in EU procedures. It made the DRB to rely mostly on the Project Manager criteria and management capacity. • The RTF had the responsibility for overseeing the objective assessment of the applications and making recommendations to the DRB on the final list of eligible applicants. • TCI Government could not take proper ownership of the EU project from the outset because of the critical economic situation of the Turks and Caicos Islands due to the occurrence of several unfortunate events during 2008 and 2009: <ul style="list-style-type: none"> ◦ Global crisis, that impacted in the TCI economy through a strong decrease of incomes from tourism; ◦ Hit of two hurricanes (Hanna and Ike) in a very short period of time in 2008; ◦ Precarious economic situation of TCI Government, due to a high liability that almost caused the country bankrupt. <p>This situation in the TCI drove to the establishment of an interim government (in operation during the implementation period of the project) that was mainly focused on TCI government problems, and relied most of project implementation on the Governor's office.</p> • TCI Government did not provide proper resources to the project due to the lack of skilled staff. • Project Manager was deeply involved in project implementation and its success since it came on board (October 2012). • Most of stakeholders linked to the implementation of activities (building constructors, works supervisors) were deeply compromised with the success of the project and put a strong effort and resources on it. 	<p>Less than satisfactory</p>
<p>Implementation strategy</p>	<ul style="list-style-type: none"> • Project formulation was based on TCI Recovery Plan objectives. • The beneficiaries' selection criteria set in the EU Grant contract, were refined looking for a fairer and more equitable selection of beneficiaries. • The updated TCI building code was applied for rehabilitation/construction works of damaged homes of selected beneficiaries. • Knowing that less of 20% of the construction works contracts are accomplished in the TCI because of problems related to the detailed designs, it was decided and approved by the DRB to join Activity 2 (Finalisation of Architectural Designs) and 	<p>Satisfactory</p>



	<p>Activity 6 (Tendering and contracting for the construction of up to 25 new homes to an improved strict building code) and turning them into a Design & Build contract.</p> <ul style="list-style-type: none"> • A previous survey of houses of selected beneficiaries was carried out in order to identify damages, to classify them (reconstruction or rehabilitation), to define the works needed, and establish a preliminary cost estimation of works (bill of quantity). • It was decided and approved by the DRB to split the contract of home rehabilitation in 2 different contracts (a Minor Works contract, for the houses that did not need structural reparations; and a Rehabilitation contract for the houses that needed major and structural reparations) in order to mitigate the risk of success of the Repairs contract, and also to allow small local construction companies to participate in the project. 	
Assumptions & Risks	<ul style="list-style-type: none"> • €8.050 was the initial budget estimated for the rehabilitation of homes in the Grant Contract. This amount was based on specific information from the TCI Government during the preparation of the planned EU support, and was established as an assumption in the Grant Contract (Annex 1, section 6 – page 10) which anticipated that the DBR and the RTF “will use procedures developed during the implementation of the UK Recovery Grant” for the reconstruction and rehabilitation works. These procedures included the direct provision of materials to the beneficiaries to the intention that the beneficiary repairs their own home or employ a contractor to carry out the work. The EU Delegation was assured by the TCI Authorities that these procedures were successfully employed and should be used within the Grant. • TCI Government could not satisfy project ownership assumption, and could not provide proper resources to implement the activities for which it was responsible according to the Grant Contract. • The availability of funds for project implementation was one main risk considered from the outset of the project. A strictly and detailed project control allowed maintaining project costs within the available budget. 	Less than satisfactory
Monitoring & Evaluation	<ul style="list-style-type: none"> • Project implementation was monitored through Steering Committee meetings and quarterly progress reports. • Also an informal but effective communication system existed between the main stakeholders during the whole project implementation. 	Satisfactory

5.2. Achievement of purposes (Effectiveness)

How far the project results were attained and the project specific objectives achieved?

CRITERIA	FINDINGS	RATING
Communication/ understanding of planned benefits	<ul style="list-style-type: none"> • Project benefits and call of applications were communicated to the population through different medias: newspapers, radio, internet, boards in government facilities and public areas, etc. • A call for applications was done after approving the new beneficiaries’ eligibility criteria by the DRB, and old applicants were also asked to re-apply. Applicants were not informed about the eligibility criteria to avoid the risk of responses designed to secure funding. 	Satisfactory



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	<ul style="list-style-type: none"> • During the assessment application period communication with applicants was made by certified letters (in several cases delivered by hand). • Before starting reconstruction/rehabilitation works all beneficiaries were individually consulted about the works to be done at their properties. All beneficiaries signed the bill of quantities and a contract along with the builder and the DRB to ensure they were involved and happy with the works to be done. • After finishing reconstruction/rehabilitation works the contractor was not paid until the beneficiary and works supervisor have signed off they are satisfied with the works undertaken. 	
<p>Beneficiaries participation</p>	<ul style="list-style-type: none"> • Beneficiaries participated indirectly in the project by submitting applications, agreeing the intended works to be done and approving the works finally done at their properties. • Beneficiaries' applications were detailed checked and their properties were visited for cross-checking the information presented in the application forms. 	<p>Satisfactory</p>
<p>Adaptation to unforeseen external factors</p>	<ul style="list-style-type: none"> • The period of time that has elapsed between the initiation and the implementation of the Action resulted in a reduced number of applications (many people had repaired their own homes by the time applications were called), and also resulted in a worsening of damages of houses to be repaired. This last consequence led to higher costs of rehabilitation, and so less number of beneficiaries. • The seismic data required to update the relevant sections of the Building Code were not available. As an interim measure it was used the US Geological Survey web tool, recognizing that the Code will need to be revisited and revised. • Delays to the adoption and Gazetting of the updated Building Code resulted in a 6-month delay to the letting of the works contracts for the Rehabilitation and Reconstruction of homes. • Land ownership criteria were the more difficult eligible criteria to meet by the applicants. Given the substantial number of applications involved the DRB resolved that the Project Manager team assists these applicants to transfer the land into their name or if it was not possible in case of extended families, mental incapacity or other extenuating circumstances, that the applicant be considered eligible provided that they were given no fee-right to live on the property without any limitation save that they could not dispose of the property. Many applicants had unresolved intestate estate issues, which stretched back 3 generations, and in all cases these applicants were some of the most vulnerable in terms of age or health. • Final eligible beneficiaries (112) were classified in different priority groups because of the limited available budget, so that the really most needed could receive help. • The quality of the home survey carried out by a private company for identifying home damages and preparation bill of quantities was very poor, and it has to be redo several times (2 or 3 times), causing a delay in project implementation. It has caused an undetermined cost estimation of the construction works. • The foreseen budget to be spent on rehabilitation of each property was undervalued given the extent of damages and the cost of materials in the local market. As a result of the 	<p>Satisfactory</p>



	<p>higher cost of rehabilitation works, less number of beneficiaries benefited from the project.</p> <ul style="list-style-type: none"> • The project was completed well within the foreseen budget, but suffered project delays due to: project activities did not start till the Project Manager come on board (9 months), delay of revising and approving the TCI Building Code by the TCI Government (6 months), difficulties for tender awarding (1 month). As a result, the implementation period was extended by one year, until 23rd November 2014, through an addendum to the grant contract. All these delays led to a very limited time for construction/rehabilitation of homes at the end of the project. • Implementation of construction/rehabilitation works was a big challenge because of: <ul style="list-style-type: none"> ○ the limited time available for it – only 4.5 months (from July to November 2014); ○ the limited budget (the Project Manager team negotiated with the construction companies to adjust their economic offers to the available budget); ○ the unknown of the actual works to be made in the rehabilitated houses (bill of quantities were updated during implementation of rehabilitation works). ○ several beneficiaries asked for reparations not related to hurricane Ike (damages were analysed by works supervisors to assess if they were due to the hurricane Ike); ○ the difficult logistic for materials and human resources working in 3 different islands at the same time (very good coordination was performed by the constructors); ○ working in the peak of the hurricane season; ○ following the new updated TCI Building Code (a lot of questions to be solved in a limited period of time during design and construction); ○ managing the variable costs of the materials that has to be re-shipped to the different islands (quantities supervisors were tasked with ensuring that the rates paid for repairs were comparable with market rates); ○ follow the EU rule of origin of materials (a derogation on the rules of origin was applied for and partially granted). 	
<p>Stakeholders' responsibilities</p>	<ul style="list-style-type: none"> • The DRB was established after hurricane Ike as a charitable trust to manage the £5 million UK Recovery Grant. The DRB is the contracting authority of the project. Its main responsibility was to provide overall guidance to the project. The DRB was administered by an independent Board of Trustees from the public, corporate and business sector with capacity constraints in project implementation/management and no expertise in EU procedures. This circumstance made the DRB members relied mainly on the Project Manager team criteria and management. All decisions made by the DRB were based on the information provided by the PM team. • According to the TCI Recovery Plan, the RTF was responsible of recommending projects for funding consideration by the DRB. During the EU project implementation their two main roles were to provide technical assistance to the project according to the government requirements, and to make the prioritisation of eligible beneficiaries. The RTF was very active during the selection process of project beneficiaries. • Many foreseen activities that should be implemented by the 	<p>Satisfactory</p>



	<p>TCI Government were outsourced because of the lack of skilled human resources within TCI Government (i.e. updating the TCI building code, works supervision, etc.). Main subcontractors were the following:</p> <ul style="list-style-type: none"> o Arup – Updating TCI Building Code o Caribbean Design Associated – Surveying of homes and houses o Holidays Construction – Demolition of 24 houses o BCQS International (Paul Mathews) – Special inspector for the Repairs contract and Design & Build contract; o Mr John Hayes – Assistance for preparing tender dossiers for Design & Build contract. <ul style="list-style-type: none"> • Technical Assistant responsibility was to assist the DRB with the overall management of the project, in particular all issues related to technical and financial aspects to ensure coherence with other recovery projects. • The Technical Assistant and Project Manager positions were merged in a unique position in order to fill the gap of the lack of local project management skills within the TCI Government. Besides, a local Project Officer (Mr Crysene Dickenson) was recruited in order to incubate and train local staff in project management issues. 	
Affection of unintended results	<ul style="list-style-type: none"> • The re-call for applications after the revision of the selection criteria created false hopes in the applicants, who thought they all would receive aid. • Although the use of the updated TCI Building Code is mandatory, it seems that it is not properly followed in new building projects. Nevertheless the Planning Dpt. assures that it is followed in all new building projects in the TCI. 	Less than satisfactory
Shortcomings	<ul style="list-style-type: none"> • Even the eligible criteria were reviewed and refined for being as fair as possible, land ownership criteria was the one that made several people in need not to be eligible and could not receive assistance. • Some information requested in the application forms was not clear enough for some of the applicants. • Some reparation works described in the bill of quantities of some properties were not carried out (i.e. in Salt Cay) because of a lack of budget. This situation made some beneficiaries not to sign the final documents. • One eligible beneficiary in Salt Cay that does not live in his/her property received assistance. 	Less than satisfactory

5.3. Sound management and value for money (Efficiency)

How well the various activities transformed the available resources into the intended results in terms of quantity, quality and timeliness?

CRITERIA	FINDINGS	RATING
Quality of project management	<ul style="list-style-type: none"> • As TCI Government was not able to provide skilled people for managing the project, the Technical Assistant carried it out with the help of a local Project Officer (Mr Crysene Dickenson). • The Project Management (PM) team was the main responsible for day-to-day project management. Ms Breeze (Technical Assistant/Project Manager) and Mr Dickenson (Project Officer) composed the PM team. 	Satisfactory



	<ul style="list-style-type: none"> • Project implementation really started when Ms. Breezke came on board in September 2012, launching project activities since then. Only a few minor actions related to the project were carried out between January and September 2012. • Based on and following the Grant contract specifications, the PM team suggested for approval to the DRB the approach and methodology of the implementation of project activities. • Project monitoring was made through quarterly progress reports and regular steering committee meetings with the DRB and the RTF. • The PM successfully adapted the implementation approach of almost all project activities in order to take into account all identified risks and unforeseen factors: <ul style="list-style-type: none"> ◦ Subcontracting all activities that were foreseen to be carried out by TCI Government (Activity 1, A ◦ Joining Activity 2 (Finalisation of Architectural Designs) and Activity 6 (Tendering and contracting for the construction of up to 25 new homes to an improved strict building code) and turning them into a Design & Build contract, in order to mitigate the risk of success of the Reconstruction contract. ◦ Refining beneficiaries' selection criteria (Activity 4) to ensure that all were evaluated against the same criteria. ◦ Splitting the contract of home rehabilitation (Activity 5) in 2 different contracts, a Minor Works contract, for the houses that did not need structural reparations, and a Rehabilitation contract for the houses that needed major and structural reparations, in order to mitigate the risk of success of the Repairs contract. • The project was managed following the sound principles of project management as recognised by the Project Management Institution ensuring good governance and sound fiscal management. All project documents, communications and activities were detailed documented. • The Project Management team led successfully the project throughout its tenure and ensured that the project was delivered within the final agreed timeline despite the many challenges regarding delays in the drafting and approval of the TCI Building Code, and the tendering process and procurement among other issues. 	
<p>Efficiency of project costs</p>	<ul style="list-style-type: none"> • Although 61 houses were identified as viable for rehabilitation, only 34 homes were finally repaired (6 minor works and 28 major structural repairs). • Although 63 houses required rebuilding (51 of priority 1 and 2 applications) the final number of houses to be rebuilt were 24 (including a duplex for 2 different beneficiaries). • The initial budget allowed for €8.050 to be spent on rehabilitation of each property was inadequate given the extent of damages and the cost of materials in the local market. The average final cost spent on the allowances rehabilitated was €45.882 per home. • According to Olympic Construction the average cost for design and build in TCI were 185\$/sqf, the financial estimation of its tender was 157\$/sqf, but finally the real average cost was 175\$/sqf. • In order to ensure that value of money a contract for the supervision of the works was let, and the quantity surveyors 	<p>Satisfactory</p>



	<p>were tasked to ensuring that the rates paid for rebuilt/repairs were comparable with market rates, both in the quoted rates and in those applied to variations where a rate did not exist in the quote.</p> <ul style="list-style-type: none"> • A derogation on the rules of origin was applied for and granted for the rehabilitation and rebuilt contract. 	
Partner country contributions	<ul style="list-style-type: none"> • The RTF strongly contributed to the implementation and success of the project providing assistance with all project issues to be attended (i.e. contact of PM with the TCI Government departments, application process, land ownership issue, etc.). The RTF provided a valued help in terms of TCI Government assistance. • TCI Department of Planning carried out the revision of the updated TCI Building Code, the revision of project drawings for the rehabilitated and rebuilt houses, and the supervision of works. 	Satisfactory
Technical assistance	<ul style="list-style-type: none"> • The Project Manager and the Technical Assistant positions were merged in a unique position in order to fill the gap of the lack of local project management skills within the TCI Government. • The title of Technical Assistant was changed to Project Manager in order to bring the management and governance of the project in line with project management best practices. • The TA took her poste on 1 October 2012 on a one-year contract, which was extended in 2013 to the end of the implementation period. • The TA successful achieved real tangible benefits to project recipients through a strong management, dedication and commitment. 	Satisfactory
Quality of monitoring	<ul style="list-style-type: none"> • Project monitoring was carried out through: <ul style="list-style-type: none"> ◦ Quarterly progress report prepared by the PM. ◦ Regular steering committee meetings (when needed). ◦ Occasional EU monitoring intervention reports. • Good communication between major stakeholders such as the DRB, RTF, PM and the EUD in the end, has had a significant influence in the success of the project. 	Satisfactory
Unplanned outputs	<ul style="list-style-type: none"> • The Consultants identified no unplanned outputs. 	Satisfactory

5.4. Achievement of wider effects (Impact)

Relationship between the project's specific and overall objectives.

CRITERIA	FINDINGS	RATING
Achievement of project objectives	<ul style="list-style-type: none"> • The final results of selecting beneficiaries were the following: <ul style="list-style-type: none"> ◦ 239 applications were received; ◦ 112 eligible applications; ◦ 58 applicants received assistance - all priority 1 and some priority 2 eligible beneficiaries. • There are 118 applicants who were not eligible for assistance under the Grant and 64 applicants that were eligible but could not be assisted due to budget constraints. • The final results of the project were the following: <ul style="list-style-type: none"> ◦ TCI Building Code was updated; ◦ 24 new homes (including a duplex for 2 different beneficiaries), and 25 houses were handed over; 	Satisfactory



	<ul style="list-style-type: none"> ○ 34 homes repaired (6 minor works and 28 major structural repairs) and handed over. • A very useful workshop was organised for training constructors and other relevant building sector stakeholders (engineers, architects, etc.) on the updated TCI Building Code. The workshop was open to everybody but some ones were missing (Planning Dpt.). Even though this training was not enough for facing the construction works (i.e. structural issues). • A Building Guideline book based on the updated TCI Building Code came out from the workshop. Presently this Building Guideline is not being used. 	
Affection to the effects of the project	<ul style="list-style-type: none"> • The final number of rehabilitated homes was limited because of project-undervalued budget and the extent of the works to be implemented (replacement of belt beams, complete removal and replacement of roofs, etc.). • Although the use of the updated TCI Building Code is mandatory, it seems it is not being properly followed in new building projects. Nevertheless the Planning Dpt. assures that it is followed in all new building projects in the TCI. 	Less than satisfactory

5.5. Likely continuation of achieved results (Sustainability)

Whether the positives outcomes of the project and the flow of benefits are likely to continue after external funding ends.

CRITERIA	FINDINGS	RATING
Ownership of objectives and achievements	<ul style="list-style-type: none"> • As the reconstruction and rehabilitation project request came up from the TCI Government, all major stakeholders knew about the project objectives and project results, and agree with them from the outset. • Throughout project implementation all beneficiaries were individually asked for agreeing about the foreseen works to be done in their properties (bill of quantities) before works started. After works were finished beneficiaries also need to approve the works done. 	Satisfactory
Policy support and responsibility of beneficiary institutions	<ul style="list-style-type: none"> • The project matched the first objective of TCI Recovery Plan in response to the devastation of the hurricanes Hanna and Ike in September 2008 that is to "Provide accommodation for the most vulnerable members of the community by repairing and/or supervising the restoration of 300 houses and constructing 50 new houses". • TCI Government and DRB were very interested in providing assistance as many numbers of beneficiaries. 	Satisfactory
Institutional capacity	<ul style="list-style-type: none"> • No institutional support seemed to be needed after project implementation. Major stakeholders (DRB and RTF) were not active after the project was finished. 	---
Adequacy of project budget	<ul style="list-style-type: none"> • Project budget was not enough for repairing the foreseen maximum number of homes according to the Grant (150 homes), and also for assisting the total number of eligible applicants (112). 	Less than satisfactory
Socio-cultural factors	<ul style="list-style-type: none"> • According to the interviews held with beneficiaries and stakeholders the new and the repaired houses have had a positive impact in their lives and their immediate communities and families. Beneficiaries and stakeholders are very happy and grateful with project results. • Rebuilt and rehabilitated homes have significantly improved 	Satisfactory



	the quality of life of beneficiaries confirming that the project has achieved its specific objective of reduction of poverty after hurricane Ike. All beneficiaries interviewed by the Consultant during the site visit were vulnerable people in the community: elderly people, single parents and families with low incomes.	
Financial and economic sustainability	<ul style="list-style-type: none"> • According to the site visit beneficiaries seem to have enough incomes for regular maintenance of rebuilt and rehabilitated homes and its complementary equipment (solar panels, water heaters, gas stoves, rainwater cistern, etc.). • No economical support from TCI Government was set for covering home maintenance costs. 	Satisfactory
Technical issues	<ul style="list-style-type: none"> • Application of updated Building Code is presently a challenge for the TCI construction companies because of a general lack of technical skills. • Following up the use of the updated TCI Building Code is also a challenge for the TCI Department of Planning because of lack of technical skills of its staff. • Although a specific training on the updated TCI Building Code was delivered after its approval, new training courses on it would be needed for the staff of private sector companies and Department of Planning. After project implementation no other training on the updated Building Code was delivered. • Training documentation reproduced as "<i>Building Guidelines</i>" was made freely available to contractors and residents in order to improve the quality of residential construction. These Guidelines set out the required standards of the updated Building Code in an easily accessible manner. Nevertheless it is not sure if this document has not been disseminated to contractors and public. • Although light updating of the TCI Building Code can be carried out by the Department of Planning, external assistance will be needed for regular significant updating. 	Less than satisfactory
Cross-cutting issues	<ul style="list-style-type: none"> • Eligibility criteria seem to be not discriminatory, and no applicants were excluded on the basis of any demographic grouping. Besides, applications were made anonymous to ensure they were fairly evaluated against the criteria and priority groupings. • House reconstruction and repair were implemented in an environmentally sensitive manner, providing each house with additional insulation in the roof, solar panels, water heaters, rainwater cistern, hurricane shutters, and lockable garbage house. • Passive environmental mechanisms were also employed to take advantage of prevailing breezes to keep homes cold and reduce heat transfer through external walls. 	Satisfactory

5.6. Mutual reinforcement (Coherence)

To which extent activities undertaken allow the EC to achieve its development objectives without internal contradiction or without contradiction with other Community policies? To which extent they complement partner country policies or other donor's interventions?

CRITERIA	FINDINGS	RATING
Achievement of EC policy objectives	<ul style="list-style-type: none"> • The EU's Intervention in this project is consistent with and represents an extension to the policies resulting in similar interventions in other Caribbean countries: EC 9th EDF project 	Satisfactory



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	<p>of €7M for Hurricane Ivan housing reconstruction work, EC project of €13.2M for Regional Weather Radar Warning Systems in Guyana, Barbados, Belize and Trinidad under the 9th EDF Regional Indicative Programme, and EC project of €4.66M for the Establishment of a Digital Early Warning Station on the Cayman Island). In this respect, it is also consistent with the European Commission's development policy and objectives for the region related to enhance national and regional capacities for Comprehensive Disaster Management. At the regional level the EU works with responsible agencies, such as the CDEMA.</p> <ul style="list-style-type: none"> • The specific objectives of this project are in line with the Recovery Plan goals of the TCI government. • The success of this project has not in any way conflicted with or duplicated any other international or local TCI infrastructure initiatives. 	
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5.7. Added value (Specific to the EU Commission)

To which extent this project is complementary/connected with other EU member states' interventions?

CRITERIA	FINDINGS	RATING
Complement/connection with other EU member interventions	<ul style="list-style-type: none"> • This project was complementary to the £5M UK Reconstruction Assistant Grant implemented in 2009, which did not properly cover the housing sector directly impacted by the passage of hurricane Ike and Hanna because of the complexities involved in ensuring fair assistance to the most vulnerable persons and the limited timeframe to be disbursed. 	Satisfactory

6. VISIBILITY

Communication Plan

A Communication Plan that covers planned and periodic communications between stakeholders and the visibility deliverables of the project was prepared in October 2012 by the Project Manager. It was signed off by the Delegation of the EU in Jamaica.

The Communication Plan was prepared according to the EU rules and requirements: Practical Guide for procedures to Grants financed by the European Development Funds (PRAG), and EU visibility guidelines.

The plan includes participant's roles and responsibilities, communication process (formal, informal and external) to be followed, and communication management procedures, and also a Visibility plan for guiding external communication of the project.

Process and procedures established in the communication plan have been followed throughout the whole period of project implementation.

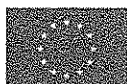
Informal communications (emails, conversations, phone calls, etc.) and formal communications (status meetings and status reports) established by the Communication plan were used.

The Project Manager prepared eleven quarterly progress reports during implementation. These reports included project status on major activities, project schedule, budget and costs tracking and future planned activities.

Visibility Plan

External communications with TCI citizens, TCI community groups and press was based on the Visibility Plan included in the Communication Plan.

Through all the actions made for external communication (call for applications, tenders, individual letters, etc.) beneficiary population was fully aware of the project, its benefits, and the role of the EU



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The EU project focused on reconstruction and rehabilitation of homes which was identified as a main objective of TCI Recovery Plan, and as a key priority action for the full economic, social, and environmental recovery of the TCI territory and the well being of TCI people. Accommodation was identified among the nine subject areas for priority action during Recovery based on the effects of the hurricanes and the significance of this area for Sustainable Development.

The support of EU project was focused on uninsured vulnerable citizens affected by Hurricane Ike, which have received poor/none insurance assistance, and it was also focused on the three islands that were more severely affected by Hurricane Ike (Grand Turk, South Caicos and Salt Cay).

TCI Recovery Plan also identifies as a main objective the improvement of skills of contractors, artisans and homeowners in hazard-resistant, energy efficient, and construction techniques, which has been also considered as a specific objective of the EU project through the updating of the TCI Building Code and the use of environmental and sustainable solutions in rebuilt and rehabilitated homes (additional roof insulation, thermal solar water heaters, gas stoves, rainwater cistern, hurricane shutters and a lockable garbage house).

Most of the lessons learnt from the UK Recovery Grant were taken into account, and were used as a base for redefining the implementation approach of some project activities.

Effectiveness

Project governance and Management

New project governance structure, which was established to put it in line with project management best practices, had a successful impact in the implementation of the project:

- The guidance of DRB and the coordination of RTF with government bodies were essential for carrying out project activities (i.e. refine of eligibility criteria, support for land ownership matters).
- The PM team had a key role in project implementation and its success, adjusting the implementation approach of almost all project activities taking into account local aspects, identified risks and unforeseen factors, and carrying out a strictly and detailed project control which allowed maintaining project costs within the available budget and finishing all project activities in the final agreed timeline (i.e. managing the selection of beneficiaries, updating of TCI Building Code, managing the tender process, and managing construction and rehabilitation works in a very limited time).

Unfortunately, and because of the critical situation of the country, TCI Government could not give enough support to the EU project, which was needed in some cases during project implementation, in order to reduce or avoid important delays (i.e. delay in starting project activities just after the outset of the project, delay of getting the official approval of the updated TCI Building Code, etc.).

Efficiency

Activities implementation

The approach and management established by the DRB and the PM team for the implementation of all project activities had a very positive impact in their results. The main changes of approach that helped in the success of the project were:

- Revising and refining of beneficiaries' selection criteria looking for a fairer and more equitable selection;
- Joining Activity 2 (Finalisation of Architectural Designs) and Activity 6 (Tendering and contracting for the construction of up to 25 new homes to an improved strict building code) and turning them into a Design & Build contract.
- Splitting the contract of home rehabilitation in 2 different contracts (a Minor Works contract, and a Rehabilitation contract) in order to mitigate the risk of success of the Repairs contract

The application process and beneficiaries' selection seems to be fairly implemented (most needed beneficiaries received aid). More than 47% of applications received were eligible (229 received and 112 eligible). Land ownership was the main criteria that made multiple applicants ineligible despite the efforts of the DRB and the PM team to help applicants with this matter.

The re-call for applications created false expectations on most of applicants, even if communication with them and the selection process was made in a very carefully manner.

Outsourcing of TCI Government activities does not seem to have affected project implementation and/or project results.



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Project Delays

Several important delays affected the project during its implementation. These avoidable delays were mainly caused by:

- The lack of Project Manager during the first nine months of the implementation period;
- The time consumed by the TCI Government for revising, approving by the Cabinet and advertising the adoption of the updated TCI Building Code in the Government Gazette (6 months) because of a combination of lack of capacity, some resistant to change and bureaucracy.
- The repetition of the survey of homes carried out by Caribbean Design Associated because of the bad quality of their work (1 month).
- The poor quality of the home survey carried out by a Caribbean Design Associated for identifying home damages and preparation bill of quantities, that has to be redo several times (1 month).
- The difficulties forwarding tenders for home rehabilitation to local companies not used to EU tender procedures (1 month).

As a result all these delays led to a very limited time for construction/rehabilitation of homes at the end of the project, but finally the project was finished within the available time.

Budget Adequacy

The initial budgeted amount of €8.050 per property allocated for the rehabilitation of homes was inadequate given the extent of damages and the cost of materials in the local market. The approach established in the Grant Contract through information from the TCI Government for the reconstruction and rehabilitation works procedures did not take into account the lessons learnt from the UK Recovery Grant experience, which showed that the materials were sold, lost or misappropriated. The revision of this approach by the DRB for using properly qualified contractors engaged through robust tendering procedures to carry out the works led to an average final cost of rehabilitating of €45,882 per home.

The number of rehabilitated homes was adjusted to the available budget, and only 34 houses could be rehabilitated.

Project Monitoring

Monitoring and control of project implementation through meetings among major stakeholders (DRB, RTF and PM team) and preparation of quarterly progress report were sufficient. A continuous informal communication (phone calls, emails, etc.) complemented the formal one.

Impact

Project Objectives

Beneficiaries were mainly people classified in priority 1 group (elderly and infirm living in sub-standard conditions) and several in priority 2 group (single income families with dependent children who are living in sub-standard conditions), whom could not have afford the cost of the reconstruction/rehabilitation of their homes without EU support. EU aid for home reconstruction and rehabilitation has had a very positive impact on their lives and their immediate community and families.

Besides, the following of the new updated TCI Building Code for the reconstruction and rehabilitation of homes, and the use of environmental and sustainable solutions have also improved the standard of living and the resilience of these people, reducing the risk of damage from future hurricanes.

The new updated Code does not seem to be strictly followed in new building projects because of a lack of technical skill capacities and resources in the TCI Department of Planning, and also in private sector companies. The "*Building Guidelines*" prepared for the training course is a very helpful tool for a better understanding of the new updated Code, but it is not clear if this document has not been disseminated to contractors and public.

According to major stakeholders EU project has successfully achieved its global objective (reduction of poverty post Hurricane Ike), even if more than 48% of eligible participants did not receive aid because of the underestimation of the initial average budget (€8.050) estimated by the TCI Authorities and allocated for the rehabilitation of properties due mainly to the cost of materials in the local market, and the extend of the damages, which in many cases were really unknown till the works started. Besides, the period of time that has elapsed between the initiation and the implementation of the project resulted in a reduced number of applications (many people had repaired their own homes by



the time applications were called), and also resulted in a worsening of damages to be repaired. This last consequence led to a more expensive rehabilitation works, and so, a less number of beneficiaries received aid.

Project Results

The updated TCI Building Code contains the minimum requirements for quality, durability and safety of building design and construction. It is based on the International Building Code

New built homes have been designed and built according to the updated TCI Building Code.

House reconstruction and repair have been implemented in an environmentally sensitive manner, providing each house with solar panels, water heaters, rainwater cistern, hurricane shutters, and lockable garbage house.

Coherence

EU project matches the TCI Recovery Plan objective in relation to the reconstruction and rehabilitation of homes, and also fills the gap left by the UK Recovery Grant in respect of supporting the housing sector.

Added value

TCI Hurricane Ike reconstruction and rehabilitation project falls under the European Commission's development policy and objectives for the Caribbean region related to enhance national and regional capacities for Comprehensive Disaster Management. Other EC projects recently implemented in the area were also related to housing reconstruction (Hurricane Ivan), and construction and implementation of weather radar warning systems in Guyana, Barbados, Belize, Trinidad and Cayman Islands.

8. LESSONS LEARNT

The following list of comments identifies key areas of the project that have been very helpful for its success, and others that could have been implemented in a better way, and these should be read in the context of attempting to assist and support future similar projects:

- TCI Recovery Plan has provided a cohesive management framework for the recovery efforts developed in the TCI after hurricane Ike. It allowed focusing aid directly on specific projects that were previously identified as highly needed avoiding repetitions and looking for complementarities and coordination.
- The lack of TCI Government ownership affected the implementation of the project and caused important delays.
- A strong, committed and professional project management has been a key issue for the successful implementation of the project.
- A better communication management should have been implemented in order to avoid false hopes to beneficiaries.
- A stronger capacity training and some awareness campaigns about the benefits of the new TCI Building Code should have accompanied its updating in order to show the importance of the follow of this document for strengthening resilience of TCI buildings in case of future disaster events.
- Some of the results of the project (rehabilitation of 150 homes) were not in balance with the available budget and the period of implementation. A previous analysis of the local situation and the local construction sector in the different islands of TCI would have been needed.
- The majority of local contractors found EU tender procedures and requirements very complicated to be complied with.

9. RECOMMENDATIONS

The following recommendations mainly related to strengthen resilience of TCI communities in the event of future disaster events, looks for the sustainability of project results:

- An in-depth training on the updated TCI Building Code should be organised for the TCI Planning Department staff and also for the private sector companies' staff (constructors, architects, engineers, etc.).



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- The Building Guideline book based on the updated TCI Building Code came out from the workshop is very helpful tool to better understand the requirements of the new updated Code and it should be free shared with private sector companies and other public.
- Planning Department staff should be reinforced in terms of technical skill capacities and resources in order to be able to assure the new updated TCI Building Code is followed in all building projects in the TCI.

10. CONCLUSIONS

The main conclusions of the final evaluation are the following:

- Project objectives and results perfectly address the identified problems of the beneficiaries (relevance) also defined in the TCI Recovery Plan, which identifies accommodation as one of the nine subject areas for priority action.
- Overall and specific objectives of the project have been clearly achieved (effectiveness) through the reconstruction and rehabilitation of homes and the updating of the TCI Building Code.
- Expected project results were not in balance with the available budget and the period of implementation (effectiveness).
- Intended results (efficiency) have been partially achieved because of budget constraints: updated of TCI building code was done, 25 new homes were built, but only 34 homes were rehabilitated.
- The Project was implemented in time and within the available budget (efficiency) through a successfully and strong project management, which accommodated implementation of activities to local environment.
- Home reconstruction and rehabilitation has had a very positive impact on beneficiaries' lives and their immediate community and families because:
 - It has given them back their dignity (beneficiaries speak of being able to "*hold their heads high*").
 - The general TCI community is now aware of been prepared in the event of future disaster events, using environmental and sustainable solutions, carrying out minor repairs and home maintenance, etc.
 - It contributes to reduce poverty in TCI.
 - It contributes to economic, social, and environmental recovery on the TCI territory.
- The updated TCI Building Code is the major key sustainable element of the project (sustainability) considering it is mandatory for all new building projects in TCI. However technical capacity of TCI Government staff (Department of Planning) must be reinforced on this matter.
- The Project complements UK Recovery Grant in respect of supporting TCI housing sector (coherence).
- The Project falls under the European Commission's development policy and objectives for the Caribbean region related to enhance national and regional capacities for Comprehensive Disaster Management (added value).



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