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Report No: RES20831

RESTRUCTURING PAPER

ON A

PROPOSED PROJECT RESTRUCTURING
OF
EBOLA EMERGENCY RESPONSE PROJECT AND ADDITIONAL FINANCING
GRANTS NO. H9900, H9910, H9920 (ORIGINAL GRANT),
D0070, D0080, D0090 (ADDITIONAL FINANCING)
September 16, 2014

TO THE

THE REPUBLIC OF GUINEA,
THE REPUBLIC OF LIBERIA, AND
THE REPUBLIC OF SIERRA LEONE

March 17, 2016

GHNDR
WEST AFRICA

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ABBREVIATIONS AND ACRONYMS

CHW	Community Health Worker
ETC	Ebola Treatment Center
EVD	Ebola Virus Disease
GoL	Government of Liberia
HSSP	Health System Strengthening Project
IDA	International Development Association
IP	Implementation Progress
IPC	Infection Prevention and Control
ISR	Implementation Status and Results Report
MOH	Ministry of Health
PDO	Project Development Objective
PPE	Personal Protective Equipment
PPF	Project Preparatory Fund
RCHP2	Reproductive Child Health Project 2
RMNCAH	Reproductive, Maternal, Neonatal, Child, and Adolescent Health

Regional Vice President:	Makhtar Diop
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DATA SHEET

Western Africa

Ebola Emergency Response Project (P152359)

AFRICA

Health, Nutrition & Population

Report No: RES20831

Basic Information							
Project ID:	P152359	Lending Instrument:	Investment Project Financing				
Regional Vice President:	Makhtar Diop	Original EA Category:	Partial Assessment (B)				
Country Director:	Rachid Benmessaoud	Current EA Category:	Partial Assessment (B)				
Senior Global Practice Director:	Timothy Grant Evans	Original Approval Date:	16-Sep-2014				
Practice Manager/Manager:	Trina S. Haque	Current Closing Date:	31-Mar-2016				
Team Leader(s):	Shunsuke Mabuchi, Patricio V. Marquez, Sheila Dutta						
Borrower:							
		Ministry Of Finance, Ministry of Finance, Ministry of Finance					
Responsible Agency:							
		MINISTRY OF HEALTH, Ministry of Health, Ministry of Health and Sanitation,					
Restructuring Type							
Form Type:	Short Form	Decision Authority:	Country Director Approval				
Restructuring Level:	Level 2						
Financing (as of 10-Mar-2016)							
Key Dates							
Project	Ln/Cr/TF	Status	Approval Date	Signing Date	Effectiveness Date	Original Closing Date	Revised Closing Date
P152359	IDA-D0070	Effective	18-Nov-2014	20-Nov-2014	03-Dec-2014	30-Sep-2015	31-Mar-2016
P152359	IDA-D0080	Effective	18-Nov-2014	24-Nov-2014	02-Dec-2014	30-Sep-2015	31-Mar-2016
P152359	IDA-D0090	Effective	18-Nov-2014	20-Nov-2014	26-Nov-2014	30-Sep-2015	31-Mar-2016
P152359	IDA-H9900	Effective	16-Sep-2014	17-Sep-2014	24-Sep-2014	30-Sep-2015	31-Mar-2016
P152359	IDA-H9910	Effective	16-Sep-2014	17-Sep-2014	19-Sep-2014	30-Sep-2015	31-Mar-2016
P152359	IDA-H9920	Effective	16-Sep-2014	17-Sep-2014	24-Sep-2014	30-Sep-2015	31-Mar-2016

Disbursements (in Millions)										
Project	Ln/Cr/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed	
P152359	IDA-D0070	Effective	XDR	66.30	66.30	0.00	47.05	19.25	71	
P152359	IDA-D0080	Effective	XDR	77.80	77.80	0.00	76.04	1.76	98	
P152359	IDA-D0090	Effective	XDR	48.80	48.80	0.00	36.36	12.44	75	
P152359	IDA-H9900	Effective	XDR	16.50	16.50	0.00	16.50	0.00	100	
P152359	IDA-H9910	Effective	XDR	34.30	34.30	0.00	34.30	0.00	100	
P152359	IDA-H9920	Effective	XDR	18.50	18.50	0.00	18.50	0.00	100	
Policy Waivers										
Does the project depart from the CAS/CPF in content or in other significant respects?							Yes []	No [X]		
Does the project require any policy waiver(s)?							Yes []	No [X]		
A. Summary of Proposed Changes										
<p>The proposed restructuring is to process a 6-month administrative extension of the project closing date from March 31, 2016 to September 30, 2016, while the level-1 restructuring is under preparation. This is the second extension, and cumulative extension will be 12 months. The restructuring also includes a reallocation of funds across disbursement categories. The reallocation does not involve any changes in scope or nature of project activities, implementation arrangements, or Legal Agreements.</p>										
B. Project Status										
Country Situations										
<p>Countries have made significant progress in containing Ebola Virus Disease (EVD). Sierra Leone, after resurgence of new EVD cases in January 2016, contained further transmission and another 42-day count-down for ending EVD transmission started on February 4, 2016. Guinea and Liberia are under 90-day intensive surveillance period after ending transmission until the end of March for Guinea and mid-April for Liberia. However, there have been delays in recovering reproductive, maternal, neonatal, child, and adolescent health (RMNCAH) services. In Liberia, for example, health workforce program, although a comprehensive plan is available, has not been rolled out as expected. In Sierra Leone, the RMNCAH progress has been evaluated as “red” (delays/caution) in a health sector dashboard for the 6-9 month priority recovery initiatives (Supervisory Visits Report, MOHS, Feb 8, 2016).</p>										
Project Progress										
<p>The original Project (US\$105 million) approved by the World Bank in September 2014, is fully disbursed. The Additional financing (AF) (US\$285 million) was approved by the World Bank in November 2014. Current overall disbursement of the original project and AF is US\$340 million out of total US\$390 million (87%, exchange rate adjusted). However, if we include funds that have been disbursed to the government but not yet utilized, US\$104 million (US\$17 million for Guinea, US\$60 million for Liberia, and US\$27 million for Sierra Leone) are still available.</p>										
<p>Progress towards achievement of the project development objective (PDO) has been rated Satisfactory</p>										

since the beginning of the project. The project already achieved all of the five PDO indicator targets, and two of the three intermediate indicator targets, except for “Total Food Distribution” whose targets need to be revised downward through the upcoming level-1 restructuring due to reduced demand for emergency food supply related to the EVD response.

Overall implementation progress (IP) has also been rated Satisfactory, but the latest ISR prepared in February 2016 downgraded the IP to Moderately Satisfactory due to delays in implementation to support essential health services. Activities delivered through the project to help contain EVD in the three countries include but not limited to: construction and operations of Ebola Treatment Centers (ETCs) including the procurement and distribution of personal protective equipment (PPE), essential medicines and hygiene kits; community surveillance and contact tracing (e.g., financing of all contact tracers in Sierra Leone); mobilization of ~37,000 community health and social mobilization staff for door-to-door communications and case identification and national and local radio media campaigns; safe and dignified burials; provision of infection prevention and control (IPC) materials and training to regular public and private health facilities; procurement of motorbikes and ~350 vehicles including ambulances; payment of monthly EVD risk allowance and death benefits to ~40,000 Ebola response workers and workers at health facilities; deployment of 580 foreign medical staff from African Union and other countries; emergency food supply to 806,000 quarantined and EVD-affected households, cash transfer to over 16,000 extremely poor and Ebola-affected population, distribution of seed to farmers to maintain farming activities and education materials to schools.

As the EVD has been contained, the project is supporting the recovery of essential health services. Ongoing key activities include but not limited to: deployment of faculty and medical staff for health worker training and mentoring (Liberia, Sierra Leone); community health worker (CHW) programs to reach remote communities and provide community event-based surveillance (Liberia, Sierra Leone); primary care service delivery support to counties/districts and health facilities (Liberia, Sierra Leone); health facility rehabilitation with additional triage and isolation functions (Guinea, Liberia, Sierra Leone); and fleet management and national ambulance services (Liberia, Sierra Leone). They are at the preparatory stage of defining detailed activities and contracting technical assistance agencies to assist implementation. It is expected that the roll out of these key programs will begin in the next 3-6 months.

C. Proposed Changes

Financing

Change in Loan Closing Date(s):

Explanation

The proposed change in loan closing date is from March 31, 2016 to September 30, 2016. Responding to requests from the Governments of Guinea, Liberia and Sierra Leone to use part of the remaining project funds to support the building of resilient health systems and rehabilitate and construct key health infrastructure, the task team is preparing a level-1 restructuring, including among other changes a PDO change and a further extension of the project closing date by four years (until September 2020). In particular, the Government of Liberia (GoL) requested to use part of remaining project funds for rebuilding the Redemption Hospital in a new site as a regional maternity and pediatric hospital. In order for the Bank to consider such financing through the level-1 restructuring, the GoL is preparing detailed functional plan, infrastructure master plan, and an operational plan that includes a staffing approach. This six-month closing date extension is intended to continue to carry out the ongoing key project activities in the three countries for the urgent recovery of essential health services, while a level-1 restructuring is being prepared based on a thorough assessment of the GoL’s request and plans to construct a new Redemption

Hospital.

Ln/Cr/TF	Status	Original Closing Date	Current Closing Date	Proposed Closing Date	Previous Closing Date(s)
IDA-D0070	Effective	30-Sep-2015	31-Mar-2016	30-Sep-2016	30-Sep-2015, 31-Mar-2016
IDA-D0080	Effective	30-Sep-2015	31-Mar-2016	30-Sep-2016	30-Sep-2015, 31-Mar-2016
IDA-D0090	Effective	30-Sep-2015	31-Mar-2016	30-Sep-2016	30-Sep-2015, 31-Mar-2016
IDA-H9900	Effective	30-Sep-2015	31-Mar-2016	30-Sep-2016	30-Sep-2015, 31-Mar-2016
IDA-H9910	Effective	30-Sep-2015	31-Mar-2016	30-Sep-2016	31-Mar-2016
IDA-H9920	Effective	30-Sep-2015	31-Mar-2016	30-Sep-2016	30-Sep-2015, 31-Mar-2016

Reallocations

Explanation

The reallocation aims to adjust the changes mainly in compensation benefits/EVD risk allowance (Part 2a) for Ebola response workers and health workers, based on each country's situation. The proposed proceeds reallocation is as follows:

Guinea:

(1) Original Grant (H9900)

Funds allocated for Project Preparatory Fund (PPF) (XDR 4 million) for an immediate response at the beginning of the project would be returned to Category 1 as initially planned (Category 1 includes all project activities except for compensation benefits and provision of essential (non-health) public services, to give maximum flexibility to the emergency operation).

(2) AF (D0090)

Compensation benefit was reduced given that Ebola is contained.

Liberia:

(1) Original Grant (H9910)

Compensation benefit was reduced slightly since the Health Systems Strengthening Project (HSSP) financed the hazard pay through its restructuring.

(2) AF (D0080)

Compensation benefit was reduced given that Ebola is contained.

Sierra Leone:

(1) Original Grant (H9920)

Compensation benefit was reduced since the Reproductive Child Health Project 2 (RCHP2) financed part of the hazard pay through its restructuring.

(2) AF (D0070)

Compensation benefit increased significantly, because the Government provided hazard pay to all Ebola response workers and routine health workers to avoid strikes and disruption of the Ebola response and essential health services (e.g., at its peak the project financed about 21,000 staff with monthly allowance reaching US\$4.5 million per month). With the dramatic reduction of EVD cases, the government stopped payment to routine health workers in April 2015, and no further increase is expected.

Ln/Cr/TF	Currency	Current Category of Expenditure	Allocation		Disbursement % (Type Total)	
			Current	Proposed	Current	Proposed
IDA-D0070	XDR	GD,WK,NCS,CS,TR&O C Pt1,2bc,3,5	52,700,000. 00	48,710,000. 00	100.00	100.00
		Compensation benefits Pt 2a	6,800,000.0 0	10,825,000. 00	100.00	100.00
		Subprojects for Pt 4	6,800,000.0 0	6,765,000.0 0	100.00	100.00
		Designated Account	0.00	0.00	100.00	100.00
		Designated Account	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		Total:	66,300,000. 00	66,300,000. 00		
IDA-D0080	XDR	GD,WK,NCS,CS,TR&O C Pt1,2b,2c,3,5	66,300,000. 00	67,513,000. 00	100.00	100.00
		Compensation benefits Pt 2a	4,700,000.0 0	3,537,000.0 0	100.00	100.00
		Subprojects for Prt 4	6,800,000.0 0	6,750,000.0 0	100.00	100.00
		Designated Account	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00

		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		Total:	77,800,000.00	77,800,000.00		
IDA-D0090	XDR	GD,WK,NCS,CS,TR&O C Pt1,2b,2c,3,5	40,800,000.00	42,897,000.00	100.00	100.00
		Compensation benefits Pt 2a	4,600,000.00	2,514,000.00	100.00	100.00
		Subprojects for Prt 4	3,400,000.00	3,389,000.00	100.00	100.00
		Designated Account	0.00	0.00	100.00	100.00
		UN Commitments	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		UN Advances	0.00	0.00	100.00	100.00
		Total:	48,800,000.00	48,800,000.00		
IDA-H9900	XDR	GD,WK,NCS,CS,TR&O C Pt1,2cd&3	11,800,000.00	16,499,387.29	100.00	100.00
		Compensation benefits Pt 2a	600,000.00	0.00	100.00	100.00
		Emergency Op Costs Pt 2b	0.00	0.00	0.01	0.01
		UNALLOCATED	100,000.00	0.00	0.01	0.01
		PPF REFINANCING	4,000,000.00	612.71	0.01	0.01
		Designated Account	0.00	0.00	0.01	0.01
		Designated Account	0.00	0.00	0.01	0.01
		Designated Account	0.00	0.00	0.01	0.01
		Designated Account	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01

		UN Advances	0.00	0.00	0.01	0.01
		Total:	16,500,000.00	16,500,000.00		
IDA-H9910	XDR	GD,WK,NCS,CS,TR&O C Pt1,2cd&3	21,800,000.00	22,892,000.00	100.00	100.00
		Compensation benefits Pt 2a	12,400,000.00	11,408,000.00	100.00	100.00
		Emergency Op Costs Pt 2b	0.00	0.00	0.01	0.01
		UNALLOCATED	100,000.00	0.00	0.01	0.01
		Designated Account	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		Total:	34,300,000.00	34,300,000.00		
IDA-H9920	XDR	GD,WK,NCS,CS,TR&O C Pt1,2cd&3	13,800,000.00	17,491,000.00	100.00	100.00
		Compensation benefits Pt 2a	4,600,000.00	1,009,000.00	100.00	100.00
		Emergency Op Costs Pt 2b	0.00	0.00	0.01	0.01
		UNALLOCATED	100,000.00	0.00	0.01	0.01
		Designated Account	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		UN Advances	0.00	0.00	0.01	0.01
		Total:	18,500,000.00	18,500,000.00		