

Probable Date of Board Presentation  
23 April 2014

FOR CONSIDERATION

## MEMORANDUM

TO : THE BOARD OF DIRECTORS

FROM : Cecilia AKINTOMIDE  
Secretary General

SUBJECT : MULTINATIONAL – PROPOSAL TO AWARD A GRANT OF UA 2 000 000 AS EXCEPTIONAL AND EMERGENCY ASSISTANCE TO FIGHT THE EBOLA HAEMORRHAGIC FEVER EPIDEMIC IN GUINEA AND NEIGHBOURING COUNTRIES (CÔTE D’IVOIRE, GAMBIA, GUINEA BISSAU, LIBERIA, MALI, SENEGAL AND SIERRA LEONE)\*

Please find attached the above-mentioned Proposal together with the draft Resolution.

Attch.

c.c.: President

\* Questions on this document should be referred to:

Ms. A. SOUCAT	Director	OSHD	Extension 2046
Mr. J. LITSE	OIC	ORWA	Extension 4047
Mr. K. GADIO	General Counsel	GECL	Extension 2032
Mrs. G. NZAU-MUTETA	Resident Representative	BFFO	Extension 6100
Mr. F. ZHAO	Manager	OSHD.3	Extension 2117
Mr. F. BAUDIN	Manager	GECL.1	Extension 3016
Mr. F. SERGENT	Chief Health Analyst	OSHD.3	Extension 3067
Mrs. B. BA DIAGNE	Team Leader	OSHD.3/BFFO	Extension 6131

This report was prepared in April 2014 by Ms. B. Ba Diagne, Chief Health Economist - OSHD.3/BFFO, Task Manager, Ms. M. Diop Ly, Principal Health Analyst - OSHD.3/DIRA, Mr. I. Sanogo, Principal Health Analyst - OSHD.3, and Ms. C. Jehu Appiah, Principal Health Analyst - OSHD.3, under the supervision of Mr. F. Zhao, Manager - OSHD.3, Mr. F. Sergent, Chief Health Analyst - OSHD.3 and Ms. Nzau-Muteta, Resident Representative - BFFO. Other staff who contributed to the report include: Ms. R. Charo, Health Expert - EARC, Mr. A. Mbonampeka, Operations Officer - LBFO, Mr. O. Manlan, Economist for Guinea, Mr. F. Sylla, Country Economist - BFFO, Mr. S. Jambawai, Social Development Expert - SLFO, Mr. M. Traoré, Social Development Expert - MLFO, Mr. S. Kamara, Operations Officer - ORWA, Mr. K. Diallo, CPO - ORWA, Mr. G. Bohoussou, CPO - BFFO, Mr. J. Meng Lihinag, Principal Agro-economist - OSAN1, Ms. K. Diabi, CPO - SLFO, Mr. Z. N'Zombié, Water and Sanitation Expert - BFFO, Mr. C. Ouédraogo, Procurement Specialist - BFFO/OSHD, Mr. A. Ouédraogo, Social Development Expert - BFFO/OSHD2, Mr. K. Eguida Kossi, CPO - SNFO and Mr. M. Traoré, Social Development Expert - MLFO

# AFRICAN DEVELOPMENT FUND



## MULTINATIONAL

**PROPOSAL TO AWARD A GRANT OF UA 2 000 000 AS EXCEPTIONAL AND EMERGENCY ASSISTANCE TO FIGHT THE EBOLA HAEMORRHAGIC FEVER EPIDEMIC IN GUINEA AND NEIGHBOURING COUNTRIES (CÔTE D'IVOIRE, GAMBIA, GUINEA BISSAU, LIBERIA, MALI, SENEGAL AND SIERRA LEONE)**

**OSHD/GECL**

April 2014

## TABLE OF CONTENTS

	Abbreviations, List of Tables, List of Annexes, List of Graphs, Logical Framework	i
<b>1.</b>	<b>INTRODUCTION AND RATIONALE</b>	<b>1</b>
<b>2.</b>	<b>OVERVIEW OF THE REQUEST FOR ASSISTANCE</b>	<b>1</b>
<b>3.</b>	<b>EMERGENCY AND EXCEPTIONAL ASSISTANCE OPERATION</b>	<b>2</b>
3.1	Objective, Beneficiaries and Description of the Assistance	2
3.2	Cost and Source of Financing	2
<b>4.</b>	<b>ORGANISATION AND MANAGEMENT</b>	<b>2</b>
4.1	Institutional Arrangements	2
4.2	Procurement Arrangements	3
4.3	Disbursement	3
4.4	Implementation Schedule of the Assistance Operation	3
4.5	Monitoring, Auditing and Financial Reporting	3
<b>5.</b>	<b>CONCLUSION, DISBURSEMENT TERMS AND CONDITIONS, AND RECOMMENDATIONS</b>	<b>4</b>
5.1	Conclusion	4
5.2	Disbursement Conditions	4
5.3	Recommendations	4

ANNEX I: Map of the Epidemiological Situation in Guinea as of 8 April 2014

ANNEX II: Provisional Schedule of the Assistance

ANNEX III: Cost Summary of the Assistance by Component and Expenditure Category

Draft Resolution

## ABBREVIATIONS

<b>ADF</b>	African Development Fund
<b>AfDB</b>	African Development Bank
<b>ECOWAS</b>	Economic Community of West African States
<b>WAHO</b>	West African Health Organization
<b>WHO</b>	World Health Organization
<b>WHO-AFRO</b>	World Health Organization, Africa Region
<b>NGO</b>	Non-governmental Organization
<b>VHF</b>	Viral Haemorrhagic Fever

**GUINEA, CÔTE D'IVOIRE, THE GAMBIA, GUINEA BISSAU, LIBERIA, MALI, SENEGAL AND SIERRA LEONE: USING THE AFRICAN DEVELOPMENT FUND TO FINANCE EXCEPTIONAL ASSISTANCE TO FIGHT THE EBOLA VIRUS**

Country and Assistance Name: EXCEPTIONAL AND URGENT ASSISTANCE TO FIGHT THE EBOLA HAEMORRHAGIC FEVER EPIDEMIC IN GUINEA AND NEIGHBOURING COUNTRIES (CÔTE D'IVOIRE, GAMBIA, GUINEA BISSAU, LIBERIA, MALI, SENEGAL AND SIERRA LEONE)						
Objective of the Assistance: To help in the immediate reduction of the lethality (for those already ill) and the risk of spread of the Ebola haemorrhagic fever epidemic in the sub-region						
RESULTS CHAIN		PERFORMANCE INDICATORS			MEANS OF VERIFICATION	RISKS/ MITIGATION MEASURES
		INDICATOR	BASE	TARGET		
IMPACT	Building West Africa's regional preventive and response capacity to potential future Ebola outbreaks	Pace of Ebola virus epidemics	First outbreak of this magnitude in the sub-region	No major epidemics	Periodic reports of ministries in charge of health, WAHO and WHO inter-country team for the Region	<u>Risk:</u> The countries of the sub-region not targeted by the proposal may be affected by the epidemic. <u>Mitigation Measures:</u> Strengthen policy dialogue for enhanced coordination among partners in the fight and constant epidemiological monitoring.
	Halt the epidemic and establish an effective epidemiological surveillance and response system under the coordination of the WHO inter-country team and WAHO	Evolution of the epidemic  Performance of the epidemiological surveillance and response system	185 suspected cases (157 in Guinea, 6 in Sierra Leone, 16 in Liberia and 6 in Mali), 73 confirmed (68 in Guinea and 5 in Liberia)  No effective epidemiological surveillance and response system	The epidemic is halted and there are no new confirmed cases following the intervention  The epidemiological surveillance and response system is reinforced	The activity report produced by WHO and WAHO provides detailed figures on the epidemic's evolution right up to its end and on the performance monitoring systems	<u>Risk:</u> The current potential of health systems of countries in the region is inadequate to deal with this type of epidemic. <u>Mitigation Measures:</u> The assistance provided by the Bank and other partners will enable control mechanisms to effectively check the epidemic and to lay the foundations for an early warning and response system - Governments and their partners will in the medium term include this type of epidemic in their plans
OUTCOMES	<p><b>Component 1: Build the preventive technical and material capacity of health services and at the community level</b> Output 1.1: Strengthening epidemiological surveillance and early warning systems Output 1.2: Technical guide has been distributed Output 1.3: Organisation of mass sensitization campaigns / media use</p> <p><b>Component 2: Case Management</b> Product 2.1: Training of laboratory personnel Product 2.2: Building of isolation centres</p> <p><b>Component 3: Assistance Management</b> 3.1 Institutional support to national mechanisms 3.2 WHO administrative charges 3.3 Technical and financial activity reports</p>	<p>1.1 Number of people trained 1.2 Number of technical guides distributed and used 1.3 Number of mass sensitization campaigns</p> <p>2.1 Number of trained laboratory technicians 2.2 Number of isolation centres and management of suspected case</p> <p>3.1 Number of TA recruited 3.2 Activity Reports 3.3 Financial Report</p>	<p>1.1:0 1.2:0 1.3:0</p> <p>2.1:0 2.2:0</p> <p>3.1:0 N/A N/A</p>	<p>1.1: 1,350 staff trained on the monitoring of the haemorrhagic fever (HF), appropriate use of monitoring tools and wearing of protective gear 1.2: 10,800 technical guides distributed 1.3: 9 mass sensitization campaigns conducted</p> <p>2.1: 300 laboratory technicians trained on new laboratory techniques 2.2: 30 isolation centres built</p> <p>3.1: 9 Consultants / Technical Assistance staff recruited 3.2: 3 quarterly activity reports submitted by WHO-AFRO 3.3: 1 financial report submitted by WHO-AFRO</p>	<p>Health services periodic reports WHO and WAHO reports</p> <p>Reports submitted to the Bank</p>	
	MAJOR ACTIVITIES	Component 1: Building the preventive technical and material capacity of health services and at the community level Component 2: Case management and building/management of isolation centres Component 3: Assistance management			<p>INPUT: Component 1: UA900,000 Component 2: UA 800,000 Component 3: UA 300,000 Total: UA 2,000,000</p>	

## 1. INTRODUCTION AND RATIONALE

**1.1 The Ebola haemorrhagic fever (EHF) is a severe viral communicable disease whose case fatality rate varies between 50% and 90%.** The outbreak of this disease can be very severe among humans. EHF appeared for the first time in 1976 in Nzara (Sudan) and Yamkulu (Democratic Republic of Congo). In Congo, the affected village was situated near the Ebola River, which lent its name to the disease. The virus is transmitted to humans from wild animals and then spreads among the population by human-to-human transmission.

**1.2 There is as yet no vaccine to prevent the Ebola haemorrhagic fever, which spreads quickly.** The disease is indeed a major public health problem in the sub-region. Guinea's Ministry of Health (MOH) notified WHO of an outbreak of the epidemic on 13 March 2014, with the real and very high risk of its spread to neighbouring countries (Côte d'Ivoire, Gambia, Guinea, Guinea Bissau, Liberia, Mali, Senegal and Sierra Leone). As of 14 April 2014, and according to figures released by the Bank's Medical Centre and WHO, there were 168 suspected cases in Guinea, of which 108 fatalities; Sierra Leone recorded two suspected cases, both of whom died; Liberia had 26 suspected cases and 13 deaths; Mali recorded 6 suspected cases. **The epidemic requires urgent, rapid and rigorous cross-border collaboration among the countries concerned** (Côte d'Ivoire, Gambia, Guinea, Guinea Bissau, Liberia, Mali, Senegal and Sierra Leone). Annex I presents the epidemiological map of Guinea as of 8 April 2014.

**1.3 Considering the exceptional and urgent nature of the situation, the threat to the lives of the population in the affected countries and the rate at which the epidemic is spreading in the sub-region, Management is proposing an exceptional assistance operation to control this outbreak.** Faced with the regional scale of the epidemic, which renders any action within a single country incomplete and inadequate, it is recommended that ADF regional resources be used, particularly those falling under regional public goods. In addition, strengthening the West African Health Organization (WAHO), which is a structure of the Economic Community of West African States (ECOWAS), will best help the affected countries to develop a coordinated and structured response to the spread of the epidemic.

## 2. OVERVIEW OF THE REQUEST FOR ASSISTANCE

**2.1 The Heads of State of ECOWAS member countries launched an appeal for international assistance at the summit held in Yamoussoukro on 28 and 29 March 2014. Moreover, by letter dated 2 April 2014, the Government of Guinea sent a formal request to the Bank for assistance to control the Ebola haemorrhagic fever epidemic.** A national response plan was developed and a crisis committee set up. The objectives of this plan are to: (i) strengthen the coordination of response activities at all levels; (ii) strengthen the early detection of suspected cases and identification of contacts; (iii) conduct investigations around suspects and deaths; (iv) ensure quick and effective management of all suspected cases; (v) ensure effective management of the corpses of haemorrhagic fever victims; (vi) promote Ebola prevention and control behaviour; (vii) build the technical capacity of the network of laboratories; and (viii) provide psycho-social care. The health authorities of neighbouring countries have also developed early warning and response plans. These plans will have a major positive impact on the public health of populations of the beneficiary countries and RMCs in general, and help to preserve their human capital in all social groups.

2.2 For Guinea, the estimated budget for developing the response alone amounted to USD 4,512,703 of which USD 697,063 (15% of the needs) are immediately available and USD 2,370,222 (53% of needs) have been promised but have not yet been confirmed. Therefore, nearly a third (32%) of the cost of the response, i.e. USD 1,445,417 remains to be mobilized to try to control the spread of the epidemic.

### **3. EMERGENCY AND EXCEPTIONAL ASSISTANCE OPERATION**

#### **3.1 Objective, Beneficiaries and Description of the Assistance**

3.1.1 **The overall goal of this assistance is to contribute to on-going efforts in the sub-region to reduce the lethality (for those already sick) and the risk of spread of the Ebola haemorrhagic fever epidemic.** Beneficiaries of the assistance are the populations of the Republic of Guinea and neighbouring countries (Côte d'Ivoire, Gambia, Guinea Bissau, Liberia, Senegal, Guinea Bissau, Mali and Sierra Leone), in particular, and all ECOWAS countries, in general. The total population of Guinea and neighbouring countries stands at about 74 million. The sub-region (15 ECOWAS countries) has a population of 321 million. Prevention efforts to be deployed in Guinea and neighbouring countries will also check the spread of the epidemic to the rest of the continent.

3.1.2 **The ADF assistance includes the following components:** (i) Component 1: Building the technical and material prevention capacity of community-level health services, particularly through a robust communication strategy; (ii) Component 2: Case management; development and management of isolation centres; (iii) Component 3: Assistance management, which constitutes the administrative cost of the operation due WHO-AFRO, the cost of institutional support at national and regional levels, and activity coordination. Lastly, the operation will support the efforts of the West African Health Organization (WAHO) and help to develop its capacity.

#### **3.2 Cost and Sources of Financing**

The total cost of the above activities is estimated at UA 2,000,000 (USD 3,052,480), including WHO's management costs at the Brazzaville Regional Office and the Inter-Country Team (see Annex III). The operation will be financed from the ADF regional allocation resources, in particular those under regional public goods with exemption from cost sharing as per the details provided in paragraph 1.3.

### **4 ORGANISATION AND MANAGEMENT**

#### **4.1 Institutional Arrangements**

**The World Health Organization Regional Office for Africa (WHO-AFRO) will be in charge of implementing this exceptional ADF assistance through its Inter-Country Team based in Ouagadougou and its representations in Guinea and neighbouring countries.** A Tripartite Letter of Agreement will be signed between the ADF, WHO and the regional organization WAHO, representing the States concerned: Guinea, Côte d'Ivoire, Sierra Leone, Liberia, Guinea Bissau, Mali, Senegal and Gambia, for the practical intervention and management arrangements.



## **4.2 Procurement Arrangements**

**4.2.1 WHO is the United Nations specialized agency for health issues. In this regard, it has already been the executing agency for the Bank Group for several similar exceptional and emergency assistance operations.** Therefore, it has the qualifications and experience required for effectively coordinating the implementation of this operation. In accordance with AfDB Rules and Procedures for the Procurement of Goods and Works, particularly paragraph 3.9 thereof which stipulates that *"There may be situations in which procurement directly from Specialized Agencies, acting as suppliers, pursuant to their own procedures, may be the most appropriate way of procuring: (a) small quantities of off-the-shelf goods, primarily in the fields of education and health; and (b) specialized products where the number of suppliers is limited, such as for vaccines or drugs"*, WHO will be responsible for the procurement and distribution of goods and services required for controlling the Ebola haemorrhagic fever epidemic namely: protection gear, laboratory kits, information and communication materials, training of health and community workers, technical assistance, institutional support for national and regional structures, and coordination activities. Consequently, WHO will be responsible for the procurement of goods and services as described in the table in Annex III of this report. Given the nature of the operation and its extreme urgency, it has been acknowledged that the use of AfDB procedures applicable in such a situation would allow for implementation of the operation within the required timeframe.

4.2.2 WHO shall make available all procurement documents during the ex-post reviews to be conducted by the ADF.

## **4.3 Disbursement**

Given the nature of this operation, it is recommended that the funds be disbursed in a single tranche.

## **4.4 Implementation Schedule of the Assistance Operation**

The operation will be implemented as soon as possible, and its entire duration will not exceed nine (9) months (see Annex II).

## **4.5 Monitoring, Auditing and Financial Reporting**

After the operation, WHO-AFRO will submit to the ADF and WAHO a detailed technical and financial report on the activities financed by the ADF within three months following completion of the emergency activities. Since UN agencies do not prepare separate audit reports for each institution, WHO-AFRO will prepare a written confirmation at the end of the operation certifying compliance with the terms of the Tripartite Letter of Agreement within the prescribed timeframe. WHO-AFRO shall not deduct more than 7% of the budget for administrative fees (unless with ADF prior agreement). The ADF will continuously monitor the progress made in the emergency response operation through the Bank's Offices in the countries concerned. WHO-AFRO will prepare quarterly progress reports to provide information on the implementation of the operation. All the reports will be forwarded to the AfDB Headquarters and Country Offices, as well as to the Government structures concerned.

## **5. CONCLUSION AND RECOMMENDATIONS**

### **5.1 Conclusion**

This financing proposal will complement the efforts made by the Governments of the countries in the sub-region and other partners.

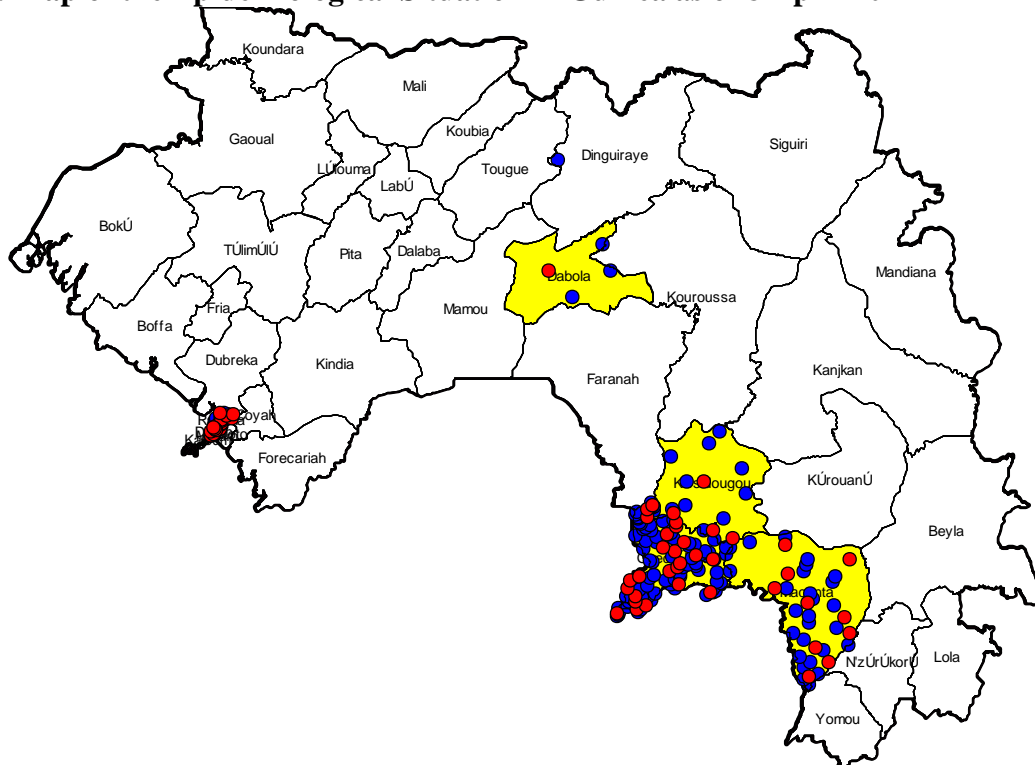
### **5.2 Disbursement Conditions**

WHO shall submit to the ADF the references of a bank account into which the grant resources for this assistance operation shall be paid.

### **5.3 Recommendations**

It is recommended that the Board of Directors of the African Development Fund: (i) approve the award of a grant to the West African Health Organization (WAHO) equivalent to two million Units of Account (UA 2 million) from the ADF resources for regional operations, for the purpose and in accordance with the terms and conditions set out in this proposal; and (ii) exceptionally waive the application of ADF procurement rules in favour of those of the WHO.

## ANNEX I: Map of the Epidemiological Situation in Guinea as of 8 April 2014



### **Legend:**

- Red dot: 1 confirmed case
- Blue dot: 1 suspected case

*This map was prepared by staff of the African Development Bank for use exclusively by readers of the report to which it is attached. The names used and the borders shown do not imply on the part of the AfDB Bank Group and its members any judgement concerning the legal status of a territory nor any approval or acceptance of these borders..*

## ANNEX II: Provisional Schedule of the Assistance

<u>Activities</u>	<u>Agency Responsible</u>	<u>Deadline</u>
Board approval on lapse-of-time basis	AfDB	April 2014
Signature of the Grant Protocol/effectiveness	AfDB/WAHO	April 2014
Signature of the Letter of Agreement with a view to implementation of the operation's activities	AfDB/WHO/WAHO	April 2014
Submission of the disbursement request	WAHO/WHO	End April 2014
Disbursement	AfDB	May 214
Procurement/delivery	WHO	May/November 2014
Submission of a technical and financial report	WHO	December 2014
Submission of quarterly activity reports	WHO	

## ANNEX III: Cost Summary of the Assistance by Component and Expenditure Category

### *Cost Summary by Component*

DESCRIPTION OF ACTIVITIES	Cost (UA)	Cost (USD)	Percentage (%)
<u>Component 1</u> : Build the preventive technical and material capacity of health services and at the community level	900 000	1 373 616	45
<u>Component 2</u> : Case management and management of isolation centres	800 000	1 220 992	40
<u>Component 3</u> : Management of the institution building project at the national and regional level, and coordination	300000	457 872	15
<b>Grand Total</b>	<b>2 000 000</b>	<b>3 052 480</b>	<b>100</b>

### *Project Expenditure by Category*

EXPENDITURE CATEGORY*	ACTIVITY	Cost (UA)	Cost (USD)
<b>GOODS</b>  <b>Procurement of essential supplies</b>	Single use individual protection kits	200000	305 248
	Disinfection and decontamination equipment and products, and management of isolation centres	150000	228936
	Laboratory kits	150000	228936
	Equipment for safe elimination of bio-medical waste	150000	228936
	IT hardware for data centralisation and analysis	167384	255468
	Visual, audio and audio-visual media	150000	228936
<b>SERVICES</b>	Training of health officers and community workers	432616	660276
	Technical assistance	100000	152624
	Communication services contracts	200000	305 248
<b>OPERATION</b>	WHO administrative cost (7%), institutional support for national and regional structures, and activity coordination	140000	213674
	Cost of providing institutional support for national and regional structures, and activity coordination	160000	244198
<b>Total</b>		<b>2 000 000</b>	<b>3 052 480</b>

\*

N.B.: Procurements will be based on WHO rules of procedure

## **AFRICAN DEVELOPMENT FUND**

### **BOARD OF DIRECTORS**

#### **Resolution N° F/[ ]/2014/[ ]**

Adopted on a lapse-of-time basis on [ ] 2014

#### **Multinational: Award of a Grant to the West African Health Organisation to finance part of the cost of the Exceptional and Urgent Assistance to fight the Ebola Haemorrhagic Fever Epidemic in Guinea and Neighbouring Countries (Côte d'Ivoire, Gambia, Guinea Bissau, Liberia, Mali, Senegal and Sierra Leone)**

#### **THE BOARD OF DIRECTORS,**

**HAVING REGARD TO:** (i) Articles 1, 2, 11, 12, 14, 15, 16 and 26 of the Agreement Establishing the African Development Fund (the "Fund"); (ii) ADF-13 financing guidelines as set forth in the Report on the Thirteenth General Replenishment of Fund resources; (iii) the currently applicable country allocation of ADF-13 resources; and (iv) the Grant proposal contained in document ADF/BD/WP/2014/[39]/Approval (the "Appraisal Report");

**CONSIDERING:** (i) the guiding principles for financing multinational operations adopted by this Board on 5 May 2000; and (ii) the strategic and operational framework for regional operations approved on 7 March 2008 by the Boards of Directors of the African Development Bank and of the Fund;

**NOTING** the availability of enough resources enabling the Fund to commit the Grant amount;

**DECIDES** as follows:

1. To award the West African Health Organisation (WAHO) from the resources of the Fund allocated to regional operations (regional public goods) a grant not exceeding the equivalent of two million Units of Account (UA 2 000 000) with a view to financing part of the cost of the Exceptional and Urgent Assistance to fight the Ebola Haemorrhagic Fever Epidemic in Guinea and neighbouring countries (Côte d'Ivoire, Gambia, Guinea Bissau, Liberia, Mali, Senegal and Sierra Leone);
2. To waive, exceptionally, the application of Fund procurement rules and procedures and authorise the use of the procurement rules of the World Health Organisation (WHO);
3. To authorise the Fund's President to sign a Tripartite Letter of Agreement (the "Letter of Agreement") between the Fund, WAHO and WHO – Africa Region (WHO-AFRO), according to the modalities and conditions set forth in the general conditions applicable to the Fund's grant protocols of agreement and in the Appraisal Report;
4. The resources of the grant shall be directly disbursed to WHO-AFRO in its capacity as the Executing Agency;
5. To authorise the disbursement of Grant resources in one tranche to WHO-AFRO after: (i) submission to the Fund of the bank account references into which the Grant resources shall be paid; and (ii) the signature of the Letter of Agreement between the Fund, WAHO and WHO-AFRO;
6. The President may cancel the Grant if the Letter of Agreement is not signed within one hundred and eighty (180) days from the date of approval of this Resolution; and
7. This Resolution shall become effective on the date above-mentioned.