

Ex-Ante Evaluation (for Japanese ODA Loan)

1. Name of the Project

Country : The Islamic Republic of Pakistan

Project : Polio Eradication Project

Loan Agreement : August 15, 2011

Loan Amount : 4,993 million Yen

Borrower : The President of the Islamic Republic of Pakistan

2. Background and Necessity of the Project

(1) Current State and Issues of the Health Sector with an Emphasis on Polio in Pakistan

Pakistan has lagged behind other countries in South Asia in terms of health indicators such as rates of maternal and infant mortality, and is one of the polio endemic countries in the world (the others are Afghanistan, India, and Nigeria). While the global effort toward eradication is in the final stage, indicating 99 percent reduction of infectious cases worldwide in 2000 against the baseline year of 1988, the number of infected cases remains as high as 1,290 in 20 countries in the world in 2010.

A number of infection cases had held steady in Pakistan since 2000, however, infection spread occurred due to the large-scale population movement in the wake of floods of 2010, resulting in largely increasing a number of reported cases to 144 from 89 of the previous year.

The administration of the National Immunization Days (NIDs) campaign for 6-8 rounds annually is required in the polio-endemic countries besides a routine vaccination through Expanded Programme on Immunization (EPI)¹. In Pakistan, the campaign has been administered by the Government of Pakistan in collaboration with the World Health Organization (WHO), the United Nations Children's Fund (UNICEF) and other partners. National coverage of immunization against the targeted population (under five-year old) through the campaign is over 90 percent, nonetheless, there remain some critical issues towards the achievement of the eradication of polio, such as how to address high-risk areas including Pakistan-Afghanistan border districts/areas (through increasing immunization coverage in collaboration with local figures and concerned security authority) and strengthening vaccination operation set-up (such as ensuring financial resource for creating incentives for immunization vaccinators).

(2) Development Policies for the Health Sector with an Emphasis on Polio in Pakistan and the Priority of the Project

¹ The Expanded Programme on Immunization (EPI) was launched in 1974 by World Health Organization and United Nations Children's Fund to provide children under five years of age with immunization against six killer diseases - diphtheria, tetanus, pertussis (whooping cough), polio, measles, and tuberculosis.

The international community has made an increasing effort to achieve the goal of eradication of polio from the world through the expansion of vaccination with a particular emphasis on the four endemic countries including Pakistan.

National health policies address the Expanded Program on Immunization (EPI) including polio as top priority agenda in Pakistan. The Government has demonstrated a firm commitment to early eradication of polio through launching of “the National Emergency Action Plan 2011 for Polio Eradication” by President Asif Ali Zardari in January, 2011.

(3) Japan and JICA's Policy and Operations in the Health Sector

The Government of Japan has continuously committed itself to global health initiatives in international arena including “Kan Commitment” which promised to provide comprehensive assistance amounting to US\$ 5 billion over the next 5 years at the UN Summit on the Millennium Development Goals in September 2010. Additionally, the Government expressed its readiness to provide Pakistan assistance in the field of health, including for the Pakistan Polio Initiative in the Joint Statement on Japan-Pakistan Comprehensive Partnership announced during the visit of President Asif Ali Zardari to Japan in February 2011.

As part of the Government’s response to the polio eradication in Pakistan, support has been extended to procure Oral Polio Vaccine (OPV) through its grant assistance “Eradication of Poliomyelitis” in partnership with UNICEF during 1996-2010, amounting to 9,681 million Japanese yen (Exchange of Note basis). Besides this, JICA has extended its technical cooperation to enhancing the capacity to EPI through “EPI/ Polio Control Project” with an objective of expanding immunization for five years from September 2006.

(4) Other Donors' Activity

- World Bank (International Development Association): provision of OPV through a series of “Partnership for Polio Eradication Project, ” amounting to US\$ 225.03 million during 2003-2012
- The Bill & Melinda Gates Foundation: Buy-down Scheme in partnership with IDA
- WHO: provision of EPI related equipment, polio surveillance, and service delivery of polio campaigns
- UNICEF: Procurement of OPV, educational activities, and training for vaccinators

(5) Necessity of the Project

Pakistan is one of the four polio endemic countries, and the international community gives highest priority to Pakistan for polio eradication. The Government of Pakistan places utmost priority on polio agenda as launching of the National Emergency Action Plan 2011 for Polio Eradication by President Asif Ali Zardari in January, 2011. Despite the worsening situation concerning polio issue due to growing political uncertainty and natural disaster, commitments of the development partners have not fully filled funding gaps of Pakistan until now. Under the circumstances where it takes too long to

produce desired impacts, it is highly significant to accelerate immunization by procuring ever-larger amount of OPV and strengthening service provision for the campaign, including the increase of per diem of immunization workers, in a timely manner through this Project.

3. Project Description

(1) Project Objective(s)

The objective of the Project was to optimize immunization of polio vaccine to children under 5 years, by procuring vaccines and providing services necessary for polio immunization activities, thereby contributing to the eradication of polio in Pakistan.

(2) Project Site/Target Area: Throughout the country

(3) Project Component(s)

1) Procurement of Oral Polio Vaccine (OPV): 165,521,145 doses

2) Service provision for Polio Campaign

National Immunization Days: 8 rounds

Sub-National Immunization Days: 6 rounds

Per diem for immunization workers, Fuel cost, Finger Markers, Tally Sheets,

Cost for Independent Monitoring² and others

(4) Estimated Project Cost (Loan Amount)

9,495 million Yen (Loan Amount : 4,993 million Yen)

(5) Schedule

August 2011 – June 2013 (23 months in total). To be completed with the completion of all activities under polio campaign covered by this Project.

(6) Project Implementation Structure

1) Borrower : The President of the Islamic Republic of Pakistan

2) Executing Agency : Inter Provincial Coordination Division, Ministry of Inter Provincial Coordination

3) Operation and Maintenance System: Prime Minister's Polio Monitoring & Coordination Cell for Polio Eradication is responsible for operational matters in close coordination of Inter Provincial Coordination Division, which has overarching responsibility.

(7) Environmental and Social Consideration/Poverty Reduction/Social Development

1) Environmental and Social Consideration

① Category: C

② Reason for Categorization: The Program is classified as Category C because it applies to a sector in which no particular environmental impact is expected, and because it does not have characteristics that are liable to cause adverse

² Independent Monitors, who will be assigned to each region/district within a week after polio campaigns, will check the finger markers of children under five-year old by random sampling and calculate an immunization coverage in the assigned region/district.

impacts nor is it located in a sensitive area, as defined in the “JICA Guidelines for Environmental and Social Considerations” (April 2010).

- 2) Promotion of Poverty Reduction: Polio is prevailing among poor children from low-income families in Pakistan and the prevention of polio through the Project helps mitigate vulnerability of the economically marginalized families.
- 3) Promotion of Social Development (e.g. Gender Perspective, Measure for Infectious Diseases Including HIV/AIDS, Participatory Development, Consideration for the Person with Disability etc.): The project contributes to the promotion of social development through the prevention of polio as one of the major pediatric infectious diseases.

(8) Collaboration with Other Schemes and Donors

1) Collaboration with Other Schemes: A new technical cooperation project (T/A Project related to ODA Loan) with an objective of strengthening routine immunization activities for duration of 4-5 years as a package support of the ODA Loan Project is currently under formulation. In addition, the possibility of continuation of the grant aid project in close collaboration with the Project will be explored.

2) Collaboration with Other Schemes and Donors:

The Bill & Melinda Gates Foundation and the World Bank (IDA): The Project will be implemented through co-financing with the World Bank. The Bill & Melinda Gates Foundation will repay the credit, on behalf of the Government of Pakistan, to JICA if certain performances are achieved (“Loan-Conversion” mechanism).

(9) Other Important Issues: None

4. Targeted Outcomes

(1) Quantitative Effects

1) Performance Indicators (Operation and Effect Indicator)

Indicator	Baseline (Actual Value in 2010)	Target (2013)
i) Total number of confirmed polio cases reported per year.	144	0
ii) Total number of polio immunizations given at SIAs ³ during the project period.	-	78,376,647 (Jan-Jun)

³ Supplementary Immunization Activities

iii)	OPV coverage is at least 90% verified by finger marking in the targeted accessible population (children under five) of all high risk districts during project period at SIAs. (%)	90	90
iv)	Total number of children immunized for polio during the project period at NIDs ⁴ and SNIDs ⁵ .	29,495,200	28,800,000 (Jan-Jun)
v)	Timely arrival of OPV at all the district stores of the Departments of Health at least three (3) days before each of the SIAs. (%)	92	100
vi)	Procurement and delivery of UNICEF certified OPV in Islamabad, Pakistan, three weeks prior to each round.	18 days before a polio campaign	3 weeks before a polio campaign

Note: Indicators i)-vi) are principally in line with those of the IDA's funding "Additional Financing for Third Partnership for Polio Eradication Project"

2) Internal Rate of Return: Not calculated

(2) Qualitative Effects: Improvement in child health in Pakistan through polio eradication

5. External Factors and Risk Control

None

6. Lessons Learned from Past Projects

Based on lesson learned from past projects on polio campaigns in Pakistan and other countries, the Project will be implemented after careful consideration and clarification of coordination and division of labour with other donors. Considering Polio Campaigns will be terminated once polio eradication is achieved, the possibility of launching the project (T/A/ Project related to ODA Loan) with an objective of strengthening routine immunization activities will be explored for sustainability of the polio eradication activities.

7. Plan for Future Evaluation

(1) Indicators to be Used

i) Total number of confirmed polio cases reported per year.

⁴ National Immunization Days

⁵ Sub-National Immunization Days

- ii) Total number of polio immunizations given at SIAs during the project period
- iii) OPV coverage is at least 90% verified by finger marking in the targeted accessible population (children under five) of all high risk districts during project period at SIAs.
- iv) Total number of children immunized for polio during the project period at NIDs and SNIDs.
- v) Timely arrival of OPV at all the district stores of the Departments of Health at least three (3) days before each of the SIAs.
- vi) Procurement and delivery of UNICEF certified OPV in Islamabad, Pakistan.

(2) Timing

An independent third party evaluator hired by International Development Association (IDA) will evaluate performance, which will be jointly examined by IDA and JICA six months after the completion of the Project.