

Ex-Ante Evaluation (for Japanese ODA Loan)

Africa Division 4, Africa Department
Japan International Cooperation Agency

1. Name of the Program

Country: Côte d'Ivoire

Program: COVID-19 Crisis Response Emergency Support Loan

Loan Agreement: May 25, 2022

2. Background and Necessity of the Program

(1) Current State and Issues of the Response to COVID-19 and Health Sector and the Priority of the Program in Côte d'Ivoire

In Côte d'Ivoire, the infection of COVID-19 was first confirmed in March 2020, and then the infection spread rapidly toward the end of 2021. From December 10, 2021 to January 9, 2022, the cumulative number of infected people increased from 61,882 to 77,449 (+15,567), and the cumulative number of deaths increased from 706 to 735 (+29), (Total population 26.38 million (World Bank, 2020)). The spread of COVID-19 has had a major impact on the country's economy, and the economic growth rate has been revised downward from an average of about 7% before COVID-19 (2016-2019) to 2% in 2020 (IMF, 2021).

Under the measures taken by the National Security Council (CNS), the government issued a state of emergency in March 2020 and established 13 screening centers to take measures such as isolation, treatment, and follow-up system for infected persons in the Greater Abidjan area, the center of the epidemic. As of January 2022, the infection has rapidly re-expanded due to the resumption of social activities and the epidemic of mutant strains (2,858 people were infected on December 31, 2020, the highest ever). There is an urgent need for measures, such as prevention of infection by strengthening infectious disease testing capability and expansion of service provision system for primary medical facilities, especially in rural areas, strengthening the system for prompt implementation of vaccination, and implementation of activities for residents to improve vaccination rate. As of October 2021, the number of received vaccines was 2.578 million, including 2.057 million from the COVAX facility, which is only about 6% of the 43.675 million required for all targeted population. The shortfall is scheduled to be supplied by the World Bank, etc., but it has not yet met all the target audiences, and further procurement is required.

The government has positioned the achievement of universal health coverage (hereinafter referred to as "UHC") as a priority issue in the "National Social

Development Plan (PSG) 2018-2020". In addition, the "National Health Development Plan (PNDS) 2021-2025", which is being formulated, also aims to improve the health condition of the people as a whole, and improvement of health finance and governance and strengthening of access to high-quality health services are set. Maternal mortality rate (per 100,000 births), neonatal mortality rate (per 1,000 births), and under-five mortality rate (per 1,000 births) in Côte d'Ivoire are 645 (WHO, 2019), 34 (UNICEF, 2019), and 81 (UNICEF, 2019) respectively, all of three are higher than the sub-Saharan average (546, 28, 78). In response, JICA is working to improve maternal and child health indicators through technical cooperation and grant aid, but there are still many issues to be addressed in securing medical institutions and human resources and improving the quality of health care services. This is an important issue prioritized in the national policy. In addition, changes in the disease structure are remarkable in this country, and it is necessary to start measures for non-communicable diseases (hereinafter referred to as "NCDs") at this stage in order to build a robust health system. In addition, the patient burden rate of medical expenses has been a problem, and it is necessary to improve the operation system of the medical insurance system including the review of the health insurance system.

According to the "Health Investment Plan 2020-2023", which is a medium-term investment plan for the national health sector, the total amount required for investment projects in the health sector is estimated to be 1,413 billion FCFA (about 279.8 billion yen). In the government scenario assuming a 5% annual increase in health budget, the health sector policy planned before COVID-19 alone requires an additional mobilization of 105.9 billion FCFA (about 21 billion yen) in four years. Under these circumstances, the spread of COVID-19 infection has had a great impact on the country's economy, and in addition to the decline in the economic growth rate, the government budget is being squeezed by the expenditure for emergency measures of COVID-19. There is concern that the budget will be adversely affected in the health sector. In addition, securing funds for the purchase of vaccines and related materials and the management and operation of vaccinations has become an urgent issue.

The "COVID-19 Crisis Response Emergency Support Loan" (hereinafter referred to as "this program") is a high-priority program that contributes to the realization of a health system and contributes to the strengthening of the country's ability to respond to infectious diseases including COVID-19 in addition

to the national health development plan by providing financial support to the government of Côte d'Ivoire, to provide COVID-19 measures and UHC in the health sector, by improving access to high-level health services and implementing policies such as health finance, to realize a robust health system. .

(2) Japan's and JICA's Cooperation Policy for Côte d'Ivoire's Response to COVID-19 and Health Sector

As a cooperation policy for COVID-19, Prime Minister Suga (at that time) declared to actively support the achievement of UHC in developing countries in order to prepare for the health crisis caused by the pandemic, at general debate speech (September 2020) at the 75th UN General Assembly. The "JICA World Health Initiative" includes "strengthening the medical care provision system through the development of medical personnel", "promotion of COVID-19 vaccine in the partner country", and "Expansion of medical insurance system" in order to strengthen the treatment system and prevention of infectious diseases. This program provides financial support to the Government of Côte d'Ivoire in order to support the implementation of policies in the field of health care against the spread of Covid-19, which is in line with the above policies and initiatives. As a cooperation policy for the health sector, in the National Development Cooperation Policy for the Republic of Côte d'Ivoire (March 2018), in the priority field "Maintaining a safe and stable society", support for strengthening the health system for UHC and basic social services necessary for the health of the people is set forth, and this program is in line with this policy, contributing to the achievement of SDGs Goals 1 (Poverty Eradication), 3 (Ensuring Healthy Livelihoods for All) and 8 (Inclusive and Sustainable Economic Growth).

(3) Other Donors' Activities

The World Bank has provided the International Development Association (IDA) loan and global "Strategic Purchasing and Alignment of Recourses and knowledge in Health Project (SPARK-HEALTH)" with the aim of providing quality health services that contribute to improving maternal and child health indicators. In addition to being implemented in a six-year plan from 2019 with funding from the Financing Facility (GFF), "COVID-19 Emergency Preparedness" will be provided to support COVID-19 emergency response and subsequent enhancement of infectious disease response capability. The Response Project is being implemented, and financial support of 175 million USD (about 19.88 billion yen) is planned from 2020 to 2022. In addition, Implementation of an awareness campaign to expand vaccination and contribute to improving the vaccination rate

in the country. In addition, as medium- to long-term support for achieving UHC, implementation of cooperation aimed at evaluating and analyzing the health finances of the country and providing quality health services that contribute to the reduction of maternal and child mortality rates. AfDB is providing financial support, including support in the health sector, such as increased vaccination in the Socio-Economic Reform Support Program Phase 2 (PARES2) (2019-2022).

3. Program Description

(1) Program Objective

The objective of the program is to realize resilient health system through concessional financing by supporting smooth implementation of policies to strengthen COVID-19 response capacity in health sector, to enhance economic and physical access to qualitative health services and to improve health finance, thereby contributing to the promotion of the economic stabilization and development efforts of the Republic of Côte d'Ivoire.

(2) Program Site / Target Area

The whole country Côte d'Ivoire

(3) Program Beneficiaries (Target Group)

People of Côte d'Ivoire (population about 26.4 million)

(4) Program Components

The program provides financial support to the Côte d'Ivoire government based on three policy areas agreed with the Government of Côte d'Ivoire; (1) strengthening disease control centered on infectious diseases (including strengthening COVID-19 response capability), (2) improving access to high-quality health services, and (3) health finance. Two disbursement tranches will be set up based on the time when the policy actions are achieved, and 75% of the loan amount will be distributed in the first tranche.

(5) Estimated Program Cost

15,000 million Yen

(6) Schedule

May/2022-February/2023 (10 months)

The completion of financing (scheduled for February 2023) is considered the completion of the Program.

(7) Program Implementation Structure

1) Borrower: The Government of the Republic of Côte d'Ivoire

2) Executing Agency: Ministry of Health, Public Hygiene and Universal

Health Coverage, Ministry of Economy and Finance, Ministry of Budget and State Portfolio

(8) Collaboration and Sharing of Roles with Other Donors

1) Japan's Activity

Based on "UHC Promotion Program for Women, Children and the Poor" (UHC Promotion Program) set in 2017, Japan has implemented technical cooperation "Project for Improving Continuous Care for Pregnant Women and Newborns" (2019-2024) and Grant Aid "Cocody University Hospital Development Plan for Improving Maternal and Child Health Services in the Great Abidjan Area" (E/N signed in March 2019) to improve the maternal and child health service provision system and quality in order to improve the maternal and newborn mortality rate. This program aims to achieve synergistic effects with existing projects to contribute to strengthening continuous care for mothers and children and strengthening the treatment / prevention system that is the pillar of the JICA World Health Initiative by supporting the implementation of such policies to address issues such as improvement of medical facilities and shortage of health personnel. JICA also plans to dispatch an expert to succeed the individual expert "Health Program Advisor" (2018-2021) to the Ministry of Health around May 2022, and will give advice and promote implementation to achieve the policy action of this program.

2) Other Donors' Activity

The World Bank is developing health facilities and equipment at "SPARK-HEALTH". Since policy actions related to the maintenance of health and medical facilities and equipment have been set in this program as well, information will be shared regarding the target facilities to be developed by both organizations, and cooperation will be expanded efficiently. In addition, this program aims to have a rapid effect on strengthening the ability to respond to infectious diseases in the country by coordinating the timing of the implementation of policy actions at the same time with planned activities of the World Bank such as providing financial support for vaccine purchase support, early detection of infectious diseases, community enlightenment, etc. In addition, regarding the World Bank's vaccination rate improvement campaign, the two organizations will work together to form a good practices in expanding vaccination to Africa, as this program also has policy actions of allocating a budget to vaccine

deployment plans including awareness-raising activities.

AfDB is in the process of forming Phase 3 of the Development Policy Loan "Socio-Economic Reform Support Program (PARES)" (scheduled to be approved around April 2022), and will consider to include some of the policy actions of this program. Based on this, JICA will continue to hold discussions with AfDB and consider the possibility of co-financing to contribute to the "Fourth Phase of the Joint Initiative for African Private Sector Development" (EPSA4) announced by the Government of Japan at the 7th Tokyo International Conference on African Development (TICAD 7) in 2019.

(9) Environmental and Social Consideration/Cross-Sectoral Issues/Gender Category

1) Environmental and Social Consideration

① Category: C

② Reason for Categorization: Since this Program involves a loan aimed at financial assistance, it is determined that undesirable impacts of the Program on the environment are minimal, based on the JICA Guidelines for Environmental and Social Considerations (promulgated in April 2010).

2) Cross-Sectoral Issues

This program will contribute to ensuring the physical and mental well-being of beneficiaries by implementing policy actions related to infectious disease control centered on COVID-19.

Consideration for disabilities, etc. : Côte d'Ivoire ratified the UN Convention on the Rights of Persons with Disabilities in 2014, and has obligations to ratify the treaty. In this program, Article 4 "Prohibition of discrimination on the grounds of disability" and Article 25 "Health" are related provisions.

3) Gender Category: GI (S) (Gender activity integration project)

<Details of Activities/Reason for Categorization>

This program plans to revise protocols and documents to improve maternal and child health services, and to implement caesarean section training as a policy action.

(1 0) Other Important Issues

N/A

4 . Targeted Outcomes

(1) Quantitative Effects

1) Outcomes (Operation and Effect Indicators)

Pillar	Indicator	Baseline (Year)	Target (Month, Year)
1. Strengthening control and prevention of diseases	COVID-19 Vaccination rate (*fully vaccinated)	9% (November 2021)	70% (February 2023)*
	Number of districts which trained according to the revised epidemic preparedness and response training plan	0 (November 2021)	113 (February 2025)
2. Improving access to quality care	Proportion of the population living within 5 km of a health facility	70% (2020)	75% (February 2025)
3. Strengthening governance and health finance	Number of district teams trained on implementing the functionality standards based on the guidance document	0 (November 2021)	113 (February 2025)
	Health budget as % of the General State Budget	6.1% (2021)	7% (2025)

*Since the Covid-19 vaccination coverage in Pillar 1 will be achieved in the end of 2022, the target year and month are set in February 2023

(2) Qualitative Effects

Economic and social stability and promotion of development efforts (comprehensively judged from quantitative effect indicators, cumulative number of infected people and cumulative deaths per population by COVID-19, GDP growth rate, etc.).

5. External Factors and Risk Control

(1) Preconditions: N/A

(2) External Factors: Measures to end the spread of COVID-19 are maintained globally and the rapid deterioration of the overall world situation is avoided.

6. Lessons Learned from Past Projects

From the ex-post evaluation of the "Financial Strengthening Support Loan" (evaluation year 2017) of the Democratic Republic of Laos, it is essential that the program be combined with other support projects such as policy advisor dispatch and technical cooperation projects.

In this program as well, it is expected to have steady policy implementation support with the advice of individual experts, and support policy formulation that

will lead to the expansion of the results of ongoing technical cooperation under the development policy loan.

7 . Evaluation Results

This Program is consistent with Côte d'Ivoire's development issues and development policy as well as Japan's and JICA's cooperation policy, and contributes to realize a robust health system that will strengthen public health crisis response capabilities due to infectious diseases through the promotion of COVID-19 countermeasures and policies aimed at achieving UHC, so it is expected to contribute to the SDGs Goal 3 (Good Health and Well-being). Therefore, the necessity of the implementation of this program is high.

8 . Plan for Future Evaluation

(1) Indicators to be Used

As indicated in Sections 4.

(2) Future Evaluation Schedule

Ex-post evaluation: Two years after the program completion

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