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# PROJECT PAPER

# ONCHOCERCIASIS CONTROL III

# 625-0966

AGENCY FOR INTERNATIONAL DEVELOPMENT

WASHINGTON, D.C. 20523

APPROVED : January 31, 1986
LOP AMOUNT: 15,000,000

UNCLASSIFIED

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D C 20523

ASSISTANT
ADMINISTRATOR

# PROJECT AUTHORIZATION

Country: Sahel Regional

Project Name: Onchocerciasis Control

Project Number: 625-0966

1. Pursuant to Section 121 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Onchocerciasis Control Project for the Sahel, involving planned obligations of not to exceed $15,000,000 in grant funds over a six-year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. Except as A.I.D. may otherwise agree in writing, the planned life of the project is six years from the date of initial obligation.

2. The project is Phase III of the multidonor Onchocerciasis Control Program, ongoing since 1974. The project will assist in the control of onchocerciasis in the Volta River Basin, thereby promoting settlement and development of the areas in which the risk of onchocerciasis transmission has been acceptably reduced. The project will help to reduce the impact of onchocerciasis to a sufficiently low level that it no longer represents either a public health problem or an obstacle to socio-economic development. The project will be accomplished through a grant to the World Bank ("Grantee"), which will make funds available to the World Health Organization ("WHO"), the implementing organization.

3. The Project Agreement which may be negotiated and executed by the officers to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate:

<u>Condition Precedent to Disbursement</u>. Prior to any disbursement, or the issuance of any commitment documents under the Project Agreement, the Grantee shall, except as the parties may otherwise agree in writing, furnish to A.I.D., in form and substance satisfactory to A.I.D., a statement of the names and titles of the persons who will act as the representatives of

the Grantee, together with a specimen signature of each person specified in such statement.

Date: 1/31/86

Mark L. Edelman
Assistant Administrator
Bureau for Africa

Clearances: As shown on action memorandum

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D. Implementation Plan, Conditions and Covenants

Implementation planning is essentially the responsibility of the OCP, subject to approval by the donor/participating government Joint Program Committee (JPC), in which AID already plays an active role. The OCP "long term strategy proposal" and the "Plan of Operations for the Third Financial Phase" represent the basic guidance to project implementation. Detailed planning is developed annually in accordance with these guidelines. Current planning for Phase III is deemed realistic for carrying out project activities and for achieving the project purpose.

As in the past, WHO will serve as executing agency for the OCP, and the IBRD will administer the Onchocerciasis Trust Fund to which AID and other donors provide funds. AID funds will be obligated by means of annual grant letters to the IBRD. The grants will be executed by AA/AFR.

The project will be managed by AFR/SWA with appropriate technical backstopping by AFR/TR/HPN.

The provision of this grant to an international organization is in accordance with selection criteria stipulated in Handbook 13, Chapter 5, Paragraph 5E. These criteria are:

a) That the augmenting of the international organization's program is considered more appropriate than direct AID assistance in achieving this objective.

b) That the program and objectives of the international organization are compatible with those of AID.

c) That the international organization is deemed to be well managed.

d) That the grant is not made simply to augment the international organization's operating budget.

By approving the project you will indicate your determination that those criteria have been satisfied.

Under this arrangement no special waivers are required to permit procurement of goods and services through WHO or IBRD procedures (Handbook 1B, Chapter 16). Likewise, AID will rely upon IBRD structures to satisfy financial management and regular audit concerns. Finally, because of the nature of the Project it is not feasible to develop special arrangements to encourage the use of firms covered by the Gray Amendment. Such firms will, of course, be eligible to participate in the international competitive procurement process noted above.

Aside from the standard specimen signature requirement, no special covenants or conditions have been deemed necessary in this project. There are no major human rights issues in the recipient countries at this time. HA agreed on December 5, 1985 that the project may proceed with the authorization.

The Statutory Checklists have been satisfactorily completed and are included in the annexes of the attached Technical Supplement (TAB C).

E. Legislative Concerns

1. Section 121(d): The DAA/AFR determined on October 3, 1985 that Section 121(d) requirements were satisfied, inasmuch as no SDP funds will be made available to any foreign government for disbursement for this project.

2. Notice to the Congress: A Congressional Notification was sent to Congress on October 11, 1985 and the waiting period expired on October 26, 1985.

III. RECOMMENDATION: That you sign the attached Project Authorization (TAB A) to authorize a $15,000,000 grant from the Sahel Development Program (SDP) Appropriation for the Onchocerciasis Control III Project.

Attachments: TAB A: Project Authorization
TAB B: AID Position Cable (PID substitute)
TAB C: Technical Supplement

Clearances:

| | |
|---|---|
| DAA/AFR/WCA:LRichards | JR |
| DAA/AFR:RLove | (Signed authorization) |
| AFR/SWA:DChandler | Draft |
| AFR/CONT:CTRattan | Draft |
| PPC/PB:HHandler | Draft |
| GC/AFR:BBryant | Draft |
| AFR/PD/SWAP:SShah | Draft |
| AFR/DP:GGovan | Draft |
| AFR/PD:AHarding | Draft |
| AFR/TR:KSherper | Draft |
| PPC/DC:JDudick-Gayoso | Draft |
| IO/T/HTP:FGHandley | Draft |

Drafted: AFR/PD/SWAP:JHradsky:edl:01/17/86 2804M

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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON D C 20523

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

FROM : AFR/PD, Laurence Hausman C. Peasley for

SUBJECT: Onchocerciasis Control III (625-0966)
Project Authorization

I. Problem: You are requested to authorize a $15,000,000 grant from the Sahel Development Program Appropriation (Section 121 of the Foreign Assistance Act of 1961, as amended) for the Onchocerciasis Control III project. It is planned that $2,500,000 will be obligated in FY 1986.

II. Discussion:

A. Background:

Onchocerciasis has historically been a major public health problem for the relatively fertile Volta River valleys and adjacent river basins. In 1974, the Onchocerciasis Control Program (OCP) began as a twenty-year phased program to combat and control the disease. The WHO was designated executing agency; AID and eight other donors provided untied grant contributions to a multi-donor OCP Fund, managed by the IBRD. The number of donors contributing to the project has now grown to 19.

The purpose of the program (and of this project) continues to be that of reducing the impact of onchocerciasis in the target area to a sufficiently low level that it no longer represents either a health problem or an obstacle to socio-economic development. Phase I (1974-79) and Phase II (1980-85) provided funds for coverage of an area which grew from 655,000 $km^2$ to 764,000 $km^2$. The proposed Phase III will further extend that area to 1,302,000 $km^2$, containing 25 million inhabitants. This additional extension to the West and South is necessary to control blackfly breeding sites. Left uncontrolled, blackflies could reinvade the OCP area and compromise the long-term success of the program.

A special AID impact evaluation conducted in 1985 has indicated the efficiency with which OCP has attained its objectives to date. Because of OCP, an estimated 27,000 cases of blindness have already been prevented and an entire generation of three million children born in the target area since 1975 have been protected from infection.

B. Summary Cost Estimate and Financial Plan

AID's contribution to Phase I was $7.7 million, and that of Phase II $15.4 million, representing some 14% of the total. AID

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will fund $15.0 million (11.2%) of Phase III costs, as noted below:

| | ($000) | |
|---|---|---|
| | FY86 | LOP |
| A.I.D. Grant to Trust Fund | 2,500 | 15,000 |
| Other Contributions | 21,448 | 118,648 |
| PHASE III Total | $23,948 | $133,648 |

C. Socio-Economic, Technical and Environmental Considerations

The OCP has been the focus of ongoing attention in the Agency since 1974. A major impact evaluation of the OCP to date was undertaken by AID this year, and considerably assisted the project design for Phase III. The project has been thoroughly reviewed for institutional, technical, socio-economic and financial feasibility (including Section 611(a) requirements) and has been judged conceptually sound and consistent with the basic development strategies of AID missions and participating African governments in the OCP area. The Bureau Environmental Officer approved a recommendation on December 5, 1985 that the project meets the criteria for "Categorical Exclusion" from AID environmental regulations.

The ECPR, chaired by DAA/AFR L. Richards, formulated two Agency concerns of a longer-term nature: a) the ongoing need to increasingly devolve responsibility for onchocerciasis control operations from the OCP to the participating African countries, and, b) the ongoing need to reinforce the positive socio-economic gains rendered possible by the OCP. While the OCP continues to make substantial progress on these two fronts, solutions to these problems remain illusive. AID will continue its efforts to contribute to a successful resolution of these concerns prior to the expected close-out of the Program in 1997. In this respect, the recommendations of the Project Committee were retained as the operational focus of AID action, namely:

- The inclusion of language in the FY 86 Grant Letter indicating that the release of FY 87 funds will be contingent on acceptable progress in devolution planning.

- A letter from the AA/AFR will be sent to the head of the OCP explaining AID concerns and the extent to which future AID participation in the OCP will hinge upon their successful resolution.

- Active AID participation at the annual Joint Program Committee (JPC) meetings and other OCP fora on these issues.

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TAB B

*Department of State*

OUTGOING TELEGRAM

PAGE 01 OF 03 STATE 355734 5763 020304 AID6166
ORIGIN AID-00

ORIGIN OFFICE AFDP-00
INFO AAAF-02 AFCO-02 AFRA-03 AFFW-04 AFCW-03 AFDP-06 FM-02
STHE-01 SAST-01 HHS-09 PVC-02 AFDA-01 STEN-01 CDC-06
RELO-01 STHP-01 HAST-01 /052 A5 8H3

INFO OCT-00 AF-00 EB-08 IO-15 L-03 /026 R

DRAFTED BY AID/AFR/TR/HN JSTOCKARD/AID/AFR/RA.WSHERWIN:RLY:M
APPROVED BY AID/AA/AFR.MLEDELMAN
AID/AFR/GC EBRYANT (DRAFT)
AID/AFR/DP:HJOHNSON (DRAFT)
AID/AFR/SWA:DCHANDLER (DRAFT)
AID/AFR/SWAP:KSIMMONS (DRAFT)
AID/AFR/TR VTRAYFORS (DRAFT)
AID/AFR/TR/HN:GURHEY (DRAFT)
AID/AFR/RA WHNAYLOR, JR.
AID/AA/AFR:ARLOVE
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O R 020743Z DEC 84
FM SECSTATE WASHDC
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INFO AMEMBASSY ABIDJAN
AMEMBASSY ACCRA
AMEMBASSY BAMAKO
AMEMBASSY BISSAU
AMEMBASSY CONAKRY
AMEMBASSY COTONOU
AMEMBASSY DAKAR
AMEMBASSY FREETOWN
AMEMBASSY LOME
AMEMBASSY OUAGADOUGOU

UNCLAS STATE 355734

AIDAC NIAMEY FOR DR. JOE STOCKARD, TDY, A.I.D.

E.O. 12356: N/A
TAGS:
SUBJECT: A.I.D. POSITION FOR THE MEETING OF THE JOINT PROGRAM COMMITTEE OF THE VOLTA RIVER BASIN ONCHOCERCIASIS CONTROL PROGRAM, DECEMBER 3-6, 1984 IN NIAMEY, NIGER

AIDAC CONT'D: REPRESENTATIVE TO JPC MEETING

I. PROBLEM:

THE JOINT PROGRAM COMMITTEE (JPC), COMPOSED OF DONORS, SPONSORING INTERNATIONAL AGENCIES (WHO FAO, UNDP, THE WORLD BANK) AND THE AFRICAN STATES IN WHICH THE ONCHOCERCIASIS CONTROL PROGRAM (OCP) OPERATES, WILL BE CONFRONTED WITH IMPORTANT DECISIONS REGARDING THE LONG-TERM STRATEGY OF THE PROGRAM, INCLUDING THE DEVOLUTION OF RESPONSIBILITY TO AFRICAN GOVERNMENTS AT THE EARLIEST POSSIBLE DATE.

II. BACKGROUND:

THE ONCHOCERCIASIS CONTROL PROGRAM OF THE VOLTA RIVER BASIN IS A LONG-TERM, MULTIDONOR-SUPPORTED ENDEAVOR. TO

DATE, 20 DONORS AND IVORY COAST HAVE CONTRIBUTED DOLS 172 MILLION TO TWO DISTINCT PHASES OF THIS PROGRAM SINCE 1974. SIX OF THESE DONORS ARE MULTILATERAL INSTITUTIONS. AS THE MAJOR DONOR, THE UNITED STATES HAS CONTRIBUTED DOLS 21.2 MILLION OR 12 PERCENT OF THE TOTAL, FOLLOWED BY THE WORLD BANK WITH ABOUT 10 PERCENT.

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STATE 355734 5763 020304 AID6166

THE STRATEGY HAS BEEN TO INTERRUPT TRANSMISSION OF A PARASITIC DISEASE CAUSED BY SMALL BITING FLIES WHICH BREED IN TURBULENT RIVER WATERS IN MANY PARTS OF WEST AFRICA, CAUSING "RIVER BLINDNESS" AND OTHER DEBILITATING EFFECTS ON INFECTED INDIVIDUALS. CURRENTLY, THERE ARE SEVEN PARTICIPATING AFRICAN COUNTRIES (BENIN, BURKINA FASO, GHANA, IVORY COAST, MALI, NIGER, AND TOGO). HELICOPTERS AND FIXED WING AIRCRAFT ARE EMPLOYED TO CONTROL THE VECTOR BLACKFLIES BY APPLYING CHEMICAL LARVICIDES TO THE TURBULENT WATER BREEDING SITES UNTIL AS LARGE A PROPORTION OF THE POPULATIONS AS POSSIBLE ARE FREE OF INFECTION. IT IS IN THESE ENVIRONMENTS OF OXYGENATED WATER THAT THE INSECT MATURES FROM THE EGG TO PUPAL STAGES. LARVICIDES EMPLOYED BY THE PROGRAM ARE APPROVED BY A PANEL OF ECOLOGICAL EXPERTS AND THE ENVIRONMENTAL EFFECTS OF THE PROGRAM ARE BEING MONITORED CONTINUOUSLY.

THE STRATEGY HAS BEEN HIGHLY SUCCESSFUL. EPIDEMIOLOGICAL STUDIES OF A SAMPLE POPULATION HAVE REVEALED THAT OF THE 6337 CHILDREN BORN IN 142 VILLAGES SINCE THE START OF OPERATIONS IN 1975, ONLY 19 HAVE BEEN FOUND TO BE INFECTED. OF THESE, 18 LIVED IN VILLAGES WHICH ARE SUBJECT TO REINVASION BY VECTOR BLACKFLIES WHICH COME INTO THE PROGRAM AREA FROM UNCONTROLLED BREEDING SITES TO THE WEST AND TO THE SOUTH OF THE PRESENT CONTROL OPERATIONS. ONLY ONE OUT OF 5153 CHILDREN EXAMINED WHO CAME FROM THE NON-REINVADED CENTRAL PART OF THE PROGRAM AREA WAS INFECTED AS COMPARED WITH 445.5 THAT WOULD HAVE BEEN EXPECTED HAD THERE BEEN NO CONTROL PROGRAM.

THE OCP, THOUGH HIGHLY SUCCESSFUL IN ACHIEVING THE GOALS EXPECTED OF IT AT THIS STAGE, HAS NOT BEEN TOTALLY FREE OF PROBLEMS AND CONCERNS. REINVASION OF THE ORIGINAL CONTROL PROGRAM AREA FROM UNCONTROLLED BLACKFLY BREEDING SITES TO THE WEST AND SOUTH HAS BEEN THE MAJOR PROBLEM. IT IS FOR THIS REASON THAT CONSIDERATION NOW IS BEING GIVEN TO TWO EXTENSIONS OF THE CONTROL OPERATIONS. THE WESTERN EXTENSION WOULD INCLUDE SAVANNA AREAS IN WESTERN MALI, SENEGAL, GUINEA, GUINEA BISSAU, AND SIERRA LEONE. THESE HAVE A DIRECT BEARING ON DECISION THE JPC WILL BE EXPECTED TO ADDRESS DURING THE FORTHCOMING MEETING.

WHO STAFF HAVE PREPARED 5 OPTIONS FOR CONSIDERATION. THESE ARE SUMMARIZED AS FOLLOWS:

LONG-TERM STRATEGIC OPTIONS FOR THE ONCHOCERCIASIS CONTROL PROGRAM

OPTION AND FUNDING REQUIRED (US DOLS IN MILLIONS)

1. PROGRAM OPERATIONS UNCHANGED; NO CONTROL OPERATIONS IN EITHER THE WESTERN OR THE SOUTHERN EXTENSION AREAS.

1986-97 DOLS 126.8
AFTER 1997: DOLS 9.5/YR, INDEFINITELY

2. NO CONTROL OF FOREST SPECIES; OTHERWISE SAME AS 1 ABOVE

1986-97 DOLS 120.1
AFTER 1997: 9.1/YR, INDEFINITELY

3. EXTENSION OF FULL OCP OPERATIONS TO THE SOUTH BUT NOT TO THE WEST.

1986-97 DOLS 112.2
AFTER 1997: 4.9/YR, INDEFINITELY REDUCING YEAR BY YEAR DOWN TO DOLS 3.9 BY 2003.



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4. EXTENSION OF FULL OCP OPERATIONS TO THE WEST BUT NOT TO THE SOUTH.

1986-97 DOLS 139.0
AFTER 1997 2.1/YR, REDUCING YEAR BY YEAR TO DOLS 2 MILLION BY 2003.

5. EXTENSIONS OF FULL OCP OPERATIONS TO BOTH THE SOUTH AND TO THE WEST.

1986-97 DOLS 156.6
AFTER 1997 0.0 NO DONOR COST AFTER 1997 WHEN OCP OPERATIONS TERMINATE.
THE JPC WILL NEED TO CONSIDER THE FOLLOWING ITEMS:

A. DETERMINE WHICH OF THE FIVE OPTIONS PROPOSED FOR THE LONG-TERM STRATEGY SHOULD BE ADOPTED BY THE OCP.

B. REVIEW THE PROCESS BY WHICH RESPONSIBILITY IS TO BE DEVOLVED TO THE PARTICIPATING AFRICAN GOVERNMENTS AND THE PROGRESS MADE TO DATE IN THIS PROCESS.

C. REVIEW THE SOCIO-ECONOMIC DEVELOPMENT PROGRESS IN AREAS WHERE ONCHOCERCIASIS TRANSMISSION HAS BEEN CONTROLLED.

D. EXAMINE PRESENT STATUS OF THE ONCHOCERCIASIS CHEMOTHERAPY PROGRAM.

E. CONSIDER RECOMMENDATIONS OF THE EXPERT ADVISORY COMMITTEE REGARDING RESEARCH ON THE RELATIONSHIPS BETWEEN FOREST ONCHOCERCIASIS VECTORS AND THE SAVANNA PARASITES.

F. EXAMINE THE PROPOSED BUDGET AND PROGRAM FOR THE NEXT YEAR.

FINANCIAL CONSIDERATIONS

A.I.D. AT THE THIRD MEETING OF THE JPC IN BAMAKO, MALI IN DECEMBER 1982 PLEDGED US DOLS 2.5 MILLION FOR THE NEXT YEAR OF THE PROGRAM AND INDICATED ITS INTENTION OF CONTINUING AT THIS LEVEL OF FUNDING INDEFINITELY, SUBJECT TO THE AVAILABILITY OF FUNDS. THIS PLEDGE HAS BEEN MAINTAINED. BECAUSE OF FORWARD FUNDING, WE WILL HAVE AVAILABLE FOR DISBURSEMENT IN FY 85 BOTH THE DOLS 2.5 MILLION OBLIGATED IN FY 84 AND THE DOLS. 1.982 MILLION TO BE OBLIGATED IN FY 85, FULFILLING OUR COMMITMENT TO THE CURRENT (PHASE II) ONCHOCERCIASIS FUND AGREEMENT ENDING DECEMBER 31, 1985. THE MORE RAPID DISBURSEMENT RATE OF A.I.D. FUNDS IN FY 85 WILL ENABLE THE WORLD BANK, WHICH COORDINATES OCP FUNDING, TO UTILIZE OTHER DONORS' CARRYOVER FUNDS FROM PHASE II TO COVER THE HIGHER UP-FRONT COSTS OF PHASE III BEGINNING JANUARY 1, 1986. (NO PART OF A.I.D.'S PHASE II CONTRIBUTION CAN BE CARRIED OVER TO PHASE III SINCE THE LATTER WILL REQUIRE A NEW PROJECT AUTHORIZATION FOR A.I.D.) THE HIGHER UP-FRONT COSTS OF PHASE III RESULT FROM THE PLAN TO ATTACK ONCHOCERCIASIS IN THE SAVANNA AREAS TO THE WEST AND SOUTH OF THE PRESENT PROGRAM AREA AT THE OUTSET OF PHASE III. SUCH AN ADDITIONAL EFFORT WILL CALL FOR INCREASED FUNDS IN THE EARLY STAGES OF THE EXPANSION OF OPERATIONS TO BRING ON ADDITIONAL STAFF, STOCKPILE MORE INSECTICIDE, ETC. AS THE PROBLEM OF REINVASION SUBSIDES, PROGRAM COSTS IN THE PRESENT PROGRAM AREA WILL DECLINE AND COSTS WILL LEVEL OFF. WITH THE AVAILABILITY OF CARRYOVER FUNDS, THE BANK FORESEES A RELATIVELY EVEN FLOW OF NEW ANNUAL DONOR CONTRIBUTIONS THROUGHOUT PHASE III.

STEPS NOW ARE BEING TAKEN TO TRANSFER FUNDING RESPONSIBILITY OF A.I.D. FROM AFR/RA TO AFR/SWA BEGINNING IN FY 1986. AFR/SWA HAS INCLUDED US DOLS 15.0 MILLION IN ITS FORWARD PLANNING FOR THIS THE 3RD FINANCIAL PHASE OF SIX YEARS THAT BEGINS ON JANUARY 1, 1986. THIS WILL BE DISBURSED AT A RATE OF US DOLS 2.5 MILLION ANNUALLY.

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-- AFR/PD/SWAP AND AFR/SWA ARE COORDINATING THE PREPARATION OF PROJECT DOCUMENTATION BASED ON EXISTING AND EXPECTED DATA FROM OCP AND THE WORLD BANK COORDINATING OFFICE.

III. POSITIONS OF THE UNITED STATES:

A. OPTIONS :

GIVEN THE LONG-TERM COST BENEFITS, OPTION 5, I.E. IMPLEMENTATION OF BOTH THE PROPOSED WESTERN AND SOUTHERN EXTENSIONS SHOULD BE APPROVED, CONDITIONAL UPON PRESENTATION OF A DETAILED OPERATIONAL PLAN WHICH HAS BEEN DEMONSTRATED TO BE FEASIBLE AND COST-EFFECTIVE AS EVIDENCED BY FIELD TESTING. ONE PRE-CONDITION THAT SHOULD BE SATISFIED IS PRESENTATION OF THE OPERATIONAL PLAN'S PROPOSED SITING OF HELICOPTER AND FIXED WING AIRCRAFT LANDING AREAS AT LOCATIONS THAT ARE SATISFACTORY BOTH WITH RESPECT TO MAINTAINING NECESSARY SUPPLIES OF LARVICIDES AND FUEL AND WITHIN RANGE OF ALL BREEDING SITES THAT REQUIRE TREATMENT. IF THIS OPTION IS NOT THE ONE MEETING THE APPROVAL OF THE JPC, THE UNITED STATES SHOULD INDICATE THAT IT RESERVES THE RIGHT TO RECONSIDER ITS SUPPORT OF THE PROJECT.

B. DEVOLUTION:

THERE IS NEED FOR A PLAN FOR DEVOLUTION OF PROGRAM RESPONSIBILITY FROM THE OCP TO THE CONCERNED AFRICAN GOVERNMENTS, WITH FULL OR NEARLY-FULL DEVOLUTION TO BE ACHIEVED BY 1997.

DEVOLUTION MEANS OCP BENEFICIARY COUNTRIES ASSUMING RESPONSIBILITY FOR (A) MAINTAINING CONTROL BY MEANS OF VECTOR CONTROL, CHEMOTHERAPY OR A COMBINATION OF THE TWO, AND (B) DEVELOPING NATIONAL CAPABILITIES TO CARRY OUT THESE REQUIREMENTS. THE U.S. REPRESENTATIVE SHOULD PROPOSE THAT OCP, IN CONSULTATION WITH AFRICAN GOVERNMENTS CONCERNED, DEVELOP THIS PLAN OVER THE NEXT TWO YEARS, INCLUDING STEP-BY-STEP, COUNTRY-BY-COUNTRY DETAILS AND BENCHMARKS, AND PRESENT THE PLAN TO THE JPC AT ITS MEETING IN 1986. WE SHOULD PROPOSE FURTHER THAT

THE INDEPENDENT EXPERT ADVISORY COMMITTEE (EAC) AND/OR THE COMMITTEE OF SPONSORING AGENCIES MONITOR AND REPORT ANNUALLY TO THE JPC ON IMPLEMENTATION OF THE PLAN ONCE IT IS DEVELOPED AND APPROVED.

C. SOCIO-ECONOMIC DEVELOPMENT:

THERE IS NEED FOR A GREATER INVOLVEMENT BOTH OF WHO/AFRO AND OF THE FAO IN PROMOTING NATIONAL SOCIO-ECONOMIC DEVELOPMENT ACTIVITIES. TO DATE THE WEAKEST PART OF THE PROGRAM HAS BEEN THE FAILURE OF AFRICAN GOVERNMENTS TO PRESENT REPORTS WHICH CLEARLY INDICATE THE SOCIAL AND ECONOMIC OBJECTIVES OF OCP ARE BEING ACHIEVED. FURTHERMORE, IN THE HEALTH SECTOR, THERE HAS BEEN LITTLE INDICATION THAT DISEASE RISKS OF MIGRANTS INTO THE ONCHOCERCIASIS FREED AREAS ARE BEING DETERMINED, OR THAT STEPS ARE BEING TAKEN TO DEVELOP EPIDEMIOLOGICAL AND HEALTH SERVICES TO MAXIMIZE THE SUCCESS OF THIS UNIQUE DISEASE CONTROL EFFORT. THIS YEAR THE UNITED STATES

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SHOULD RENEW ITS EFFORTS TO GET WHO/AFRO, FAO AND THE AFRICAN GOVERNMENTS TO COOPERATE MORE FRUITFULLY IN ACCURATELY DOCUMENTING THE BENEFITS THAT CAN BE DIRECTLY ATTRIBUTED TO THE OCP AND TO THE PREPARATION OF PLANS FOR THE PROVISION OF HEALTH SERVICES AND DISEASE CONTROL TO PEOPLE MOVING INTO THE ONCHOCERCIASIS-CONTROLLED AREAS. SPECIFICALLY, IT MAY BE SUGGESTED THAT AT THE NEXT MEETING OF THE JPC, THE HEALTH AND AGRICULTURAL/FORESTRY SITUATION BE REVIEWED WITH RESPECT TO IMPEDIMENTS TO DEVELOPMENT, IN THESE RESPECTIVE SECTORS AND THE NATIONAL/BILATERAL PROGRAMS THAT WOULD MOST ENSURE REALIZATION OF THE BENEFITS MADE POSSIBLE BY THE CONTROL OF RIVER BLINDNESS.

OCP, THROUGH ITS EPIDEMIOLOGY PROGRAM SHOULD ALSO BE ENCOURAGED TO CONDUCT STUDIES ON MIGRANTS TO DETERMINE WHERE THEY HAVE COME FROM, THE DISEASES THEY ARE BRINGING INTO THE OCP PROGRAM AREA AND THE DISEASES WHICH THEY ARE ACQUIRING AFTER THEY ARRIVE.

F. CHEMOTHERAPY:

TWO QUESTIONS SHOULD BE RAISED CONCERNING THE CHEMOTHERAPY PROGRAM. FIRST, WHAT WAS THE SOURCE OF FUNDING FOR THE CENTER AT TAMALE, GHANA BEFORE IT WAS TAKEN OVER BY OCP AND HOW IS THE TRANSFER OF RESPONSIBILITY JUSTIFIED? TO WHAT EXTENT IS OCP FUNDING THE DEVELOPMENT OF NEW DRUGS THAT ARE PATENTED BY MERCK AND CIBA-GEIGY AND WHAT BENEFITS ARE THESE FIRMS PREPARED

TO GIVE OCP AND THE CONCERNED AFRICAN GOVERNMENTS IN RETURN?

G. ENTOMOLOGY:

THE UNITED STATES SHOULD ENDORSE RECOMMENDATIONS OF THE EXPERT ADVISORY COMMITTEE WHICH CALL FOR INTENSIFIED RESEARCH ON THE RELATIONSHIP BETWEEN FOREST VECTORS AND SAVANNA ONCHOCERCIASIS. IT SHOULD ALSO CALL ATTENTION TO THE NEED FOR THE CONTINUATION OF MONITORING OF SAVANNA AREAS FOR COLONIZATION BY FOREST SPECIES OF BLACKFLIES, FOR THEIR ABILITY TO TRANSMIT DISEASE AND FOR SUCH MONITORING TO BE CONTINUED BY AFRICAN GOVERNMENTS FOLLOWING DEVOLUTION.

H. COST-EFFECTIVENESS

THE U.S. REPRESENTATIVE SHOULD PROPOSE THAT THE EAC EXPAND ITS BRIEF TO INCLUDE ANNUAL REVIEW OF OCP EXPENDITURES TO HELP DETERMINE WHETHER PROGRAM RESULTS ARE BEING OBTAINED AT LEAST COST AND TO MAKE BUDGETARY OR EXPENDITURE RECOMMENDATIONS AS APPROPRIATE

I. FUNDING PLEDGE:

THE U.S. REPRESENTATIVE SHOULD INDICATE THAT A.I.D. PLANS TO DISBURSE THE BALANCE OF ITS COMMITMENT TO PHASE II DURING FY 85. THIS AMOUNTS TO DOLS 4.182 MILLION WHICH EXCEEDS--ON A ONE-TIME BASIS--THE ANNUAL LEVEL OF DOLS 2.0 TO DOLS 2.5 MILLION DISBURSED IN RECENT YEARS. THE 1985 AMOUNT WILL FREE UP OTHER-DONOR CONTRIBUTIONS THAT CAN BE CARRIED OVER INTO 1986 TO HELP MEET THE ADDITIONAL COSTS THAT WILL BE INCURRED AT THE EARLY STAGE OF THE PHASE III EXPANSION. THE OVERALL U.S. CONTRIBUTION TO PHASES I AND II REPRESENTS ABOUT 12 PERCENT OF TOTAL DONOR CONTRIBUTIONS. IT IS OUR INTENTION, ASSUMING THAT CONDUCTING CONTROL IN THE PROPOSED EXPANSION AREAS PROVES FEASIBLE, AND SUBJECT TO AVAILABILITY OF FUNDS, TO MAINTAIN OUR LEVEL OF SUPPORT AT ABOUT 12 PERCENT OF THE TOTAL COST OF THE PROGRAM.

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TAB C: TECHNICAL SUPPLEMENT

AGENCY FOR INTERNATIONAL DEVELOPMENT

# PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete) — Amendment Number

DOCUMENT CODE: 3

2. COUNTRY/ENTITY: Sahel Regional

3. PROJECT NUMBER: 625-0966

4. BUREAU/OFFICE: AFR/SWA — 06

5. PROJECT TITLE (maximum 40 characters): Onchocerciasis Control III

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 12 DD 31 YY 92

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)

A. Initial FY 86 B. Quarter 2 C. Final FY 91

8. COSTS ($000 OR EQUIVALENT $1 = )

| A. FUNDING SOURCE | FIRST FY 86 B. FX | C. L/C | D. Total | LIFE OF PROJECT E. FX | F. L/C | G. Total |
|---|---|---|---|---|---|---|
| AID Appropriated Total | | | | | | |
| (Grant) | ( 2 500 ) | ( ) | ( 2 500 ) | ( 15 000) | ( ) | ( 15 000) |
| (Loan) | ( ) | ( ) | ( ) | ( ) | ( ) | ( ) |
| Other U.S. 1. | | | | | | |
| Other U.S. 2. | | | | | | |
| Host Country | | | | | | |
| Other Donor(s) | 21 440 | | 21 440 | 118 648 | | 118 648 |
| TOTALS | 23 948 | | 23 948 | 133 648 | | 133 648 |

9. SCHEDULE OF AID FUNDING ($000)

| A. APPROPRIATION | B. PRIMARY PURPOSE CODE | C. PRIMARY TECH. CODE 1. Grant | 2. Loan | D. OBLIGATIONS TO DATE 1. Grant | 2. Loan | E. AMOUNT APPROVED THIS ACTION 1. Grant | 2. Loan | F. LIFE OF PROJECT 1. Grant | 2. Loan |
|---|---|---|---|---|---|---|---|---|---|
| (1) SDP | 510 | 510 | | | | 15 000 | | 15 000 | |
| (2) | | | | | | | | | |
| (3) | | | | | | | | | |
| (4) | | | | | | | | | |
| TOTALS | | | | | | | | | |

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each): 550 570

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| A. Code | BS | | | | | | |
| B. Amount | 15 000 | | | | | | |

13. PROJECT PURPOSE (maximum 480 characters)

Reduce the impact of onchocerciasis in the Volta River and adjacent river basins to a sufficiently low level so that it no longer represents either a public health problem or an obstacle to socio-economic development.

14. SCHEDULED EVALUATIONS *

Interim MM YY MM YY Final MM YY

15. SOURCE/ORIGIN OF GOODS AND SERVICES: ☐ 000 ☐ 941 ☐ Local ☐ Other (Specify) Untied Grant

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ____ page PP Amendment.)

* Evaluations will be conducted on a regular basis by OCP monitoring/evaluation structures.

C. Travis Rattan
AFR/CONT

17. APPROVED BY

Signature: Dennis M. Chandler

Title: Dennis M. Chandler, Director, AFR/SWA

Date Signed: MM 01 DD 08 YY 86

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION: MM DD YY

AID 1330-4 (8-79)

## PREFACE

The following Technical Supplement attempts to summarize the substantial documentation which has been generated around this large and long-term multi-donor effort. In anticipation of our contribution to a Phase III project AID funded an independent evaluation of project impact to date (1974-1985). That evaluation ("Impact Assessment of the Onchocerciasis Control Program"), along with the OCP "Long-Term Strategy Proposal" and the "Plan of Operations for the Third Financial Phase" are the key reference documents which have been utilized in the preparation of this Supplement. Additional substantive documents of potential interest to the reader are noted in a bibliography placed in annex.

# ONCHOCERCIASIS CONTROL PROGRAM (625-0966)

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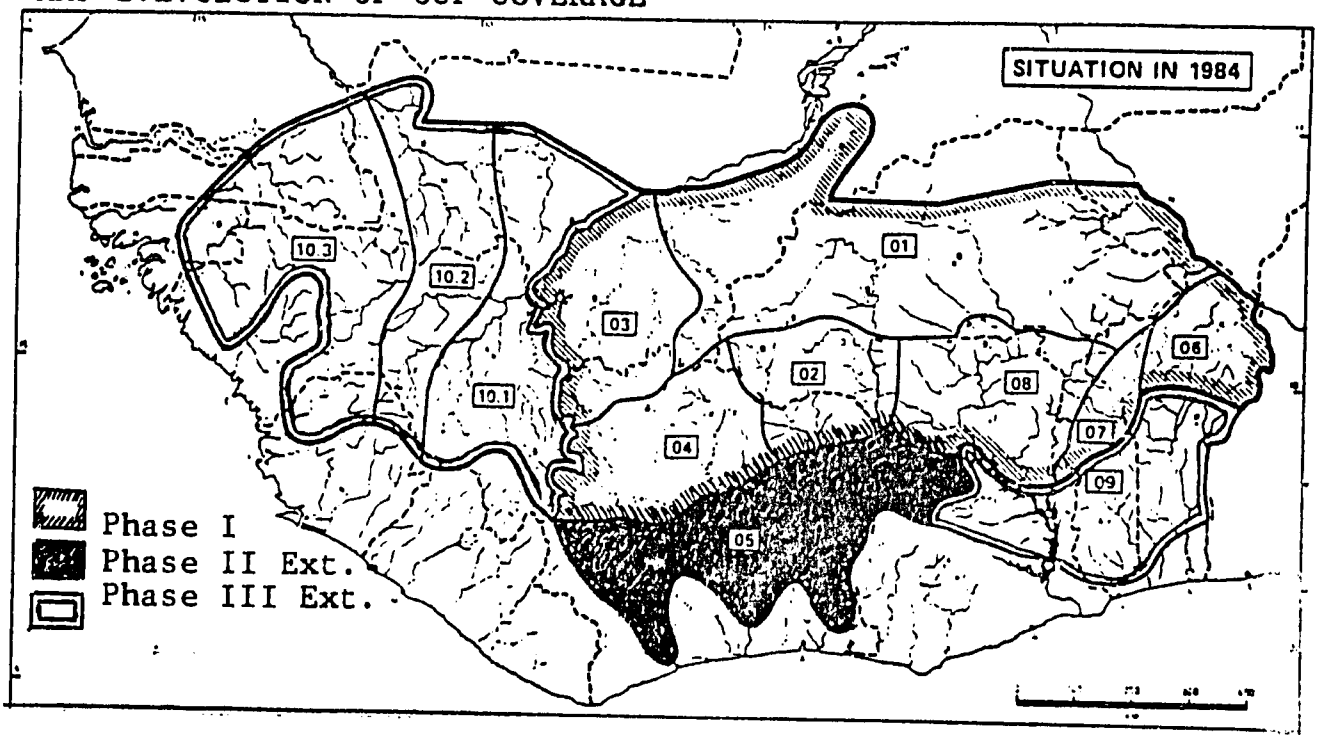
## ACRONYMS

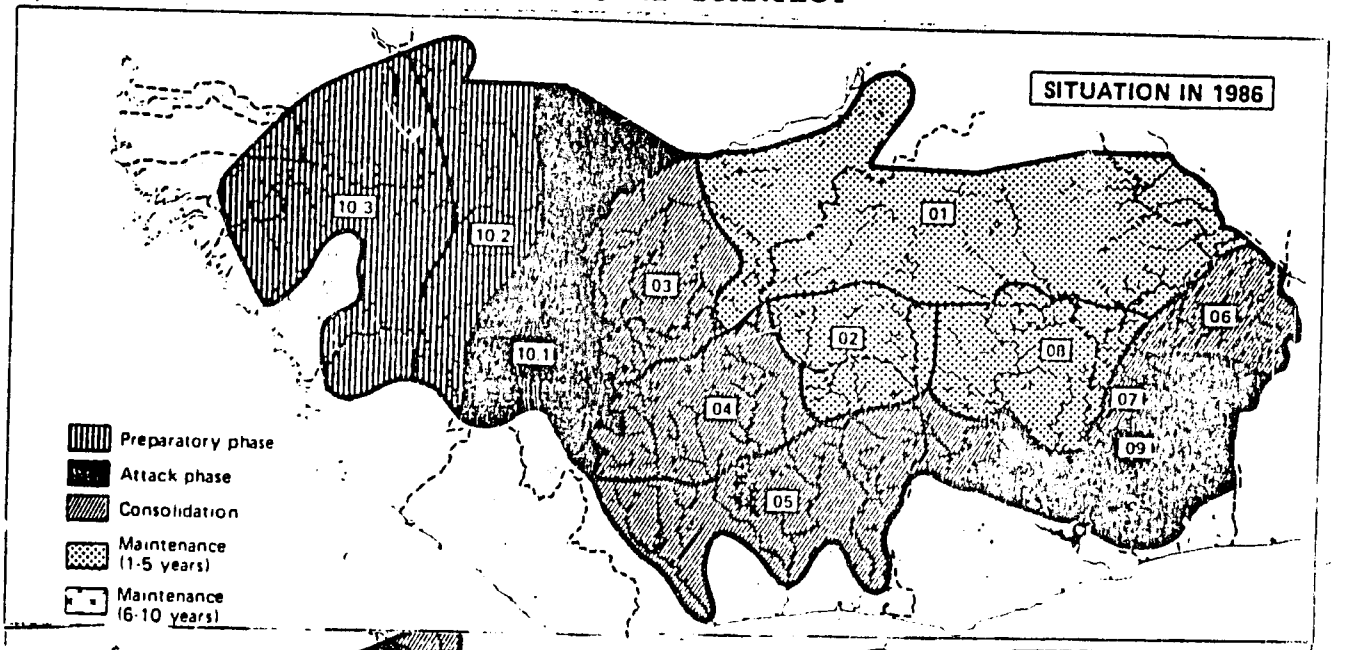
| | |
|---|---|
| OCP | Onchocerciasis Control Program |
| WHO | World Health Organization |
| OOZ | Onchocerciasis Operational Zone |
| UNDP | United Nations Development Program |
| FAO | Food and Agriculture Organization |
| IBRD | International Bank for Reconstruction and Development |
| IEE | Initial Environmental Examination |
| EG | Ecological Group |
| JPC | Joint Program Committee |
| EAC | Expert Advisory Committee |
| NOC | National Onchocerciasis Committee |
| ORSTOM | Organisation de recherches scientifiques et techniques d'Outre-mer |

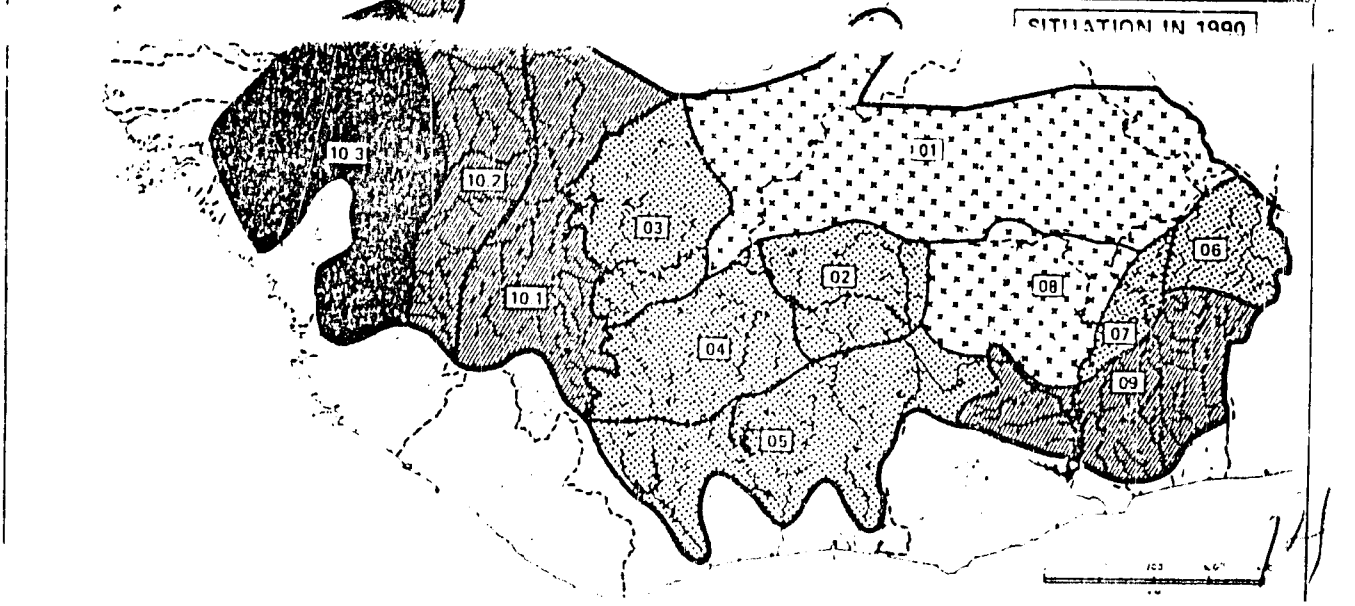
B

MAP 1:EVOLUTION OF OCP COVERAGE




MAPS 2,3: PHASE III OPERATIONAL STRATEGY



## A. Project Background

Onchocerciasis is a parasitic disease of humans which, worldwide, is estimated to affect over 20 million people. Clinical manifestations in West Africa include intense itching, rashes, wrinkling, thickening and depigmentation of the skin, skin nodules in which adult worms are to be found, hanging groin and blindness. Individuals who are heavily infected may become walking skeletons or suffer severe debilitation. For reasons that are not understood, blindness often develops in the savannas of West Africa but is uncommon in forests.

Onchocerciasis has historically been a major public health problem in West Africa and a serious obstacle to the socio-economic development of the relatively fertile natural resource base contained within the Red, White and Black Volta River Valleys and adjacent river basins. In 1974, the Onchocerciasis Control Program (OCP), at the request of seven affected West African countries, and with financial support from nine donor nations, initiated a twenty-year campaign to combat and control 1/ this disease. The World Health Organization (WHO) was designated the executing agency, and the IBRD took resopnsibility for management of the multidonor OCP Fund. The control strategy follows a five-step technical plan: exploratory, preparatory, attack, consolidation and maintenance. This strategy is being carried out in four discrete financial phases, of which this proposal represents Phase III.

Phase I (1974-79) An intensive effort of larviciding, epidemiological surveillance, ecological monitoring, scientific research, and training was begun over a 655,000 $km^2$ area 2/ affecting some 10 million inhabitants. Total cost of Phase I was $53.6 million, of which $7.7 million (14%) was contributed by the United States. Salient advances made in Phase I included a remarkable decline in the prevalence of onchocerciasis in the area (particularly amongst children), a stabilization of symptoms in persons previously infected, new resettlement and development of target river valleys, considerable training of African staff, and advances in using cost-effective techniques, ecological monitoring and chemotherapy.

Phase II (1980-85) - Experience gained in Phase I confirmed the need to further extend OCP operations to the south (Benin, Ghana, Togo) and to the west (Mali) to improve blackfly control in the target area. Thus, during Phase II a total 764,000 $km^2$ were subject to different levels of OCP action, including treatment on 18,000 km of rivers, affecting some 16 million inhabitants, and ranging from feasibility study work (exploratory phase) to actual completion of vector control operations and transfer of control

---

1/ The objective of the OCP is "to reduce the impact of onchocerciasis to a sufficiently low level so that it no longer represents either a public health problem or an obstacle to socio-economic development."

2/ See Map 1. Included parts of Upper Volta, Mali, Niger, Ivory Coast, Ghana, Togo and Benin.

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operations to the host country (maintenance phase). Phase II expenditures will total an estimated $106.8 million of which the U.S. will have contributed $15.1 million (14.1%).1/ Funding for this phase was provided by 19 different sources, (see annex for a list of donors) indicative of a growing international commitment to the OCP effort. Notable achievements during this phase included a further dramatic decline (sometimes total elimination) of the incidence of onchocerciasis among target groups, a continued increase in local resettlement development in response to effective oncho control, the improvement of our knowledge of onchocerciasis (epidemiology, transmission dynamics, therapy) and the generation of more effective and cost-effective larvicides and delivery techniques.

An AID Impact Evaluation, completed in August, reported positive results of the OCP to date. "The team's overall conclusion was that the Onchocerciasis Control Program appears to be one of the more successful multi-donor programs in the short history of development assistance. If OCP can sustain its ...performance during the third phase..., the program effort should yield excellent returns--both in terms of reduced human misery and new development opportunities." A summary of the key findings of the AID Impact Evaluation is noted in annex for further reference.

Phase III (1986-1991) - This upcoming phase of the OCP will continue to move toward the same basic objectives outlined ten years ago and which formed the rationale for Phase I and II. To better deal with the problems of reinvasion, OCP will extend activities into four new countries1/, representing a total OCP coverage of 1,320,000 $km^2$, a population of 25 million and treatment of 46,300 km of rivers, while continuing "consolidation" and "maintenance" actions within the older core area (see Maps 2 & 3). It is estimated that 58% of the total target area (representing some of the most seriously infected areas of the overall program) will be in a maintenance phase at the end of Phase III. The total cost of Phase III for the 19 anticipated donors is estimated at $133.6 million, of which the US proposes to fund $15.0 million (11.2%). Phase III is especially notable in that overall funding is expected to peak early in the phase and decline steadily over time as the program moves increasingly toward generalized maintenance operations in the target area.

B. Technical Analysis

The causative parasite of onchocerciasis, *Onchocerca volvulus*, is transmitted by the bite of small gnat-like flies which are subspecies of the *Simulium damnosum* complex. Adult female flies become infected by ingesting immature stages of the parasite while feeding on an infected person. Eggs laid by adult female flies on vegetation in rivers hatch and the emerging larval stage matures in fast flowing turbulent water. After about eight to ten days larvae become pupae. Neither eggs nor pupae are susceptible to destruction by the available chemical pesticides, a fact which has determined that success

1/ Actual AID authorization was $15.4 million of which $0.3 million was reserved as a special fund for project related activities, while remaining under AFR/RA control.

2/ Guinea, Guinea Bissau, Senegal, Sierra Leone.

in controlling the vector requires application of larvicides at a frequency that will prevent larvae from escaping to the safety offered by the pupal stage. Regular application of effective larvicides at intervals of seven days to all active breeding sites of the vector blackflies in the defined program area is the method employed by OCP to control the disease.

This method has succeeded in totally interrupting transmission over 90 per cent of the original program area. Technically, control by larvicide applications is still the most appropriate answer to onchocerciasis in the savannas of Western Africa and is expected to remain the control measure of choice for the duration of OCP.

Long-term Strategy: Concerned African governments and donors decided in December 1982 that a long-term strategy for the OCP should be worked out before completion of the second financial phase (1980-85). OCP responded and in June 1984 presented a long-term strategy options paper to major donors and members of the Expert Advisory Committee. Five different options were carefully considered before finally concluding that OCP should extend operations to all significant sources of reinvading flies. Only this option offered the prospect that minimal maintenance operations would be required after 1998. It includes the following operational phases:

Exploratory Phase--collection of basic data and feasibility studies conducted.

Preparatory Phase--OCP operations planned and programmed.

Attack Phase-------Uninterrupted schedules of larviciding operations maintained

Consolidation Phase--Vector control applied intermittently at intervals determined by results of continuing surveillance.

Maintenance Phase-- Control reinfestations until prevalence of human infections and risk of imported cases are so low that vector control is no longer needed.

This option was endorsed, but only on several conditions, the most critical of which was demonstration of the feasibility of control in Guinea. Successful aerial larviciding operations in the Sankarani River Basin and the Upper Basin of the Sassandra River have been carried out by OCP in the past year and are a clear demonstration of feasibility. Other new developments which further support the conclusion that the necessary level of control can be achieved in Guinea are the identification of major breeding sites in rivers that can be treated from fixed wing aircraft, location of critical river flow gauges at sites that can be read from helicopters, and the new information that forest canopy does not protect significant breeding sites of savanna type blackflies.

Reinvasion: Reinvasion of the program area before the human reservoir of infection has died off is by far the greatest threat to the permanent success of OCP. The major operational change being effected in Financial Phase III (1986-91) is the phased expansion of aerial larviciding operations westward into new Onchocerciasis Operational Zones (OOZs) 10.1, 10.2 and 10.3 and

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southward into OOZ 09. It is from these sectors that the current program area is reinvaded by adult flies whose flight range (aided by prevailing winds)has now been demonstrated by OCP researchers to reach 400 kilometers. The course of these migrations is from the southwest to the northeast. Studies on the eastern border of the program have revealed no reason for concern that reinvasion of the program area from the east is likely.

Larvicides: The general absence of resistance of savanna species of the vector flies to the program's principal larvicide, temephos, during the OCP's first 10 years is considered to have been good fortune. OCP is actively engaged in efforts to ensure that the Program is not placed in serious jeopardy by the development of insecticide resistance. OCP is seeking new compounds and techniques of control that can be employed should resistance to temophos develop.

The chemical industry has responded to OCP's requests for the development of new larvicides and formulations that can be employed in the event that significant resistance to temephos develops. This R&D activity has been highly productive. At least two alternative larvicides have been recently identified and are now at an advanced stage of testing. Finally, a new formulation of B. t. H-14, is proving satisfactory for use in the dry season and further buffers the program against the the emergence of larvicide resistance.

Studies conducted by OCP have revealed that alternation of insecticides can re-establish sensitivity of the vector flies to the operational larvicide, temephos. It is now planned that larvicides from different chemical families will be used in rotation in order to minimize the emergence of resistant vectors.

Chemotherapy Development: Currently available drugs are not suitable for use in the control of onchocerciasis and are equally unsatisfactory for use by the participating African governments to maintain control after the work of OCP is concluded. In order to overcome this problem, OCP includes a key chemotherapy research component. This activity is currently cooperating with a number of commercial pharmaceutical firms in the testing of compounds which have already shown promise of being effective therapeutic agents for the treatment of onchocerciasis. Four compounds currently are under investigation.

C. Socio-economic Analysis:

Beginning with Phase III, the geographic area covered by OCP will represent over 1.3 million $km^2$, containing some 24.8 million inhabitants and of which perhaps 50% ran the risk of contracting onchocerciasis at the start of OCP operations. Because of OCP activities, an estimated 27,000 cases of blindness have been prevented and many times that number have avoided serious eye lesions and other results of onchocerciasis infection. The vast majority of the 3.5 million children born in the program area since 1975 have been protected from infection.

Development of the original program area now is under way, and spontaneous resettlement is progressing at an increasing rate. Settlements of

"oncho-free" valleys have occurred rapidly in the northern area, primarily along the Black, White, and Red Volta Rivers in Burkina Faso and also in Niger and Mali. Resettlement also has occurred in Benin, Ivory Coast and Togo. A 1984 study by the French research organization ORSTOM, for example, shows that in the last 10 years in Burkina Faso, more than 15% of previously uncultivated land has been reclaimed in river valleys. Development projects have been identified in the project area amounting to a total investment by AID and other donors of more than $700 million for 319 projects.

The quantitative measurement of socio-economic benefits engendered by OCP is difficult and will depend vitally on the basic assumptions used (productivity effects, new land benefits, discount rates, time horizons). The types of benefits derived are known, however:

> from the opening of new lands (additional production generated by new settlements as well as positive affects on declining yields in neighboring overpopulated areas;
>
> from the avoidance of blindness, accruing particularly to very low-income beneficiaries;
>
> from the reversal of emigration trends, especially among the younger and more production elements of local society .

All agree that the potential economic benefits are enormous - they vitally depend, however, on the appropriateness of public and private investments in the previously afflicted areas. Conscious of this potential gap between a successful oncho control program and actual socio-economic development, the OCP revitalized it's socio-economic unit in 1984 and has taken an active role in surveying OCP impact and encouraging positive development in oncho controlled zones. The last few years have produced a clearer understanding of the respective role of participating national governments (primary responsibility) and the OCP (analytical support) in optimally developing these zones.[1/] Phase III will begin new initiatives in this area, including, particularly, the completion of a socio-economic synthesis document and a meeting of the OCP and participating countries to review and act upon it.

The recurrent cost issue: The feasibility of the devolution of responsibilities from a large and well-equipped multi-donor funded organization (OCP) to that of the respective national health services is an important issue. It is still not clear to what extent the extremely poor national economies located within the target area (generally $200-300 GNP per capita) will be able to sustain even a relatively minimal "maintenance" activity in the absence of external donor support. This was foreseen in the original long-term OCP strategy and, in fact, Burkina Faso, now entering into its "maintenance phase", will serve as a pilot activity in Phase III to prove that locally-run and funded onchocerciasis control is indeed feasible.

1/ UNDP and FAO have always had the responsibility of providing support and oversight to this aspect of the OCP.

Attention to this issue will follow three courses in Phase III :

development of cost-effective and simple fly control techniques and organization (e.g. pilot activity on decentralized community participation in Bandiagara, Mali);

greater integration of oncho control into other ongoing rural health programs to fully utilize existing institutions, personnel and funds;

continued research on chemotherapy and vaccines.

D. Financial Plan

The basic framework for financial planning of Phase III is contained in the 1985 draft Memorandum of Understanding and the OCP Fund Agreement, to be signed early in 1986.

The estimated total expenditures in Phase III (CY 1986-1991) is $133,648,327 including 17% for price contingencies, as noted in Table 1 below.

TABLE 1:
Estimated costs of operations
by Programme component and by calendar year

| | Base Costs (US$) | | | | | | | % Base Costs |
|---|---|---|---|---|---|---|---|---|
| | 1986 | 1987 | 1988 | 1989 | 1990 | 1991 | Total | |
| A. VECTOR CONTROL OPERATIONS | | | | | | | | |
| AERIAL OPERATIONS | 7,438,550.0 | 10,008,000.0 | 10,516,800.0 | 9,007,000.0 | 5,454,000.0 | 2,714,500.0 | 45,138,850.0 | 39 |
| ENTOMOLOGICAL SURVEILLANCE | 6,469,600.0 | 6,287,000.0 | 6,279,000.0 | 5,203,000.0 | 4,139,000.0 | 3,181,800.0 | 31,559,400.0 | 28 |
| Sub-Total VECTOR CONTROL OPERATIONS | 13,908,150.0 | 16,295,000.0 | 16,795,800.0 | 14,210,000.0 | 9,593,000.0 | 5,896,300.0 | 76,698,250.0 | 67 |
| B. EPIDEMIOLOGICAL EVALUATION | 763,000.0 | 692,200.0 | 581,800.0 | 426,000.0 | 326,000.0 | 80,000.0 | 2,869,000.0 | 3 |
| C. OPERATIONAL RESEARCH AND ENVIRONMENTAL MONITORING | 1,843,800.0 | 1,773,800.0 | 1,623,800.0 | 1,194,200.0 | 859,000.0 | 576,000.0 | 7,870,600.0 | 7 |
| D. CHEMOTHERAPY RESEARCH | 3,200,000.0 | 3,190,000.0 | 3,150,000.0 | - | - | - | 9,540,000.0 | 8 |
| E. TRAINING | 100,000.0 | 100,000.0 | 100,000.0 | 50,000.0 | 50,000.0 | - | 400,000.0 | 0 |
| F. SOCIOECONOMIC DEVELOPMENT | 282,200.0 | 282,200.0 | 190,200.0 | 179,200.0 | 165,200.0 | 82,600.0 | 1,181,600.0 | 1 |
| G. PROGRAM MANAGEMENT | | | | | | | | |
| OFFICE OF THE DIRECTOR | 911,000.0 | 780,000.0 | 697,800.0 | 593,600.0 | 455,000.0 | 422,000.0 | 3,859,400.0 | 3 |
| ADMINISTRATION AND SUPPORT SERVICES | 2,118,200.0 | 2,040,600.0 | 1,914,000.0 | 1,496,000.0 | 1,120,000.0 | 856,000.0 | 9,544,800.0 | 8 |
| MEETINGS | 300,000.0 | 300,000.0 | 300,000.0 | 300,000.0 | 300,000.0 | 300,000.0 | 1,800,000.0 | 2 |
| GENEVA LIAISON OFFICE | 135,000.0 | 135,000.0 | 135,000.0 | 135,000.0 | 135,000.0 | 135,000.0 | 810,000.0 | 1 |
| Sub-Total PROGRAM MANAGEMENT | 3,464,200.0 | 3,255,600.0 | 3,046,800.0 | 2,524,600.0 | 2,010,000.0 | 1,713,000.0 | 16,014,200.0 | 14 |
| Total BASELINE COSTS | 23,561,350.0 | 25,588,800.0 | 25,488,400.0 | 18,584,000.0 | 13,003,200.0 | 8,347,900.0 | 114,573,650.0 | 100 |
| Price Contingencies | 386,820.2 | 1,827,048.3 | 3,939,385.8 | 4,591,579.2 | 4,521,110.9 | 3,808,732.3 | 19,074,676.8 | 17 |
| Total PROJECT COSTS | 23,948,170.3 | 27,415,848.3 | 29,427,785.8 | 23,175,579.2 | 17,524,310.9 | 12,156,632.3 | 133,648,326.8 | 117 |
| Of which U.S. contributes | 2.5M | 2.5M | 2.5M | 2.5M | 2.5M | 2.5M | 15.0M | |

It is proposed that the U.S. contribute $15.0 million to Phase III at the rate of $2.5 million per year over the six-year period.

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Method of financing: In accordance with simple procedures first established in 1974 in the Onchocerciasis Fund Agreement and as continued in following fund agreements, AID and other donors will provide untied grants to the Onchocerciasis Trust Fund (administered by the IBRD). Funds will be provided in the form of an annual Grant Letter from the Assistant Administrator, Bureau for Africa, and will be deposited in an IBRD special account following receipt of IBRD concurrence.

E. Implementation Plan

Basic administrative arrangements: Under the Onchocerciasis Fund Agreement of 1985, as was true of the previous two Agreements, the World Health Organization (WHO) will serve as OCP's executing agency. As such, WHO will continue to provide a Program Director (located at OCP headquarters in Ouagadougou), assign qualified professional and support staff, and will be responsible for implementation of the mutually agreed-upon Program, as defined in the annual budgets and plans of work.

The IBRD will continue to exercise a financial role in administering the Phase III Onchocerciasis Fund into which AID and other donors deposit their respective funds for the OCP. It will also continue to work with UNDP, FAO and WHO as part of the Committee of Sponsoring Agencies to provide a preliminary review of workplans, budgets and other pertinent reports and to promote developmental aspects of the OCP.

A National Onchocerciasis Committee (NOC) has been established within each of the African participating governments to serve as the major coordinating element within the national government. Each NOC is composed of representatives of pertinent national services and is given the authority to command appropriate resources for coordinating the national effort as well as serving as liaison between the government and OCP headquarters.

The Joint Program Committee (JPC) is a plenary inter-governmental body (both donors and beneficiaries) which serves as the ultimate decision-maker regarding overall policies, planning and execution of the OCP. This key group meets at least once a year.

Finally, a special group, the Expert Advisory Committee (EAC), provides independent advice on key scientific, technical, ecological or economic matters related to the OCP.

AID management for the project will be provided by AFR/SWA, in close collaboration with AFR/TR/HPN and other appropriate technical offices within the Bureau. AFR/SWA responsibilities will include monitoring program performance, representing AID at periodic meetings of the JPC, and maintaining liaison with OCP headquarters (through USAID/Ouagadougou), WHO headquarters (through U.S. Embassy/Geneva), and the IBRD. Past experience has demonstrated that the additional workload imposed upon overseas posts is minimal - generally limited to a small number of message transmittals.

Procurement of Goods and Services: In accordance with the mutual agreement of all donors to the OCP since its inception, AID will provide untied grants to the Onchocerciasis Fund. These funds are mixed with those of other contributors and any procurement is undertaken on the basis of the international competitive bidding processes followed by WHO and the IBRD.

Implementation Plan: The overall OCP action plan is defined in the OCP "Long-Term Strategy Proposal" and the "Plan of Operations for the Third Financial Phase". Beyond this framework for action, the OCP uses a flexible, rolling approach to transform the component parts into "plans of action" as the need arises. This takes the form of a yearly "Plan of Action and Budget," produced in the year prior to field operations, and is further refined according to the sub-component (vector control, epidemiological evaluation, evaluation of socio-economic development, applied research, environmental monitoring chemotherapy, etc.) in conformity with broader Plan Guidance. The most recent AID evaluation testifies to the success with which this form of implementation planning has been carried out over the first two phases. Maps 2-3 graphically demonstrate the broad implementation strategy for OCP development over Phase III.

## F. Monitoring and Evaluation Plan

Achieving and maintaining interruption of transmission of onchocerciasis over a sufficiently long period that onchocercal worms now infecting the human population will die out is the paramount work of OCP. To ensure that this is accomplished, OCP itself includes two strong units which maintain continuous technical evaluation of the control operation. These are the entomological evaluation and the epidemiology units.

Measuring success and failure of the blackfly control operations is the responsibility of the entomological evaluation unit. Throughout the year personnel who serve as human bait in this operation determine the number of biting blackflies at numerous sampling sites that cover the operational area. Epidemiological studies which determine incidence and prevalence rates of human cases of onchocerciasis serve to confirm the results of vector surveillance, and to monitor migrants entering the area.

In addition to the internal evaluations of the operational program, there are three panels or committees which ensure independent evaluations of the total program. These are 1) the Expert Advisory Committee (EAC), 2) the Ecological Panel and 3) the Committee of Sponsoring Agencies.

The EAC conducts independent technical appraisals of OCP. At the request of AID, the OCP Fund Agreement is being amended to indicate quite clearly that the EAC also is responsible for evaluating the scientific, technical and ecological aspects of the Program as well as the transfer to the Participating African Governments of activities to be undertaken by them to ensure that there is no recrudescence of the disease.

The Ecological Panel ensures that protection of the environment is adequately considered as described in the Environmental section.

Finally, the Committee of Sponsoring Agencies maintains a broad overview of the Program, taking into account the socio-economic development effects of onchocerciasis control which are not a direct responsibility of OCP.

Reports of all of these bodies are submitted to the Joint Program Committee (JPC). At its annual meetings the JPC reviews reports of the Program Director, the Expert Advisory Committee, Chemotherapy Research Program, External Auditor, such other reports as may be presented and acts upon the Director's Proposed Program and Budget for the next year. The AID Impact Evaluation Team has considered this an ideal management model for large multidonor supported programs.

G. Environmental Analysis

Close monitoring of the environmental effects of OCP has been built into the program. The Ecological Group (EG) established by the Onchocerciasis Fund Agreement of 1974 as amended in 1979 is responsible for studying the ecological impact of insecticides used in the Program, recommending additional ecological studies that may be required and insuring effective protection of the environment. The EG has maintained close contact with all field studies of new insecticides and the environmental effects of their operational use by OCP.

Surveillance of the hydrobiological environment for possible adverse effects of currently used or new larvicides is maintained by the participating African governments. OCP has responsibility for coordination and the initial detection of possible adverse effects. The continuing monitoring of river fauna ensures that no damage to the environment is caused by OCP.

In accord with JPC's approval of preliminary studies in the western and southern extension areas, baseline ecological data collection has been in progress for quite some time. The work is being conducted by national teams in Benin and Togo while in Ghana the Institute of Aquatic Biology has been involved for several years. In the Western extension area, the environmental studies by ORSTOM under contract to OCP began in June 1984 with participation of national specialists from Guinea and Mali.

An Initial Environmental Examination (IEE) for Phase III was prepared by the Africa Bureau Environmental Officer on 5 December 1985, noting that the project activity meets the criteria for Categorical Exclusion (See annex).

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# ANNEXES

24

## SELECTED BIBLIOGRAPHY


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JPC. Towards Devolution: How, When and With What Means, JPC 6.8, November, 1985.

JPC. Plan of Operation for Devolution in Burkina Faso: Primary Health Care Situation, JPC 6.8(A), November, 1985.

JPC. Origins and Progress of the Onchocereriasis Chemotherapy Project (OCT), JPC 6.10, October, 1985.

JPC. Plan of Action and Budget for 1986 With Projections for 1987, JPC 6.4, October, 1985

AID. Impact Assessment of the Onchocereriasis Control Program, October, 1985.

ACTION MEMORANDUM FOR THE DEPUTY ASSISTANT ADMINISTRATOR FOR AFRICA

FROM : AFR/SWA, Dennis M. Chandler

SUBJECT : FAA Section 121(d) Determination for Onchocerciasis Control Program (625-0966), whose Funds are Allocated to A.I.D./Washington

REF : Africa Bureau Delegation No. 144

Purpose: To make a finding that the Determination set out in FAA Section 121(d) is not required for the Onchocerciasis Control Program (625-0966) whose SDP funds are allocated to A.I.D./Washington.

Discussion: The Onchocerciasis Control Program is a multidonor program toward which A.I.D. contributed for the first two phases $22.9 million from the Food and Nutrition account (103) of the $167 million total donor input. For Phase III, (1986-1991) A.I.D.'s contribution of $15 million of the $134 million donor input is proposed to be financed from the Sahel Development Program to support a program that is expanded to include the southern and western extensions which primarily benefit the Sahel. These extensions are necessary to control vector fly breeding sites that now threaten the long term success of the program and to enhance the prospect for successful devolution of responsibility for the maintenance of onchocerciasis control by the participating African countries by 1997. Funds for this program will be administered by the World Bank and the World Health Organization.

Section 121(d) of the Act states that SDP funds may not be made available to a foreign government for disbursement unless the Administrator has determined that the foreign government will maintain a system of accounts which will provide adequate identification of and control over those funds. The Administrator has delegated to you the authority to make the 121(d) determination.

Recommendation: That you approve a finding that the determination set out in FAA Section 121(d) is not required for the Onchocerciasis Control Program Project (625-0966) inasmuch as no SDP funds will be made available to any foreign government for disbursement for this project.

APPROVED: _____

DISAPPROVED: _____

DATE: Oct. 3, 1988

Attachment:
121(d) Certification

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Clearance:
GC/AFR:BBryant
DAA/AFR/WCA:LRichards (info)

Drafted:AFR/SWA:JProcopis/WSaulters:9/27/85:4900U

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Attachment A

## FAA Section 121(d) Projects Certification and Projects List

I, Dennis M. Chandler, Office Director, Office of Sahel and West Africa Affairs, certify that no Sahel Development Program (SDP) funds will be made available to any foreign government for disbursement concerning the Onchocerciasis Control Program (625-0966). Funds for this program will be administered by the World Bank and the World Health Organization.

Dennis M. Chandler
Director
Office of Sahel and West Africa Affairs

October 1, 1985
Date

HUMAN RIGHTS PROCEDURES MEMORANDUM

November 29, 1985

TO : HA, Fred Ashley

FROM : AFR/PD/SWAP, Satish P. Shah

SUBJECT: Human Rights Clearance

The following project:

Title : Onchocerciasis Control Program
Number : 625-0966
Country: Sahel Regional
Amount : $15,000,000

is to be authorized in AID/W. This project was not among those reviewed by the Working Group in December 1984. The appropriate materials are attached.

HA concurrence is requested. If we are not notified within 15 days, we will assume concurrence.

---

TO : AFR/PD/SWAP

FROM: HA

[✓] Proceed with authorization.

[ ] Request hold authorization pending further review.

F.C. Ashley
Signature

Dec 5, 1985
Date

cc: PPC/PDPR, THorrel (3889 N.S.)
AFR/SWA, RFriedline

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# INITIAL ENVIRONMENTAL EXAMINATION

# OR

# CATEGORICAL EXCLUSION

Project Country: Burkina Faso

Project Title: Onchocercaisis Control Program Phase III (625-0966)

Funding: FY (s) 86-91 $ 15,000,000

IEE Prepared by:

Environmental Action Recommended:

Positive Determination _____
Negative Determination _____

Categorical Exclusion:

This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2 (c)(2)(iv) an is excluded from further review because AID contributes as a minor donor to this multidonor project. Phase III activities of this project are being carefully monitored and confined to selected areas for field evaluation.

However, if at any time during Phase III of the OCP new information which may have a significant effect on the environment becomes available, a new environmental examination is required.

Concurrence:
Bureau Environmental Officer
Bessie L. Boyd, AFR/TR/SDP

APPROVED _____

DISAPPROVED _____

DATE 12/5/85

Clearance: GC/AFR _____ Date 12/5/85
Bunyan Bryant

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# PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1. applies to all projects funded with Development Assistance loans, and B.3. applies to projects funded from ESF.

| | |
|---|---|
| CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? | N/A |
| HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT? | Yes |

## A. GENERAL CRITERIA FOR PROJECT

1. FY 1985 Continuing Resolution Sec. 525; FAA Sec. 634A.

   Describe how authorizing and appropriations committees of Senate and House have been or will be notified concerning the project.

   Congressional Notification dated October 11, 1985

2. FAA Sec. 611(a)(1). Prior to obligation in excess of $500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance and (b) a reasonably firm estimte of the cost to the U.S. of the assistance?

   a) No

   b) No

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

   No further legislation is required

| | | |
|---|---|---|
| 4. | FAA Sec. 611(b); FY 1985 Continuing Resolution Sec. 501. If for water or water-related land resource construction, has project met the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See AID Handbook 3 for new guidelines.) | N/A |
| 5. | FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed $1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project? | N/A |
| 6. | FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. | Yes, the project will be executed as part of a regional, multilateral program, the Onchocerciasis Control Program (OCP) |
| 7. | FAA Sec. 601(a). Information and conclusions whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of cooperatives, and credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions. | This project has its objective, the control of Onchocerciasis in West Africa. Control of this debilitating disease will permit significant new socio-economic development in the target countries and thereby stimulate any of these items It is not specifically targetted to do so, however. |

| | |
|---|---|
| 8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise). | Because of the nature of this project, procurement of goods and services will be performed by the executing agency using IBRD or WHO international open-competition procedures. U.S. firms are well placed and competitive to furnish many of these goods and services. |
| 9. FAA Sec. 612(b), 636(h); FY 1985 Continuing Resolution Sec. 507. Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars. | The U.S. contributes funds along with 19 other donors to a common fund, managed by the World Bank. Per mutual agreement all funds are in dissociably mixed. |
| 10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? | No. |
| 11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? | Yes. See Item (8) above. |
| 12. FY 1985 Continuing Resolution Sec. 522. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? | N/A |

| | |
|---|---|
| 13. FAA 118(c) and (d). Does the project comply with the environomental procedures set forth in AID Regulation 16. Does the project or program take into consideration the problem of the destruction of tropical forests? | a) Yes<br>b) Yes |
| 14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate sysem for accounting for and controlling receipt and expenditure of project funds (dollars or local currency generated therefrom)? | Yes |
| 15. FY 1985 Continuing Resolution Sec. 536. Is disbursement of the assistance conditioned solely on the basis of the policies of any multilateral institution? | No |
| 16. ISDCA of 1985 Sec. 310. For development assistance projects, how much of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)? | N/A |

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(a), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status, (e) utilize and encourage regional cooperation by developing countries?

a) Since inception, the project has saved 27,000 Africans from blindness and largely protected the 3.5 million children born from the problem of onchocerciasis. Those affected are essentially from the poorest segments of West African societ The control of this disease wil also reopen several thousands of hectares of fertile land to cultivation and discourage the current emigration of the youngest and most productive members of the society.

b) Not directly applicable.

c) Not directly applicable.

d) Not directly applicable

e) All member countries of this regional program sign legal regional agreements which permit free circulation of vehicle and goods. It has compelled the various states to work closely together and could eventually lead to some form of regional institution in the longer term.

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| | | |
|---|---|---|
| b. | FAA Sec. 103, 103A, 104, 105, 106. Does the project fit the criteria for the type of funds (functional account) being used? | N/A |
| c. | FAA Sec. 107. Is emphasis on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)? | N/A |
| d. | FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to whch the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed country)? | N/A |
| e. | FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth? | Yes. See 1(a) above. |

f. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

Clearly the ultimate beneficiaries of the oncho control program are the rural poor. See 1(a) above.

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

The program has a clear objective of "devolution" of responsibilities to the host country health services and training and technical programs are carried out with this in mind.

2. Development Assistance Project Criteria (Loans Only)

a. FAA Sec. 122(b). Information an conclusion on capacity of the country to repay the loan, at a reasonable rate of interest. N/A

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan? N/A

3. Economic Support Fund Project Criteria

a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of part I of the FAA? N/A

b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities? N/A

c. ISDCA of 1985 Sec. 207. Will ESF funds be used to finance the construction of, or the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified N/A

that such country is a party to the Treaty on the Non-Proliferation of Nuclear Weapons or the Treaty for the Prohibition of Nuclear Weapons in Latin America (the "Treaty of Tlatelolco"), cooperates fully with the IAEA, and pursues nonproliferation policies consistent with those of the United States?

d. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? N/A

## 5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. Procurement

| | | |
|---|---|---|
| 1. | FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? | N/A |
| 2. | FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him?? | N/A |
| 3. | FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? | N/A |
| 4. | FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.) | N/A |

5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of countries which receive direct economic assistance under the FAA and which are otherwise eligible under Code 941, but which have attained a competitive capability in international markets in one of these areas? Do these countries permit United States firms to compete for construction or engineering services financed from assistance programs of these countries? N/A

6. FAA Sec. 603. Is the shipping excluded from compliance with requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates? N/A

7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? N/A

8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? N/A

9. FY 1985 Continuing Resolution Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? N/A

B. Construction

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used? N/A

2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? N/A

3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed $100 million (except for productive enterprises in Egypt that were described in the CP)? N/A

C. Other Restrictions

1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? — N/A

2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? — N/A

3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? — N/A

4. Will arrangements preclude use of financing:

   a. FAA Sec. 104(f); FY 1985 Continuing Resolution Sec. 527. (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo — Yes

| | | |
|---|---|---|
| | sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; (4) to lobby for abortion? | |
| b. | FAA Sec. 488. To reimburse persons, in the form of cash payments, whose illicit drug crops are eradicated? | Yes |
| c. | FAA Sec. 620(g). To compensate owners for expropriated nationalized property? | Yes |
| d. | FAA Sec. 660. To provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? | Yes |
| e. | FAA Sec. 662. For CIA activities? | Yes |
| f. | FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? | N/A |

| | | |
|---|---|---|
| g. | FY 1985 Continuing Resolution, Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for military personnel? | Yes |
| h. | FY 1985 Continuing Resolution, Sec. 505. To pay U.N. assessments, arrearages or dues? | Yes |
| i. | FY 1985 Continuing Resolution, Sec. 506. To carry out provisions of FAA section 209(d) (Transfer of FAA funds to multilateral organizations for lending)? | Yes |
| j. | FY 1985 Continuing Resolution, Sec. 510. To finance the export of nuclear equipment, fuel, or technology or to train foreign nationals in nuclear fields? | Yes |
| k. | FY 1985 Continuing Resolution, Sec. 511. Will assistance be provided for the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? | Assistance will not be provided for such purposes. |
| l. | FY 1985 Continuing Resolution, Sec. 516. To be used for publicity or propaganda purposes within U.S. not authorized by Congress? | Yes |

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AID/PPC/CDIE - 12/4/85

DRAFT

# IMPACT ASSESSMENT OF THE ONCHOCERCAISIS CONTROL PROGRAM OUAGADOUGOU, AUGUST 1985

AID PROJECT IMPACT EVALUATION REPORT NO.


Jim Kelly, Team Leader
(Independent Consultant)

Clive J. Shiff, Entomologist
(Independent Consultant)

Howard C. Goodman, Epidemiologist
(Independent Consultant)

Larry Dash, Economist
(Bureau for Latin America and the Caribbean, AID)

Antoinette B. Brown, Anthropologist
(Institute for Development Anthropology)

Ali Khalif Galaydh, Public Administration
(Independent Consultant)



U.S. Agency for International Development

December 1985



The views and interpretations expressed in this report are those of the authors and should not be attributed to the Agency for International Development.


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# EXECUTIVE SUMMARY

In July 1968 twenty-seven experts, representing a variety of disciplines, gathered in Tunis to map a strategy for the control of onchocerciasis or "river blindness" in West Africa. The meeting, sponsored by USAID, OCCGE and WHO, has had far-reaching consequences for millions of people in the savannah of West Africa. In an area larger than France, the transmission of river blindness, known locally as the "poor man's" disease, has been interrupted at a cost of approximately $1 per protected person per year. More than three million children born since the beginning of the program are free from the effects of onchocerciasis. In addition significant increases in agricultural productivity and overall economic improvements have been made possible.

Onchocerciasis is a parasitic disease caused by a filarial worm (Onchocera volvulus) which is transmitted to humans by the bite of the blackfly (Simulium damnosum). In the absence of a suitable drug to treat onchocerciasis, extensive experimentation with vector control had been carried out in Africa in the post World War II period. This research indicated that human infection served as the reservoir of the parasite and, if the transmission cycle could be interrupted

long enough to allow the reservoir to die out, the disease would cease to be a problem. Destruction of larvae of the fly which develop from eggs deposited in favoured breeding spots--the shallow waters of swiftly flowing rivers and streams--was shown to be feasible. By the late 1960's disease experts had concluded that onchocerciasis could be checked over vast tracts of West Africa--through vector control.

In 1974, at the request of the governments in seven affected West African countries, the Onchocerciasis Control Program (OCP) initiated a twenty-year control campaign with financial support from nine donor nations. The OCP overriding objective was:

> "to reduce the impact of onchocerciasis to a sufficiently low level so that it no longer represents either a public health problem or an obstacle to socio-economic development and also to maintain and adjust control activities so as to stabilize the disease at a tolerable level."

The Control Program has four sponsoring multilateral agencies: WHO, IBRD, FAO, and UNDP. The OCP implementation strategy is guided by a Joint Program Committee (JPC) consisting of representatives of participating countries,

sponsoring agencies, and the donors. The JPC is assisted by an Expert Advisory Committee (EAC), with an Ecological Panel (EP), and the National Onchocerciasis Committees (NOC) which advise on local and inter-country issues. With a staff of 825 (62 professionals) and a vehicle fleet of 255 including 11 aircraft, the control program currently covers portions of seven West African states and, during its third phase 1986-1991, will extend its reach into four additional countries for a total coverage of 1,320,000 km(sq). There are now 19 donors providing financing for the program which will entail costs of $134 million during the third phase.

The AID impact assessment team visited the seven OCP countries in August 1985. The team's overall conclusion was that, at this point, the Onchocerciasis Control Program appears to be one of the more successful multi-donor programs in the short history of development assistance. If OCP can sustain its performance during the third phase as well as the program's "devolution period," the program effort should yield solid returns--both in terms of reduced human misery and new development opportunities.

Donors chose in 1974 to undertake the OCP initiative within a multilateral framework principally because the costs of the twenty-year campaign were beyond the capability of any one contributing country. In so choosing, however, the donors

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greatly enhanced the program's chances of success--by guaranteeing a longer-term commitment, protecting against funding cutbacks, and insulating the program from sudden policy shifts as well as political pressure.

Despite some ups and downs OCP results have been impressive so far. In 90 percent of the program area the transmission of onchocerciasis has been interrupted. The control staff has managed to overcome serious operational obstacles: blackfly reinvasion and larvicide resistance. In the first instance by extending the control area and, in the second, by developing new, more effective larvicides. OCP has already had a measurable impact on human health by decreasing the incidence of blindness, disability, and debility. Prevalence of infection has dropped from 90 percent to 50 percent in the past two years and is projected to drop sharply over the next few years as worms which developed from fly bites just before OCP operations commenced reach their terminal stages. According to OCP headquarters, some 27,000 cases of blindness have been prevented in the program area over the past decade.

By reducing the misery caused by onchocerciasis, the OCP has improved the well being of millions of people in the neglected regions of West Africa. The economic consequences of effective control are potentially large and could extend for generations. Even though comprehensive regional data are

not available, it is estimated that the control program has helped open up some 15 million hectares of tillable land in the former oncho-endemic areas.

Unfortunately the successes of OCP so far will not automatically lead to enhanced incomes and economic growth. Additional development investment is required to exploit the liberated areas. This is happening, to a certain extent, with formal public programs and, on a larger scale, through private spontaneous endeavors. To date, however, only a fraction of the potential is being exploited. Much analytical work remains to be done by individual governments to determine what investment activities should be encouraged and how resources can be mobilized to carry them out. Additionally, urgently needed policies must be devised to rationalize land acquisition and tenure practices.

Throughout its areas of operations in West Africa, OCP appears to have created a "can do" spirit--a sorely missed ingredient nowadays in many development initiatives. OCP operations tend to be well-organized, its staff efficient and its accomplishments readibly discernible. However, during the second half of the onchocerciasis control campaign (1986-1996), OCP will face challenges which will fully test the organization's creativity and resourcefulness. These challenges will flow from the effort to leave in place a low-cost technology which will enable participating countries to maintain onchocerciasis control.

There are several indications that the OCP control strategy will prove effective. It must be fully understood, however, that the strategy is one of control and not eradication. The fly population although reduced to an insignificant level can still redevelop. The parasite will die out in the resident human population, but movement of people from uncontrolled areas may restart the transmission cycle. This means that a community level capacity must be developed in the participating countries to maintain low fly-density and disease surveillance. Nationals must be instructed in the use of low cost control methods, e.g., fly trapping and manual larviciding. It also means that OCP research efforts should be stepped up to learn more about the vulnerabilities of adult flies, to develop a simple diagnostic test so as to detect onchocerciasis in its early stages, and to discover a suitable drug for mass treatment against onchocerciasis.

OCP seems to understand the degree of challenge that lies ahead. Working closely with national governments and research agencies, OCP will attempt, during the third phase, to create the capability to assure that the "poor man's" disease in West Africa remains controlled.

January 18, 1984

## ONCHOCERCIASIS FUND (1974-1985)

### Pledges and Receipts
(US$ millions)

| | TOTAL I + II | PHASE I (1974/79) | PHASE II (1980/85) | RECEIPTS 1980 to date | PHASE II outstanding/c |
|---|---|---|---|---|---|
| **Contributions** | | | | | |
| African Dev. Bank | 3.1 | 1.1 | 2.0 | 1.4 | 0.6 |
| Belgium | 5.9 | 2.4/a | 3.5 | 1.6 | 1.9 |
| Canada | 8.8 | 3.3 | 5.7 | 3.6 | 2.1 |
| France | 10.6 | 5.8 | 4.8 | 3.4 | 1.4 |
| Germany | 10.1 | 5.2 | 4.9 | 3.2 | 1.7 |
| Iraq | 0.05 | 0.05 | - | - | - |
| Italy | 2.0 | - | 2.0 | 2.0 | - |
| Ivory Coast | 2.4 | 2.4/a | - | - | - |
| Japan | 15.6 | 5.0 | 10.6 | 6.3 | 4.3 |
| Kuwait | 13.5 | 6.0 | 7.5 | 4.0 | 3.5 |
| Netherlands | 17.8 | 6.5 | 11.3 | 11.3 | - |
| Norway | 4.2 | 1.1 | 3.1 | 2.0 | 1.1 |
| OPEC Fund | 2.0 | - | 2.0 | 1.5 | 0.5 |
| Sabah Foundation | 0.2 | 0.1 | 0.1 | 0.08 | 0.02 |
| Saudi Arabia | 13.0 | 3.3/a | 9.7 | 5.7 | 4.0 |
| Switzerland | 7.5 | - | 7.5 | 5.9 | 1.6 |
| United Kingdom | 9.5 | 5.6 | 3.9 | 2.3 | 1.6 |
| UNDP | 4.4/b | 0.5 | 3.9 | 1.4 | 2.5 |
| United States | 21.2 | 7.7 | 15.2 | 8.6 | 6.6 |
| WHO | 1.5 | - | 1.5 | 0.5 | 1.0 |
| World Bank | 18.5 | 6.0 | 12.5 | 7.5 | 5.0 |
| | 171.8 | 62.0 | 111.7 | 72.3 | 39.4 |

/a A portion of this amount was received in 1980.

/b UNDP previous contribution through projects directly executed by WHO - US$2.0 M (1973-1978).

/c Subject to Government approval.