



EBOLA RESPONSE MULTI-PARTNER TRUST FUND PROPOSAL

<p>Proposal Title: UNDP Programme for Payments for Ebola Response Workers (PPERW) – Regional Support</p>	<p>Recipient UN Organization(s): UNDP</p>
<p>Proposal Contact: Chris Dooley, UNDP Regional Technical Advisor and UNMEER Liaison</p> <p>Address: UNMEER HQ, Accra and UNDP HQ, New York</p> <p>Telephone: +1 646 331 4854</p> <p>E-mail: Chris.dooley@uncdf.org</p>	<p>Implementing Partner(s) – name & type (Government, CSO, etc):</p> <ul style="list-style-type: none"> ▪ UNDP ▪ UNMEER ▪ UNCDF
<p>Proposal Location (country): Please select one from the following</p> <p><input type="checkbox"/> Guinea</p> <p><input type="checkbox"/> Liberia</p> <p><input type="checkbox"/> Sierra Leone</p> <p><input checked="" type="checkbox"/> Common Services</p>	<p>Proposal Location (provinces):</p> <ul style="list-style-type: none"> ▪ Accra ▪ Dakar ▪ New York
<p>Project Description:</p> <p>The regional and global support component of the project will provide oversight of the technical programmes at country level including a seat on each project board, support on procurement, programming, operations, monitoring, evaluation, learning, reporting and information sharing functions across the three countries to maximize in-country focus on delivery and achieve economies of scale (especially with regional contracts with services providers) and standardization for the regional programme, and provide a focal point for UNDP CO, UNDP HQ, UNDP regional offices, and UNMEER in Accra on the regional payments programme.</p>	<p>Requested amount: USD 524,300</p> <p>Start Date: 1 November 2014 End Date: 31 March 2015 Total duration (in months): 5 months</p>
<p>STRATEGIC OBJECTIVES AND MISSION CRITICAL ACTIONS to which the proposal contributes. The SO and MCAs to which each project contributes should be identified. For proposals responding to multiple Mission Critical Actions (MCAs) within one or more Strategic Objectives (SOs), [usually one only] please select the primary MCA to which the proposal contributes.</p>	

<input type="checkbox"/>	SO 1 Stop Outbreak MCA1: Identifying and tracing of people with Ebola
<input type="checkbox"/>	SO 1 Stop Outbreak MCA2: Safe and dignified burials
<input type="checkbox"/>	SO 2 Treat Infected People MCA3: Care for persons with Ebola and infection control
<input type="checkbox"/>	SO 2 Treat Infected People MCA4: Medical care for responders
<input type="checkbox"/>	SO 3 Ensure Essential Services MCA5: Provision of food security and nutrition
<input type="checkbox"/>	SO 3 Ensure Essential Services MCA6: Access to basic services
<input checked="" type="checkbox"/>	SO 3 Ensure Essential Services MCA7: Cash incentives for workers
<input type="checkbox"/>	SO 3 Ensure Essential Services MCA8: Recovery and economy
<input type="checkbox"/>	SO 4 Preserve Stability MCA9: Reliable supplies of materials and equipment
<input type="checkbox"/>	SO 4 Preserve Stability MCA10: Transport and Fuel
<input type="checkbox"/>	SO 4 Preserve Stability MCA11: Social mobilization and community engagement
<input type="checkbox"/>	SO 4 Preserve Stability MCA12: Messaging
<input type="checkbox"/>	SO 5 Prevent Further Spread MCA13: Multi-faceted preparedness

Recipient UN Organization(s)¹

Special Envoy for Ebola:

NARRATIVE

[Note that the MPTF MCA7 wording is outdated and this document refers to "Payments to Ebola Response Workers" hereafter]

a) RATIONALE FOR THIS PROJECT:

Ensuring that Ebola response workers are compensated for their immense effort, at both financial and human cost, in confronting the disease is both a practical and a moral obligation. UNMEER, with UNDP as the lead agency, has committed to supporting the three governments in ensuring all workers receive due salary, incentive and other payments for performing their essential duties. At the Operational Conference for scaling up UN system approach to the Ebola response held in Accra from 15 through 18 October, UNDP was appointed to lead this commitment, recognizing its global and country experience in the management of large scale incentive and salary payments, and the capacity to manage the significant reputational and fiduciary risks that this commitment may entail. Paying ebola response workers is a key enabler within UNMEER's conceptual framework, of the four major lines of action, of case finding, case management, community engagement and safe and dignified burials (annex 1).

In all three countries, donors in particular the WB, AfDB and donors have provided financial support to Ebola Workers, however, issues with the actual payments systems, both policy and practice, have highlighted challenges in coverage, registration, and resilience of existing systems, particularly for non-pay-rolled workers such as contact tracers. In all three countries, these challenges are impacting on the effective delivery of payments to Ebola Response Workers, in some cases, creating tensions over non-payment, and bringing into question the sustainability of the current system, for example due to questions of harmonization of incentives and mainstreaming.

¹ If there is more than one RUNO in this project, additional signature boxes should be included so that there is one for every RUNO.

UNDP and UNMEER convened an expert meeting from 6-8 November 2014 in Accra to review and define technical options for the payment of ebola response workers. With participation across the UN family, as well as NGOs, and independent financial experts, this meeting confirmed a mapping of current (government, and non-governmental) payment mechanisms in Liberia, Sierra Leone, and Guinea, consolidated data and diagnostic analysis of the strengths and weaknesses of current payment systems; assessed technical options for payment, and finalized a risk analysis (security, political, programme, fiduciary) for each country.

Country contexts differ but there are some commonalities:

1. The salaries, hazard pay and incentives of pay-rolled MoH employees are covered by bilateral and international financial institution contributions.
2. Government payment systems are largely but inconsistently working; the formal governmental health care payroll is making payments – although disputes exist around scales and irregularity of payments.
3. New categories of Ebola workers, however, are being added, like burial teams, contact tracers, social mobilizers etc. These categories did not exist before, registration has been inconsistent and coverage is often fluid, and extremely difficult to monitor. A large part of the expanding work force is being recruited by implementing partners.

The situation in the three countries is different, however, in all three there is an urgent need for improved coordination, and gap analysis to ensure that existing systems are delivering and where they are not that an alternative is identified and able to step in.

The Strategy of the regional and country programmes for Ebola workers, is that

- Pre-existing payment systems must be used and strengthened. The UN does not intend to make any payments as a first line solution and will only do so as a last resort and at the invitation of government. While the current systems do have weaknesses, the costs associated with the identification and strengthening of the weak points are projected to be less than developing new or alternative payment modalities. Greater transparency is needed to understand current system weaknesses or failures to allow the distinction between administrative and technical capacity challenges and thus appropriate support needs from partners.
- Where payments are required beyond the coverage of the current systems, there are viable payment options that can be deployed. A concern is financial liquidity in the periphery of the system and access to means of receiving payments in rural areas. Gaps in the existing system often replicate existing inequalities in the affected societies, and risk antagonize existing tensions and distrust;
- Cash based payments will dominate and payees linked to bank accounts is the preferred solution overall, however, investing in alternative payment systems is essential for developing more sustainable solutions to payments of Ebola Workers and over time, a move towards social protection and assistance to the recovery of affected populations. This has both short and long term benefits in terms of ensuring traceable payments and sustainable financial inclusion.
- Lack of information exchange is the current limiting factor. Governments and paying entities (including financing institutions, UN and NGOs in contractual agreements with government) must be open to releasing payroll lists so that accountability can be secured or payment liabilities can be transferred between institutions should payment systems fail. Strengthened coordination structures at country level that are focused on cash payments, supported or facilitated by UNMEER, are essential.
- A structured dialogue mechanism, potentially reporting to the GERC, is needed, involving the major stakeholders who are supporting payment systems. This would ensure policy cohesion and shared data, roles and responsibilities, reporting and accountability. Involved institutions would include UNMEER, UNDP, the World Bank, USAID and the African Development Bank.

The UN Programme for Payment of Ebola Response Workers responds to these identified gaps and urgent needs. This programme will deliver on UN commitments, building on the existing work in this area and will be the primary instrument for providing results against the UNMEER Dashboard indicator. In summary, the programme will, working with governments, civil society, private, and international organisations, do three things:

- I. Information Management
- II. Strengthening existing payment mechanisms (mobile money, banking systems, MFIs, cash delivery) for ERW and subsequently for Ebola survivors and families of Ebola victims
- III. Establish an operational contingency plan to ensure payments can be made in case of partial failures

UNDP has established several strands of support globally, regionally and nationally to this work. Most of these are being paid by UNDP as part of its normal operational budget but specific new activities incurred at the regional level are unable to be fully funded and are covered in this regional proposal addition to the country proposals. The regional support to the country programmes will be along three lines of action:

1. Oversight of the technical programmes at country level including a seat on each project board,
2. Support on procurement, programming, operations, monitoring, evaluation, learning, reporting and information sharing functions across the three countries to **maximize in-country focus on delivery and achieve economies of scale (especially with regional contracts with services providers)** and standardization for the regional programme, and
3. Provision of a focal point for UNDP CO, UNDP HQ, UNDP regional offices, and UNMEER in Accra on the regional payments programme.

b) COHERENCE WITH EXISTING PROJECTS:

The regional project unit in Accra, will backstop country operations, reporting, liaison and management, working closely with UN regional operations in Dakar, and with UNDP HQ. The unit will establish and maintain technical quality assurance, centralized reporting, a regional M&E function, as well as the capacities to support country office on operational and programmatic matters. The regional project unit will also support UNMEER's liaison and operational engagement with the international community in support to UNMEER's mandate.

Regarding the coordination with the World Bank, UNDP's primary coordination mechanism on Payments to Ebola Response Workers is at the country level. The World Bank is joining national-level working group discussions and UNDP and World Bank country representatives are in regular bilateral communication to ensure a harmonized approach. World Bank and AfDB are providing financial support to Government and offering technical inputs to UNDP on its proposed work on payments system strengthening.

At a regional level, this project will support efforts by UNMEER to install a structured dialogue mechanism with UN, World Bank, African Development Bank, USAID and DFID, possibly reporting in to GERC, to ensure that medium- and longer-term planning through to recovery and development is coordinated, with regards to payments but also more broadly.

c) CAPACITY OF RUNO(S) AND IMPLEMENTING PARTNERS:

The capacity of the RUNO (UNMEER) in country is sufficient to implement the project with (non-financial) support from other partners. UNDP Ghana will provide operational assistance as required, however, the primary role for the Accra unit will be technical support, backstopping, coordination, information collection and analysis.

The Programme will also identify private sector actors (IT companies, programmers) in further developing information management capacity to keep track of data on Ebola worker payments, as well as cash transfers related to social safety net programmes.

d) PROPOSAL MANAGEMENT:

The regional programme will be managed by Director of Essential Services or Director of Operations Support (UNMEER), under the overall supervision of the SRSG, and implemented jointly with UNDP in support to country operations in Guinea, Liberia and Sierra Leone.

The Regional Technical Advisor, under the overall guidance and supervision of the UNMEER Directors of Essential Services and Operations Support and in close cooperation with UNDP will be responsible for day-to-day management, administration, decision-making of the regional component of the project, providing technical backstopping and support to country operations. The Regional Technical Advisor will ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

The programme will be based on PRINCE 2 and Result-Based Programming methodologies, and be implemented through Direct Implementation Modality (DIM). The DIM modality will allow for maximum flexibility in developing and applying innovative solutions and approaches, with some risk-taking and programmatic/operational experimentation, particularly at national level. The DIM modality will provide UNDP with direct control over inputs and resources, and will enhance the delivery of outputs and cost-effective results, while ensuring national ownership and capacity development of national partners.

e) RISK MANAGEMENT:

Risks to the achievement of SO in targeted area	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
Data is not available to 'feed' the Information Management System	Medium	High	Strengthen the information management capacity of lead agencies and Ministries to collect data related to personnel and payments. Responsible: UNDP/UNMEER
Partners that hold the data do not share information to the central registry	Medium	High	UNMEER leadership stresses to partners the importance of managing and coordinating payment information to HCWs. Responsible: UNMEER
Payment modalities (mechanisms for delivering money) are insufficient for the caseload.	Low	High	Diagnostic check and contingency plans are being developed for cash delivery in the event that current mechanisms are insufficient. Responsible: UNDP
Financial resources of all partners are insufficient to cover salaries / allowances / hazard / other payments to caseload of HCWs	Medium	High	Robust resource mobilisation on behalf of all partners to ensure the financial resources are in place. Responsible: UNMEER

a) MONITORING & EVALUATION:

The Information Management System will monitor and track information on payments to HCWs based on information from countries and partners involved in the response.

UNDP will provide monitoring reports to ensure UNMEER indicators and reports are successful:

- % registered ebola workers linked to payment mechanism
Measure of the proportion of workers who are formally registered as eligible for receiving payments with an identified means of receiving the payment (such as a bank account)
- % registered ebola workers fully paid on time
Measure of the proportion of all registered ebola workers receiving the agreed base and incentive payment in full and on time in the three core affected countries

The programme will actively pursue cutting edge and innovative approaches to assessment and measurement, including participatory dialogue and perception surveying. In order to do so effectively, the Programme will ensure an external assessment of the work is completed at the mid-term of the project term. Accordingly, a portion of the Programme's budget is allocated specifically to dedicating M&E capacity within the PMU. The Programme will likewise place a major emphasis on developing the capacities of national partners in the area of M&E – and essential aspect of ensuring accountability and sustainability.

Initial

- Narrative reports on gaps in the response.
- Narrative reports on resources required to fill gaps.
- Narrative reports on adherence to harmonized pay scales.

A learning agenda will be pursued (using pro bono and financial support from external organizations such as the Bill and Melinda Gates foundation and UN agencies such as UNCDF) to capture lessons learned from this crisis with regards to payments for response workers and the longevity of government and financial sector support that can be achieved (financial inclusion, economic growth, poverty reduction, resilience) for the benefit of the humanitarian, crisis and developmental industries from this experience.

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<input checked="" type="checkbox"/> SO 3 Ensure Essential Services MCA7: Cash incentives for workers					
Strategic Objective to which the Proposal is contributing ²					
Effect Indicators	Geographical Area (where proposal will directly operate)	Baseline ³ In the exact area of operation	Target	Means of verification	Responsible Org.
% of registered Ebola workers linked to a payment mechanism % registered Ebola workers fully paid on-time	Regional	Estimate 80% Estimate 70%	100% 100%	Information management systems established with Government coordination bodies in each of the three countries	UNDP
MCA7: Cash incentives for workers					
Output indicators	Geographical Area	Target ⁴	Budget	Means of verification	Responsible Org.
Technical programmes at country level fully operational	Regional	3 country office-led technical programmes no longer require regional technical support	\$315,100	Minutes of project board meetings at country level	UNDP UNMEER
Economies of scale (especially with regional contracts with services providers) and standardization for the regional programme maximized	Regional	All necessary regional service provider contracts and pro bono agreements signed All country offices fully operational and no longer requiring offsite support	\$120,100	Signed contracts or MOUs Minutes of project board meetings at country level	UNDP UNMEER
Interim UNDP support at regional level for information flow, coordination, and	Regional	UNMEER/UNDP ME&L, reporting and communication	\$89,100	Resources identified with	UNDP UNMEER

² Proposal can only contribute to one Strategic Objective

³ If data are not available please explain how they will be collected.

⁴ Assuming a ZERO Baseline

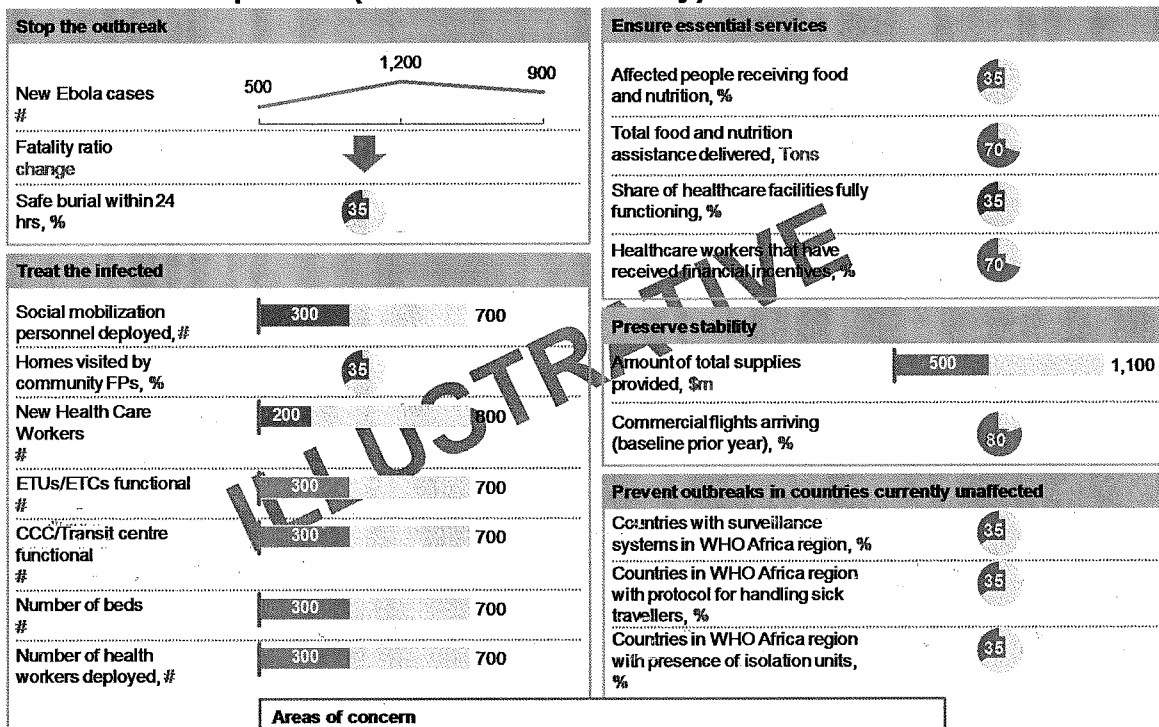
convening no longer needed		no longer requires dedicated regional resource and can be handled through normal staffing structures Lessons learned report produced		TOR for longer-term UNDP CO and UNMEER mainstreaming	UNCDF
Coordination Fees⁵					
<i>Staffing</i>	140,000 USD		40.9%		
<i>Data collection</i>	N / A		26.7%		
<i>Equipment & Supply</i>	USD 40,000		0%		
<i>Indirect Cost max 7 %</i>	34,300 USD		7.6%		
Total Project Cost in USD					
\$524,300					

⁵ Should not exceed 20% including the indirect cost

PBF PROJECT BUDGET			
CATEGORIES	Amount Recipient Agency	Amount Recipient Agency (if more than 1)	TOTAL
1. Staff and other personnel (include full details)	1 UNDP Regional Technical Advisor in Accra (3 months) 1 International UNV (5 months)		\$140,000
2. Supplies, Commodities, Materials (include full details)	UN and Partners Technical workshops in Accra		\$40,000
3. Equipment, Vehicles, and Furniture (including Depreciation) (include full details)			
4. Contractual services (include full details)	Expert advice on technical programmes at country level, regional contracts, engaging large private sector pro bono donors for implementing alternative channel pilots, establishing and mainstreaming M&E and reporting, and developing a learning agenda		\$310,000
5. Travel (include full details)			
6. Transfers and Grants to Counterparts (include full details)			
7. General Operating and other Direct Costs (include full details)			
Sub-Total Project Costs			\$490,000
8. Indirect Support Costs*	7% overheads		34,300
TOTAL			\$524,300

Dashboard – option 1 (one for each country)

■ Metric on track to achieve goal
 ■ Metric behind schedule



ILLUSTRATIVE

- Areas of concern**
- Delays in deploying social mobilisation – many areas in Sierra Leone not covered
 - Delays in deploying new healthcare workers – training is obstacle in Freetown
 - No healthcare facilities in Kenema currently operational



Source: UNMEER dashboard