



RESTRUCTURING PAPER
ON A
PROPOSED PROJECT RESTRUCTURING
OF
NATIONAL AIDS CONTROL SUPPORT PROJECT
APPROVED ON MAY 1, 2013
TO
DEPARTMENT OF ECONOMIC AFFAIRS

HEALTH, NUTRITION & POPULATION

SOUTH ASIA

Regional Vice President:	Hartwig Schafer
Country Director:	Junaid Kamal Ahmad
Senior Global Practice Director:	Timothy Grant Evans
Practice Manager/Manager:	Rekha Menon
Task Team Leader:	Ronald Upenyu Mutasa, Suresh Kunhi Mohammed



ABBREVIATIONS AND ACRONYMS

ART	Anti-retroviral therapy
ARV	Anti-retroviral
CMSS	Central Medical Services Society
DEA	Department of Economic Affairs
FSW	Female Sex Worker
HIV	Human Immuno-deficiency Virus
IDU	Injecting Drug User
IO	Intermediate Outcome
MOHFW	Ministry of Health and Family Welfare
MSM	Men-who-have-Sex with Men
NACO	National AIDS Control Organization
NACSP	National AIDS Control Support Project
PDO	Project Development Objective
TI	Targeted Intervention



BASIC DATA

Product Information

Project ID P130299	Financing Instrument Investment Project Financing
Original EA Category Partial Assessment (B)	Current EA Category Partial Assessment (B)
Approval Date 01-May-2013	Current Closing Date 31-Dec-2019

Organizations

Borrower Department of Economic Affairs	Responsible Agency National AIDS Control Organisation, Department of AIDS Control, Central Medical Services Society
--	--

Project Development Objective (PDO)

Original PDO

The Project Development Objective (PDO) is to increase safe behaviors among high risk groups in order to contribute to the national goal of reversal of the HIV epidemic by 2017.

Current PDO

The Project Development Objective (PDO) is to increase safe behaviors among high risk groups in order to contribute to the national goal of reversal of the HIV epidemic

Summary Status of Financing

Ln/Cr/Tf	Approval	Signing	Effectiveness	Closing	Net Commitment	Disbursed	Undisbursed
IDA-52360	01-May-2013	18-Jun-2013	22-Jul-2013	31-Dec-2019	255.00	147.34	90.13

Policy Waiver(s)

Does this restructuring trigger the need for any policy waiver(s)?

No



I. PROJECT STATUS AND RATIONALE FOR RESTRUCTURING

1. The Project Development Objective (PDO) remains Satisfactory and is on track to be achieved. Based on 2016 data reported by the National AIDS Control Organization (NACO), all three PDO indicators have surpassed the targets for fiscal year (FY) 2017-2018. Updated data will be available in December 2019 from Behavior Surveillance Survey-Lite (BSS-Lite) that will be based on a sample of 14 states (out of a total of 29 states and 7 union territories) in India.
2. NACO has made progress in implementation of project activities in the past 12 months (as documented during the Joint Implementation Review mission held in January 2019). There has been substantial progress in the procurement of drugs, consultancies, and other priority services, which had earlier experienced delays. As such, the rating for implementation progress was upgraded to Moderately Satisfactory in February 2019. Notable project implementation milestones include:
 - a. Revamping the targeted interventions (TI) program by increasing coverage to previously unreached populations through smarter outreach strategies, including combining peer educator outreach and virtual platforms. This is a best practice example of improving the coverage and quality of an intervention in a constrained funding context;
 - b. Substantial progress in the procurement of antiretroviral (ARV) drugs in the amount of US\$54 million. The contract has been signed and the first shipment is expected to arrive early June 2019.
 - c. Strengthened institutional capacity of the NACO's TI Division, with recruitment of specialist consultants, contracting of ten technical support units (TSUs), eight of which were previously financed by USAID, and procurement of agency for hiring of experts of the National Technical Support Unit completed;
 - d. Significant improvement in NACSP financial management and internal control processes; and
 - e. Procurement, financial management, social and environmental safeguards, and counterpart funding of the project continue to be rated moderately satisfactory.

II. DESCRIPTION OF PROPOSED CHANGES

3. This restructuring is being processed based on the request submitted by the Department of Economic Affairs (DEA) of the Ministry of Finance, Government of India, on March 11, 2019. DEA's letter includes a request to extend the project Closing Date to June 30, 2020. This restructuring does not include the proposed project extension and the DEA request will be reassessed at a later time when there is more significant progress in project disbursements.
4. The changes proposed under this restructuring are:
 - a. **Change in institutional arrangement** to add the Central Medical Services Society (CMSS) as an implementing agency. CMSS is the central procurement agency of the Ministry of Health and Family Welfare that undertakes procurement and distribution of medicines for various health programs of the Ministry of Health and Family Welfare (MOHFW). A significant proportion of procurement of ARV drugs financed through NACO's domestic budgetary resources is undertaken by CMSS. For NACSP, CMSS will be procuring and distributing ARV drugs and test kits that are planned under the 'test and treat' program. Under NACSP, the approved procurement agent is RITES and its contract is expiring in October 2019. A further extension of the RITES's contract is not possible as the original contract has been extended by



two years already (from October 2017 to October 2019). A brief assessment carried out by the Bank concluded that CMSS has the required capacity and experience to undertake procurement under NACSP.

- b. **Revision of the Results Framework** to change the end-of-project target for seven intermediate outcome (IO) level indicators and drop one IO indicator. The NACSP original indicators and targets were set in 2012-13; while four new indicators were added in 2017, to accommodate the "Test and Treat" policy requirements. The targets set for seven IO indicators are not in sync with the changing HIV/AIDS dynamics in the country. Some of the critical behavior aspects like the delinquent health seeking behavior of some high-risk population groups, high mobility and rapidly changing sexual networks and platforms were not considered when these targets were set. The revised targets are based on a careful analysis of the trends over the past five years. A summary of the proposed changes and justification for it are provided in the table below.

Sl.	IO indicator	Baseline	Current target	Actuals	Proposed change	Justification
1.	Female sex workers (FSWs) who have been reached by TI in the last year	80%	90%	85%	Reduce target to 85%	The denominator was estimated in 2009. At that time, most sexual networks were concentrated either in hot spots or the streets and the outreach model was based on physical outreach by peer educators. At present, sexual networks are getting concentrated on virtual and mobile platforms. The ten-year-old size estimation is thus outdated and out of sync with epidemic transmission dynamics and scale. The target is being revised to reflect different outreach models as well as different coverage realities.
2.	Men who have sex with men (MSM) who have been reached by TI in the last year	67%	80%	73%	Reduce target to 72%	As above, the denominator was estimated in 2009. At that time, most of sexual networks were concentrated either in hot spots or the streets and the model was based on physical outreach by peer educators. At present, sexual networks are concentrated on virtual and mobile platforms. The ten-year-old size estimation is thus outdated and out of sync with epidemic transmission dynamics and scale. The target is being revised to align it with the technical and implementation context. .
3.	TI that report condom stock-out in the last quarter	10%	2%	6.2%	Reduce target to 7%	The end targets are being updated to reflect the best available evidence on trends in condom stock out and the reality that while High Risk Groups primarily access condoms from NACO outlets, they are also utilizing alternative channels to access condoms.
4.	Injecting drug users (IDUs) have been counseled, and HIV tested in the last 12 months	28%	80%	68%	Reduce target to 70%	Behavior change among IDU is more challenging to address. This was not considered when the target was set. Despite concerted efforts to reach out to and motivate IDUs, the IBBS 2015 indicates health seeking behavior among IDUs remain low. Proposed change in end targets took recent trends of utilization of HIV counseling and testing services by IDU.
5.	High-risk group (core) living with HIV who are diagnosed	0	90%	65%	Reduce target to 68%	This indicator was included in 2017, along with the Government's announcement of 'Test and Treat policy'. Reaching to 90% of the hidden population and undertaking voluntary HIV testing is challenging; the level of effort required was underestimated when target was set.
6.	High-risk group (core) currently	0	90%	89%	Reduce target to	This indicator was included in 2017, along with the Government's announcement of 'Test and Treat policy'. The reported data is



SI.	IO indicator	Baseline	Current target	Actuals	Proposed change	Justification
	receiving antiretroviral therapy (ART)				89%	based on a small cohort. However, at the end of the project calculations will be based on a larger cohort and the outcome will likely be lower basing on the global evidence.
7.	High-risk group (core) with known HIV status on ART for 12 months after initiating ART	0	90%	72%	Reduce target to 80%	This indicator was included in 2017, along with the Government's announcement of 'Test and Treat policy'. Behavior change to sustain daily intake of medicine throughout the year is challenging. Treatment adherence at a very high level for long duration is difficult to attain and more so in HRGs. The retrospective calculation for a similar indicator for the general population estimated by UNAIDS is nearly 65%. Considering this, the target is being revised to a more realistic level.
8.	High-risk group (core) on ART who are who are virologically suppressed	0	90%	NA	Delete this indicator	NACO started scaling up viral load services in 2017. The system is not ready to systematically track this indicator that was introduced during the 2017 project restructuring. The effort to roll out a robust monitoring system for viral load monitoring is in place; however, this takes time to be fully rolled out, and provide credible information to track the indicator. Further, no estimations of this indicator is available for general population in the country.

5. The **disbursement estimates** are being revised to take into account the implementation progress of NACSP and the planned activities relating to ARV drug procurement by CMSS, field-level activities for the expanded “test and treat” policy of the government, and continuing TI program. By the current Closing Date of December 31, 2019, additional US\$85.5 million is expected to be spent by NACO, which would mean total disbursement of US\$217 million approximately (i.e. 93% of the total credit of US\$232.9 million).

I. SUMMARY OF CHANGES

	Changed	Not Changed
Implementing Agency	✓	
Results Framework	✓	
Disbursement Estimates	✓	
Institutional Arrangements	✓	
Procurement	✓	
DDO Status		✓
Project's Development Objectives		✓
Components and Cost		✓
Loan Closing Date(s)		✓
Cancellations Proposed		✓



Reallocation between Disbursement Categories		✓
Disbursements Arrangements		✓
Overall Risk Rating		✓
Safeguard Policies Triggered		✓
EA category		✓
Legal Covenants		✓
Financial Management		✓
APA Reliance		✓
Implementation Schedule		✓
Other Change(s)		✓
Economic and Financial Analysis		✓
Technical Analysis		✓
Social Analysis		✓
Environmental Analysis		✓

IV. DETAILED CHANGE(S)**IMPLEMENTING AGENCY**

Implementing Agency Name	Type	Action
National AIDS Control Organisation, Department of AIDS Control	Implementing Agency	No Change
Central Medical Services Society	Implementing Agency	New

DISBURSEMENT ESTIMATES

Change in Disbursement Estimates
Yes

Year	Current	Proposed
2013	16,486,290.33	0.00
2014	23,102,209.20	14,846,461.00
2015	33,264,653.76	21,478,320.00



The World Bank

National AIDS Control Support Project (P130299)

2016	49,146,846.71	32,625,367.00
2017	47,000,000.00	26,861,635.00
2018	49,000,000.00	23,790,667.00
2019	37,000,000.00	23,927,297.00
2020	0.00	85,500,000.00



Results framework

COUNTRY: India

National AIDS Control Support Project

Project Development Objectives(s)

The Project Development Objective (PDO) is to increase safe behaviors among high risk groups in order to contribute to the national goal of reversal of the HIV epidemic

Project Development Objective Indicators by Objectives/ Outcomes

Indicator Name	DLI	Baseline	Intermediate Targets	End Target
			1	
Increase safe behaviors among high risk groups				
Female sex workers who report using a condom with their last client (Percentage)		80.00	80.00	95.00
Men who have sex with men who report using a condom during sex with their last male partner (Percentage)		45.00	50.00	90.00
Injecting drug users who do not share injecting equipment during the last injecting act (Percentage)		45.00	50.00	85.00

Intermediate Results Indicators by Components

Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Scaling Up Targeted Prevention Interventions and Test as Prevention (TasP) for core group								



Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
FSWs who have been reached by targeted interventions in the last year, by 2019 (Percentage)		80.00	80.00	85.00	85.00	85.00		85.00
Action: This indicator has been Revised								
High Risk MSM who have been reached by targeted interventions in the last year, by 2019. (Percentage)		67.00	70.00	70.00	71.00	71.00		72.00
Action: This indicator has been Revised								
IDUs who have been reached by targeted interventions in the last year, by 2019. (Percentage)		81.00	81.00	81.00	81.00	83.00		85.00
TIs that have validated high risk group size data in the last 12 months. (Percentage)		60.00	65.00	65.00	70.00	70.00		75.00
TIs will be graded according to the performance indicators of SIMS. (Percentage)		60.00	65.00	65.00	70.00	70.00		95.00
TIs reporting condom stock out, in the last quarter (Percentage)		10.00	9.00	8.00	7.00	7.00		7.00



Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Action: This indicator has been Revised								
Planned prevention interventions for migrants implemented as per plan (Percentage)		70.00	75.00	80.00	85.00	85.00		90.00
Planned prevention interventions for truckers implemented as per plan (Percentage)		70.00	75.00	80.00	85.00	85.00		90.00
Behavior Change Communications								
NGO contracted as per SACS annual plan (Percentage)		60.00	70.00	70.00	80.00	80.00		90.00
States updating, reporting and responding to dashboard indicators (Percentage)		75.00	75.00	75.00	80.00	85.00		95.00
FSW who have been counseled and HIV tested in the last 12 months (Percentage)		35.00	35.00	40.00	45.00	45.00		80.00
High risk MSMs who have been counseled and HIV tested in the last 12 months (Percentage)		35.00	35.00	40.00	45.00	45.00		80.00

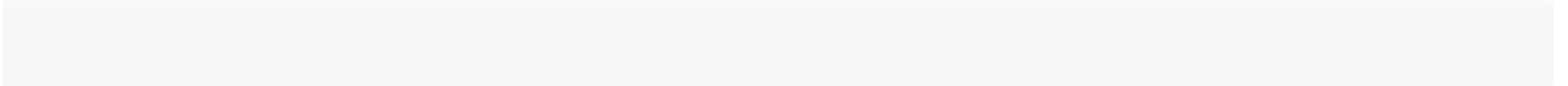


Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
IDUs have been counseled and HIV tested in the last 12 months (Percentage)		28.00	35.00	40.00	45.00	45.00		70.00
Action: This indicator has been Revised								
High risk group (core) living with HIV who are diagnosed. (Percentage)		0.00	30.00	40.00	50.00	60.00		65.00
Action: This indicator has been Revised								
High risk group (core) currently receiving ART. (Percentage)		0.00	50.00	60.00	70.00	75.00	80.00	82.00
Action: This indicator has been Revised								
High risk group (core) with known HIV status on ART for 12 months after initiating ART. (Percentage)		0.00	4.00	50.00	65.00	70.00	75.00	80.00
Action: This indicator has been Revised								
High risk group (core) on ART who are virologically suppressed. (Percentage)		0.00	50.00	60.00	70.00	80.00	90.00	90.00
Action: This indicator has been Marked for Deletion								



The World Bank

National AIDS Control Support Project (P130299)





The World Bank

National AIDS Control Support Project (P130299)
