

TC Document

I. Basic Information for TC

▪ Country/Region:	GUYANA
▪ TC Name:	Support for Health Care Network Strengthening in Guyana
▪ TC Number:	GY-T1182
▪ Team Leader/Members:	Mac Arthur, Ian William (SCL/SPH) Team Leader; Distrutti, Marcella (SCL/SPH) Alternate Team Leader; Ho-A-Shu, Ian (SCL/SPH) Alternate Team Leader; Buscarons Cuesta, Luis (SCL/SPH); Guerra, Martha M. (SCL/SPH); Jimenez Mosquera, Javier I. (LEG/SGO); Margolis, David Lawrence (ORP/GCM); Nelson, Jennifer A (SCL/SPH); Ramjag, Leticia A (CCB/CGY)
▪ Taxonomy:	Operational Support
▪ Operation Supported by the TC:	GY-L1080.
▪ Date of TC Abstract authorization:	11 Mar 2022.
▪ Beneficiary:	Co-operative Republic of Guyana through its Ministry of Health (MoH)
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding:	Japan Special Fund(JSF)
▪ IDB Funding Requested:	US\$500,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	36 months
▪ Required start date:	June 2022
▪ Types of consultants:	Firm and Individual consultants
▪ Prepared by Unit:	SCL/SPH-Social Protection & Health
▪ Unit of Disbursement Responsibility:	SCL/SPH-Social Protection & Health
▪ TC included in Country Strategy (y/n):	No
▪ TC included in CPD (y/n):	No
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Social inclusion and equality; Productivity and innovation; Diversity

II. Description of the Associated Loan

- 2.1 The Government of Guyana (GOG) has requested IDB's assistance to finance the operation "Health Care Network Strengthening in Guyana" (GY-L1080), with the objective of strengthening the health care network to expand access and improve quality of care. To achieve this goal, project GY-L1080 will support investments in quality health infrastructure, innovative digital solutions, integrated health care lines (e.g., chronic diseases and maternal and infant health), and pandemic preparedness. The project's identification mission took place during the week of March 07-10, 2022, and the project profile was approved on May 12, 2022. Approval by the Bank's Board is planned for the fourth quarter of the year. This Technical Cooperation (TC) will be designed and executed in parallel with the loan and will provide design and operational support to GY-L1080.

III. Objectives and Justification of the TC

- 3.1 **Challenges faced by the health sector.** Although Guyana has made significant improvements in the health sector in the past two decades, important challenges

remain. According to an index that measures access and quality of health care for 32 causes for which death should not occur in the presence of effective care¹, Guyana placed 126th of 195 countries and next to last in the Caribbean, after Haiti. Life expectancy at birth in the country (70 years in 2019) is the second lowest in the region. Maternal and infant mortality rates (< 1 year of age) have declined but remain high, at 101 deaths/100,000 live births and 24 deaths/1,000 live births, respectively. Meanwhile, the burden of chronic illnesses such as cardiovascular diseases, diabetes, and cancers continues to grow, representing nowadays one of the main causes of death for both women and men.

- 3.2 While the country has an extensive offer of primary care through its numerous health posts and centers, hospital care is more constrained, with only 1.6 beds per 1,000 persons, lower than the averages in Latin America (2.2) and the Caribbean (2.3). Guyana also faces severe human resource limitations, with just 0.8 doctors and 1.0 nurses per 1,000 persons, far below the Latin America and Caribbean averages of 2.0 and 2.8, respectively.² Given the concentration of health professionals in the coastal and urban areas, these indices are significantly lower in the rural interior, where most of the population is indigenous. These challenges affect the health system's ability to provide timely access and continuity of care to the population, particularly for health conditions that require specialized care.
- 3.3 **Deficits in health infrastructure.** A recent comprehensive assessment of 330 health facilities in Guyana showed that many of them require infrastructure rehabilitation, construction and/or upgrade and equipment replacement or provision. According to the survey, 20% of the buildings had no electricity, and only 60% received water continuously during operating hours. In 54% of buildings, medical waste was openly burnt. Regarding structural, architectural, and operational integrity, 24 of the buildings were judged to require immediate rehabilitation and/or construction.³ The country's principal national reference hospital, the Georgetown Public Hospital, requires significant infrastructure investments to improve patient flows, alleviate overcrowding (>100% bed occupancy), reduce the risk of cross contamination, and expand key clinical medicine and surgery as well as support services (imaging, laboratory, logistics and administration). Similarly, at the time of evaluation in 2018/19, the New Amsterdam and Linden Regional Hospitals, strategic for providing services to the country's interior, were deemed- to require rehabilitation in multiple service areas within three years.
- 3.4 **Gaps in digital health.** The COVID-19 pandemic has evidenced the importance of digital health to increase access and quality of health services and to help countries move towards Universal Health Coverage (UHC). In this context, Guyana is determined to initiate a digital transformation of the health sector. Currently, the country lacks a health information system that could contribute to the delivery of integrated quality care to the population, including continuity of care amongst different levels (e.g., health centers and hospitals). It also lacks a telehealth system that could improve access to health specialists and diagnostic exams, particularly for the

¹ Calculated using the Global Burden of Diseases 2016.

² OECD/The World Bank (2020), *Health at a Glance: Latin America and the Caribbean 2020*, OECD Publishing, Paris, <https://doi.org/10.1787/6089164f-en>.

³ The health facilities' buildings were classified in one of three categories: (i) gold (routine maintenance); (ii) silver (rehabilitation within 2-5 years); and (iii) bronze (immediate rehabilitation and/or construction). Out of the 330 health facilities, 24 were classified as bronze, 99 as silver, and 207 as gold.

population located in the rural interior. Telehealth could help mitigate some of the challenges related to health human resources in the country, and it could also contribute to reduce medical errors and improve quality of care.

- 3.5 **Pandemic preparedness.** Guyana ranks 137th out of 195 in the global health security index, with substantial weaknesses in early detection and reporting of disease outbreaks and epidemics. Although Guyana's operational capacity to manage a pandemic is classified as medium (level 3) by the World Health Organization (WHO), the country faced many challenges in its immediate public health response to COVID-19, including an insufficient network of laboratories equipped to conduct COVID-19 tests, an insufficient number of hospital beds equipped to treat critical and moderate patients, including lack of standardized tools, checklists, and procedures⁴, and limited surveillance capacity for rapid contact tracing and case identification.
- 3.6 **Strengthening the health care network in Guyana.** To address the above referenced challenges, the GOG has requested IDB's assistance to finance operation "Health Care Network Strengthening in Guyana" (GY-L1080), with the objective expanding access and improving quality of care. To achieve this goal, project GY-L1080 will support investments in: (i) quality health infrastructure that is efficient, sustainable, and resilient against natural disasters and other risks; (ii) innovative digital solutions that can improve access and quality of health care; (iii) integrated health care lines (e.g., chronic diseases and maternal and infant health) that can ensure timely access and continuity of care to the population, including key investments in developing human resources⁵; and (iv) pandemic preparedness, so that the country is ready to face future disease outbreaks and other public health challenges.
- 3.7 **Objective of the TC.** The objective of this TC is to assist in the preparation and implementation of operation GY-L1080 – in particular, the components of quality health infrastructure and innovative digital solutions.
- 3.8 **Bank's support to the health sector and lessons learned.** This TC builds upon the lessons learned from operation "Support to Improve Maternal and Child Health" (3779/BL-GY), which was approved in 2016 and is currently in its last year of execution, and TC "Support for Maternal and Child Health Improvement Program" (ATN/OC-15820-GY), which closed on October 2021. From these experiences, the following lessons have been integrated into this operation: (i) involving stakeholders in project preparation and execution and aligning interventions with national priorities to ensure political and technical support; (ii) supporting Government's capacity building in areas related to the project to contribute to the effective implementation and the sustainability of interventions (e.g., environmental and social safeguards, principles of digital health); and (iii) engaging project beneficiaries in discussions and investment decisions related to health infrastructure and other interventions to improve the uptake of health services, as well as considering the main demand-side barriers that may affect people's abilities to use health services, particularly in the rural interior.⁶

⁴ The IDB supported the country's immediate public health response through operation 3779/BL-GY (e.g., acquisition of medical equipment, laboratory equipment and supplies, and personal protective equipment) and a Contingent Loan for COVID-19 Public Health Emergency (5186/BL-GY).

⁵ Under this component, the project will incorporate lessons learned from other projects that have been supported by the Japan International Cooperation Agency (JICA) (e.g., the Project to Strengthen Maternal and Child Health Networks in Bolivia).

⁶ Operation ATN/OC-15820-GY financed a qualitative study of the main demand-side barriers that may affect indigenous people's ability to use health services (through focal groups and interviews), including

- 3.9 **Donor's support.** Operation GY-L1080 will review and incorporate lessons learned from the Project to Strengthen Maternal and Child Health Networks (FORSA in its Spanish acronym) in Bolivia, which has been supported by the Japan International Cooperation Agency (JICA). Some of the learnings that emerge from this experience are the following: (i) hiring and training local consultants to support the implementation of the intervention, who, due to their knowledge and experience, can continue to work and contribute with the government once the project has been completed; (ii) investing in the selection process of consultants to ensure that they have the appropriate profile to carry out the intervention (e.g., consultants who can motivate participants and are good at transmitting their knowledge); and (iii) having a unified training program and materials that can be used as a guide by the different regions/municipalities of the country, even if the training in each region/municipality may eventually require specificities and adaptations.
- 3.10 Operation GY-L1080 will also consider the results and recommendations from a study conducted in Mexico in 2019, by JICA (Japan International Cooperation Agency), about the efficient use of mini split air conditioners. Finally, it will review the Comprehensive Assessment System for Built Environment Efficiency (CASBEE),⁷ developed through the collaboration of academia, industry, and national and local governments in Japan, to fully understand how it is structured and the criteria that are evaluated for certification, to see how it could potentially be used in the context of the project. The IDB currently uses the Excellence in Design for Greater Efficiencies (EDGE) tool. The Bank has been and continues to be in contact with JICA to identify potential areas of collaboration in this project.
- 3.11 **Strategic alignment.** This operation is consistent with the Second Update to the Institutional Strategy (AB-3190-2) and is strategically aligned with the development challenges of "Social Inclusion and Equality" and "Productivity and Innovation", as it promotes access to quality health care to the population, including those in the poorest income quintiles, and innovative digital solutions. This project is also aligned with the cross-cutting themes of "Gender Equality and Diversity" and "Climate Change and Environmental Sustainability," as it promotes that women, men, and indigenous people have the same opportunity to access and use quality health services, as well as health infrastructure that considers energy and water efficiency measures and disaster risk reduction features that take into consideration climate change related risks. Additionally, this operation is aligned with the Health Sector Framework Document (GN-2735-12) and its priority that all people have timely access to quality health care. Finally, it contributes towards the Bank's country strategy with the Cooperative Republic of Guyana 2017-2021 (GN-2905) and the strategic objectives of "establishing a modern national strategy and planning framework" and "support investments in infrastructure for private sector growth", by promoting gender mainstreaming, innovative digital solutions, and investments in public sector infrastructure.

IV. Description of activities/components and budget

- 4.1 **Component 1. Institutional Strengthening and Technical Support for Resilient Health Infrastructure (US\$340,000).** This component will finance institutional

social norms, practices, and beliefs. The findings of this study have been used to inform the design and implementation of interventions financed by operation 3779/BL-GY and will also be used to guide decisions supported by operation GY-L1080.

⁷ Tool used to evaluate the environmental performance of new constructions during the design phase of the building(s).

strengthening activities and key studies related to health infrastructure to support the design and execution of operation GY-L1080. For this purpose, it will finance the following activities: (i) preparation and/or update of Environmental and Social Assessments (ESA) and Environmental and Social Management Plans (ESMP); (ii) specific assessments such as electrical and medical waste management appraisals, to guarantee investments are sustainable; (iii) design and costing of new facilities and/or rehabilitations, ensuring that designs consider energy and water efficiency measures and disaster risk reduction features that take into consideration climate change related risks, as well as culturally-appropriate care;⁸ (iv) operational auditing services to assure the implementation of the health infrastructure component of the loan is moving forward according to planning; and (v) technical assistance and/or training(s) to strengthen technical, institutional, and operational capacities within the Ministry of Health (MoH).

- 4.2 **Component 2. Institutional Strengthening and Technical Support for Digital Health (US\$160,000).** This component will finance institutional strengthening activities and key studies related to digital health to support the design and execution of operation GY-L1080. For this purpose, it will finance the following activities: (i) preparation of a digital agenda and roadmap to guide investments in digital health, as well as other assessments as required; and (ii) technical assistance and/or training(s) to strengthen technical, institutional, and operational capacities within the MoH.
- 4.3 **Expected results.** The expected products of this TC include studies, assessments, proposals, and number of people with management capabilities strengthened. The main expected result is that it contributes to ensure that the implementation of operation GY-L1080 is moving forward according to plan.
- 4.4 **Total costs.** The total cost of this TC is US\$500,000. These resources will finance individual consultancy services and/or firms for 36 months.

Indicative Budget (US\$)

Activity/Component	Description	IDB/ JEI
Component 1. Institutional Strengthening and Technical Support for Resilient Health Infrastructure	This component will finance institutional strengthening activities and key studies related to health infrastructure to support the design and execution of operation GY-L1080	340,000
Component 2. Institutional Strengthening and Technical Support for Digital Health	This component will finance institutional strengthening activities and key studies related to digital health to support the design and execution of operation GY-L1080	160,000
TOTAL		500,000

- 4.5 **Monitoring.** Monitoring of the progress and quality of the activities financed by this TC will be carried out directly by the IDB, through the Social Protection and Health Division (SCL/SPH). The TC team leader will be responsible for supervising and monitoring the appropriate execution of the project, with support from the operations analyst based in the country office. The Bank's institutional systems will be used to support this process.

⁸ Please refer to footnote number "6".

V. Executing agency and execution structure

- 5.1 Based on a request from the GOG, the executing agency of this TC will be the IDB, through SCL/SPH. The Bank will be executing this TC given the high level of complexity and technical expertise required to prepare the terms of reference of the studies and assessments involved, as well as to supervise their implementation. SCL/SPH has the capacity and technical expertise required to carry out these processes. Additionally, the hiring of international consultants may be required, for which the IDB hiring process is more agile, reducing the risk of delays in execution.
- 5.2 The activities to be executed under this TC have been included in the Procurement Plan and will be executed in accordance with the procurement methods established by the Bank, namely: (i) hiring of individual consultants, as established in AM-650 standards; (ii) contracting of consulting firms for services of an intellectual nature in accordance with the Policy for the Selection and Contracting of Companies for Operational Work executed by the Bank (document GN-2765-4) and its associated operating guidelines (OP-1155-4); and (iii) contracting of logistics services and other services other than consulting, in accordance with policy GN-2303-28.

VI. Risks

- 6.1 For the TC to achieve its objectives, there is a clear need for robust coordination among various administrative and technical departments within the MoH as well as other key stakeholders, such as the Ministry of Tourism, Industry, and Commerce, in charge of expanding internet connectivity in the country, and the Regional Health Authorities, responsible for service provision and health infrastructure in Guyana's regions. Insufficient levels of coordination could lead to delays in execution as well as sub-optimal decisions. To mitigate these risks, operation GY-L1080 will promote regular meetings amongst project's stakeholders to review the operation's implementation plan, to discuss technical aspects related to the interventions, to ensure the quality of decisions, and to identify – and mitigate – any potential execution-related challenges. These meetings will also facilitate coordination between the activities to be supported by this TC and GY-L1080.

VII. Exceptions to Bank policy

- 7.1 This TC does not anticipate any exceptions to Bank policy.

VIII. Environmental and Social Strategy

- 8.1 Due to the scope and characteristics of this TC, it is anticipated that this TC does not intend to finance prefeasibility or feasibility studies for specific investment projects or environmental or social studies associated with them; therefore, the requirements of the Bank's Environmental and Social Policy Framework do not apply to this TC.

Required Annexes:

[Request from the Client - GY-T1182](#)

[Results Matrix - GY-T1182](#)

[Terms of Reference - GY-T1182](#)

[Procurement Plan - GY-T1182](#)