PROJECT INFORMATION DOCUMENT (PID)  
CONCEPT STAGE

Report No.: PIDC1123

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I. Introduction and Context

Country Context

Djibouti is a small low-income country located in the Horn of Africa with a high level of urbanization. Faced with scarcity of arable land and water resources, the country’s traditionally nomadic people have settled primarily in urban areas. Today, approximately 71% of Djibouti’s estimated 864,617 inhabitants live in cities (Djibouti Household Survey, EDAM 2012). Reflecting the country’s history as a French colony and benefiting from strong economic development, the capital Djibouti city hosts the largest concentration of the country’s total population at 58.1%. The Government of Djibouti (GoD) developed a national strategy “Djibouti Vision 2035,” which calls for economic and employment opportunities in the secondary cities, shifting part of the urban population growth from the capital city to new economic centers while focusing on governance and
an improved investment climate in order to accelerate private sector-led growth aimed at reducing the very high unemployment rate.

The Djiboutian economy is constrained by its natural environment with very limited natural resources and an extreme arid climate. At the same time, it benefits from the country’s prime coastal location at the southern end of the Red Sea with the only import/export gate for the booming Ethiopian economy and a geostrategic position for foreign military bases in the region. With a manufacturing sector poorly developed—due in particular to high energy prices—and a small agriculture sector, the Djiboutian economy depends mostly on its harbors activities, Foreign Direct Investments (FDI), and the foreign military bases. In 2012, the Gross Domestic Product (GDP) growth reached 4.8%, relatively stable compared to previous years.

Yet the positive economic results did not transfer to the population who continue to struggle with high levels of unemployment and poverty rates. In the past 10 years, poverty has increased slightly from 74% in 2002 to 79.4% in 2012, ranking the country at the 164th position out of 186 on the Human Development Index (HDI) in 2012. Activities generated by The FDI and port-related are mostly capital-intensive, and create only a limited number of jobs. The unemployment rate is approximately 60% and women, in particular, are disproportionately affected with the majority often employed in insecure and vulnerable jobs in the informal sector.

A gender analysis of the formal and non-formal education system reveals a very low level of education and training of girls and women due also in large to limited access and accessibility. In health, women face severe risks in maternal care (300 deaths per 100,000 live births) as compared to 200 deaths per 100,000 live births in Yemen and are twice as likely to be affected by preventable diseases such HIV than their male counterparts.

Djibouti is vulnerable to a range of natural hazards heavily affecting the country’s economic growth and sustainable development based on data from recent disasters, namely: i) extended dry multi-annual droughts that result in water scarcity for agriculture and domestic uses; ii) frequent intense flash floods with a variable but approximate recurrence of 7 years; iii) frequent earthquakes ranging in magnitude between 4 and 5 on the Richter scale iv) volcanism originating along the Afar rift area; and v) fires fueled by droughts and exacerbated by precarious construction materials. Since 2007, a severe drought has affected the country causing an economic contraction of about 3.9% of GDP per year. At the global level, women and girls account for over half of the 200 million people affected annually by natural disasters. In fact, women and young people are 14 times more likely than men to perish during disaster emergencies. In Djibouti, the floods of 19 November 1994 and of 13 April 2004 killed 145 and about 100 persons and affected over 150,000 and 100,000 persons, respectively. The government estimated the damages and losses of the 2004 floods at around USD11.3 million. Further, Djibouti’s natural hazard vulnerability is worsened by limited water resource management, insufficient land use planning, non-systematic building codes enforcement, as well as by the country’s limited capacity to prevent and respond effectively when a natural disaster occurs. Approximately 33% of its population lives in areas of high risk – mostly in urban areas - and 35.3% of the economy is vulnerable to natural disasters.

The World Bank has been assisting Djibouti in DRM since the supervision of the 2006 Flood Emergency Rehabilitation Project. Since 2007, the Bank has assisted the government scale up its DRM activities through (i) supporting the establishment of a 5 agencies DRM national committee and the mobilization of US$ 2.5 million for risk management; (ii) completed a
2011 a Drought Post Disaster Needs Assessment (PDNA) mobilizing US$ 13.2 million of IDA Crisis Response Window funding for drought mitigation in the Social, Energy, and Water sectors, following the protracted drought emergency, catalyzing an additional US$ 30 million for broader risk management from the international community.

**Sectoral and Institutional Context**

Despite an already high level of urbanization, Djiboutian cities continue to grow at a rapid pace: annually between 3-6% in Djibouti-city and 2-3.5% in other parts of the country, thus adding to the existing pressures for basic infrastructure and services. A combination of natural growth, rural migration and influx of refugees fleeing from neighboring political or environmental crises has contributed to the steady urban growth, adding to existing pressures for basic infrastructure and services. For example, only about 24,000 customers have a direct water connection and about 33,000 customers are legally connected to electricity in Djibouti-city (both numbers of water and electricity customers include businesses) compared to about 54,000 potential customers.

Quartier 7 is one of the largest and densest neighborhoods of Djibouti city with a population of about 23,000 inhabitants on less than 1 km² and presents a microcosm of the country’s significant challenges in poor access to services and social disparity. Developed at the early stages of the city at the time of the French colony, most of the neighborhood was organized along an urban plan setting relatively large setback for streets and small land plots for housing. There is still today a high rate of temporary housing and incomplete basic public infrastructure, in particular no pubic drainage and wastewater systems. Seventy percent of the households have no sewage system and keep using rudimentary pits and holes in the grounds or do not have any system at all, with critical sanitary issues reinforced by the sea water level close to the ground level in that part of the city impeding water flow. Further, the neighborhood is also regularly flooded – including houses, which are essentially built below the street level – due to the lack of drainage and the low permeability of the ground, resulting in an increase of diseases such as diarrhea, malaria, and even cholera. According to a 2002 survey, the second district, which includes Quartier 7, registered the highest probability rate of death before the age of 40 in the city of Djibouti (49.1 per 1000) even though the poverty rate there is lower than in other parts of the city.

On the North-Western section of Quartier 7, a slum-type pocket named Djaga Boulgou covers almost a quarter of the neighborhood surface. Its urban layout features very narrow streets or alley and extremely small plots. The neighborhood accessibility is extremely constrained for mobile public services such as solid waste collection and firefighters. Provision of basic services is also much lower than in the rest of Quartier 7. For example, a very large number of households (71.8%) are not directly connected to the city water network and buy drinking water to their neighbors, which is usually provided at a monthly fixed cost of 3000 DJF (about USD17). The social pattern is also specific. Almost half of the households (46.2%) rent the place where they live (compared to 25.6% in the rest of Quartier 7) – usually with lower comfort and living space than an owner – and 17.8% sharing their housing with one or other households. Thus, even if the households are smaller compared to the rest of the neighborhood, the density in Djaga Boulgou is higher.

Despite its prime location close to the city center, Quartier 7 has remained attractive essentially to poor communities, which is typical to neighborhoods with low levels of service provision. While the extreme poverty in 2012 is much lower in Quartier 7 with only 9% compared to 31% in the rest of the city, the relative poverty of 63% is fairly high making Quartier 7 a priority area for targeted and sustained poverty reduction efforts. Moreover, employment issues are acute in the entire
neighborhood similarly to the rest of the city with very low employment rates in Quartier 7, the youth and the women being the most impacted (24.4% of men below 35 and 21.2% of all women reported to be employed compared to 46.5% for all men). This local context explains why residents acknowledge the benefits of infrastructure investments during meetings with local associations and discussions with the population, alongside the need for employment opportunities.

The ongoing Bank-supported Djibouti Urban Poverty Reduction Project – DUPREP (P088876) launched in 2008 achieved some success in increasing access to basic services and social infrastructure in Quartier 7. With a long engagement in the urban sector in Djibouti going back to 1984, which began with the first government programs for neighborhood upgrading and later through helping the country recover from the disastrous 2004 flooding through support with flood management infrastructure development and resettlements, the Bank confirmed its position in the urban sector with the DUPREP, which took a dual approach: infrastructure investments combined with social activities and institutional support. Over the years, DUPREP has achieved:

- Improved access to basic infrastructure and community services via the construction of 4 major roads along with their associated drains inside and outside Quartier 7, construction of a community development center, two sport courts with associated services and commercial spaces, ongoing construction of a children’s garden and a health center among others. In addition to the creation of 15,000 person-days of short term job opportunities, recent rains showed major improvements to the neighborhood’s resilience to floods via better evacuation of water and reduced stagnation.

- Enhanced social cohesion and access to social opportunities, targeting mostly women and youth, via numerous literacy programs, vocational trainings, and trainings to community associations, hygiene campaigns among others.

- Increased capacity building of selected institutions via, (i) putting in place a financial and stock management system in OVD, and (ii) financing the Djibouti-Ville master plan among others.

DUPREP – with its initial successes – has prompted the preparation of a second phase to address the aforementioned development pressures by building on past efforts and lessons learned. Overall, the proposed Second Urban Poverty Reduction Project (DUPREP II) will leverage the Bank’s long-term efforts in Djibouti, pursuing its efforts to improve access to services in Quartier 7, especially by extending the investments into Djaga Boulgou, while directing the program’s focus on sustainability and citizen engagement.

Despite the large deficit of infrastructure in Djiboutian cities, the government made a request to the Bank to keep working on the Quartier 7 with two main ideas: (1) improve the infrastructure level of the neighborhood and catch up with the surrounding neighborhoods, where investments were already made in the past 2 decades, and (2) develop and test a slum upgrading operational approach on a small neighborhood, which would be replicated in other slums of the city. The project components were then developed and agreed with the two main ministries in charge during the identification mission.

**Relationship to CAS**

The proposed project is consistent with the objectives of the 2013-2016 Country Partnership Strategy (CPS) for Djibouti under preparation which focuses on enhanced shared prosperity and
reduced poverty through the drivers of governance, inclusion, jobs, and sustainable growth. The CPS pillars are: (1) reducing vulnerability; and (2) strengthening the business environment. This project focuses more directly on the first pillar in addressing vulnerable groups by improving their resilience to hazards and developing new opportunities for revenue generating activities:

- Supporting human development (improving the sanitary environment with better drainage and solid waste collection and creating the conditions for long-term jobs);
- Increasing access to quality services (delivering services and strengthening local governance and urban management)

This project is also strongly related to the ongoing comprehensive risk management program financed by the Global Facility for Disaster Reduction and Recovery consisting of the: (i) establishment of risk assessment and communication system; (ii) establishment of climate station network; (iii) completion of early warning system; and (iv) establishment of a risk management distance learning center and master degree program. The project will complement those efforts via reducing the exposure of residents of Q7 to urban floods and improving infrastructure needed to access to and evacuate from the neighborhood.

The proposed project is also aligned with the Bank’s new framework for engagement in MENA. It will contribute to: (i) strengthening demand-side governance by increasing transparency and citizen engagement, and strengthening municipal finance and capacity of local authorities; (ii) improving social and economic equity by providing equal access to services in urban areas, particularly to low income, informal, and vulnerable neighborhoods; and (iii) creating opportunities for women, especially in access to services (through improved infrastructure) and employment (through vocational training). Finally, this project responds directly to the Bank’s goals of poverty reduction and shared prosperity, by providing concerned citizens with increased access to basic services such as new and rehabilitated roads, and functioning infrastructure facilities. These interventions are expected to contribute to improved health outcomes, safe transport, jobs, and income generating activities. In addition, the proposed project supports citizen engagement on the interventions that directly affect their lives by for example, empowering local level associations and organizations (including Neighborhood Committees) in decision-making for the selection and prioritization of community development activities.

II. Proposed Development Objective(s)

Proposed Development Objective(s) (From PCN)

The proposed Project Development Objective (PDO) is to increase the sustainable access to basic urban services in Quartier 7 (Q7).

Key Results (From PCN)

The achievement of the PDO will be measured through a number of outcome indicators including:
- Number of direct project beneficiaries, percentage of which are female.
- Number of people in Quartier 7 with access to all-season roads within 50 meters range under the project.
- Number of people benefitting from the central sports and cultural area.
- Number of residents (disaggregated by male/female) directly involved in or benefiting from community development activities.
- Number of grievances and/or suggestions registered related to delivery of project benefits; and percentage of grievances and/or suggestions that are actually resolved and/or acted upon
- Number of women, members in the Neighborhood Committees.

## III. Preliminary Description
### Concept Description
The proposed project builds on 30 years of Bank engagement in the urban sector in Djibouti, and is a follow-up to the DUPREP (Urban Poverty Reduction Project), which focused on Q7 and initiated the transformation process of the neighborhood. DUPREP, including its additional financing, focused on (i) improving access to infrastructure and basic community services (roads, drainage, street lighting, health center, and a community development center among others), (ii) mobilizing the community through targeted professional trainings and close collaboration with community organizations (trainings and capacity assessments); and (iii) institutional support to the solid waste management authority and putting in place a master plan for Djibouti-Ville.

Lessons learned from DUPREP have been fully taken into account in the design of the proposed DUPREP II and consist of: (i) simplifying project design to increase impact via orienting activities around the project’s objective and prioritizing needs, and building on previous achievements and successes; (ii) promoting labor intensive works to increase ownership and sustainability of investments, taking into account high unemployment rates and the employability potential of project activities; (iii) building strong institutions to sustain investments and promote citizen engagement and ownership throughout project cycle; and (iv) increasing project readiness for implementation at the start of the project to reduce potential future delays.

In addition to those lessons learned, DUPREP II will build on DUPREP’s efforts via (i) putting in place mechanisms for implementing the Djibouti Master Plan, (ii) enabling associations provided with capacity building trainings to design and implement community activities, and (iii) expand the labor intensive road paving pilot. The project will adopt an integrated approach that further complements project components: infrastructure, institutional, and social with an enhanced focus on mainstreaming disaster risk management, gender dimension, institutions and citizen engagement. Those three components together will contribute to attain the same objective of sustainable access to urban services.

Those efforts will be sustained and scaled-up under the proposed operation coupled with a pilot intervention in Djaga Boulgou (section of Q7), while further focusing on improving participation around project design and implementation, as well as strengthening institutions to sustain urban development efforts. An in-depth urban study will be conducted by the Ministry of Housing, Urban Planning and Environment, during preparation to design an intervention based on technical and socio-economic understanding of the neighborhood and a long-term vision for the area.

In order to sustain project interventions, DUPREP II will aim to enhance current urban management practices via: (i) improving horizontal coordination between different line ministries intervening in the urban space, and (ii) strengthening the vertical communication channel that promotes citizen engagement and a rapid response to local needs. The proposed project will adopt good practice citizen engagement approaches to promote voice, transparency and social accountability throughout the project cycle and beyond. These approaches will build upon existing informal and formal participatory processes, such as local associations and neighborhood committees to consult and
solicit feedback from citizens directly in Quartier 7 and indirectly affected by the project. As such, a grievance redress mechanism will be put in place to ensure that citizens can express their opinions and provide their suggestions freely.

Furthermore, DUPREP II will take into account the utilization of gender-differentiated tools (such as group and community interviews and consultations) in the context of project preparation to help inform the design of project interventions. In infrastructure and service delivery, the project will ensure design specifically takes into account women and youth needs, leveraging the earlier successes of social mobilization and strengthening their inclusion in future implementation and operation opportunities. For example, gender informed design will be carried out through the formation of decision-making bodies at the community level, such as Neighborhood Committees, where the inclusion of women will be key to its success. In addition, technical trainings will be provided to both men and women, with added investment in marketable trainings for women, especially those allowing them to profit from job opportunities expected to be created in the project.

Based on its overall objective, the proposed US$ 5.6 million project will have three components: (i) building resilient urban infrastructure in Q7; (ii) strengthening institutions for sustainable urban management; and (iii) socio-economic development for poverty reduction.

Component 1. Building resilient urban infrastructure in Q7: (IDA US$ 4 million equivalent): This proposed component will improve access to basic infrastructure of Q7 residents and reduce their exposure to flood risks:

- Subcomponent 1.1: this sub-component will include the construction and restoration of physical infrastructure assets to improve supply of essential services and reduce exposure to flood risks, including building/rehabilitating road networks, drainage systems, street lighting, among others (in the entire neighborhood including Djaga Boulgou). The design of roads will focus on labor-intensive methods, some of which tested in the DUPREP. Those techniques piloted in DUPREP are 15 times more labor intensive than the same asphalted road. Overall, women will be consulted through interviews and consultations in order to better inform the design of interventions.

- Subcomponent 1.2: this sub-component will finance community equipment including the conversion and landscaping of the central “public” space of Q7 (place Gadelmalleh) in order to restore/improve its social cohesion and economic roles for the neighborhood. The new urban plan of this space, which will be designed in consultation with the population, could include sport, cultural and commercial activities. Other small unoccupied/abandoned zones inside Q7 could also be converted into attractive public spaces. The project will encourage the utilization of public open spaces as natural retention ponds, as well as permeable paving, via piloting innovative and cost effective approaches to improve natural drainage and reduce urban rainwater runoff, which is usually a major cause of recurrent flooding.

Component 2: Strengthening Institutions for Sustainable Urban Management (IDA US$ 1 million equivalent): this component aims to support, at multiple levels of government, the elaboration and initial steps of implementation of a coordinated urban development strategy. The goals are to improve the effectiveness of institutions for sustainable urban management of Djibouti City, focusing on inclusive governance, integrated infrastructure development, municipal finance management, and strengthened institutional capacity. This component will cover the following:
Technical and equipment assistance to the Direction of Housing and Urban Development (DHU) to put in place the Djibouti Master Plan. This will be coupled with the sharing of international experiences of implementing Master Plans in similar City-State contexts.

Technical support to the municipality of Djibouti-Ville and its communes, starting with the commune of Boulaos for aspects piloted in Quartier 7, in two key areas: (i) to establish the long-term organizational structure, including an action plan for the transfer of resources and competencies over time and designing an operational manual; and (ii) to design a short to medium term revenue enhancement strategy, taking into account sources of local revenues, and inter-government finance.

Support for the creation and empowerment of a Neighborhood Committee (CDQ) in Quartier 7. The CDQ will be instrumental to the success of the new urban project across all components, as it will stand for the designated interface for community engagement and participation in Q7. To ensure that all groups have voice in the community development process, particular attention will be paid to establishing a gender-sensitive governance system where women, youth and marginalized groups are included / represented. The project will provide support in (i) setting up the structure, responsibilities, and operating procedures of the CDQ; (ii) working with the CDQ to facilitate the community engagement for the elaboration of the Local Urban Development Plan for Quartier 7; (iii) empower the CDQ by granting a role in the selection and prioritization of community development activities (funded under Component 3).

The technical assistance for the operational planning and capacity building to the selected institutions will pave the way towards improved urban governance at the local, municipal and national levels. The outcome will be to put in place long-term coordinated strategies for urban development, effective management and appropriate financing for continued investment and sustainable neighborhood improvement. The DUPREP II will also provide the opportunity to test and build experience and confidence in the initial stages of implementation of the agreed strategies for each institution.

Project Management support through providing effective and efficient management support for the implementation (including auditing and monitoring and evaluation) of the project. This will include training opportunities for ADDS staff to improve their capacity to design and implement project activities, including the capacity to comply by Bank’s safeguards and fiduciary aspects.

Component 3: Socio-economic Development for Poverty Reduction. (IDA US$ 0.6 million equivalent): Activities to be conducted in this component build on earlier lessons of community mobilization and job creation around project objectives. Proposed activities will be directly linked to component 1 to improve project outcomes via linking professional trainings to potential job opportunities created by the project and mobilizing community associations to better attain project objectives. Additionally, efforts to strengthen governance structures and institutional capacity (under component 2) will also positively contribute to the success of this component. Two major activities are proposed:

Technical trainings and on-site job insertion: the primary beneficiaries will be school drop-outs youth, young graduates, and women. The selected trainings will be linked to job opportunities in the project, with potential market outside and beyond project duration. This will allow utilizing the project as first-hand on-site training, while offering direct economic benefits to the population.
The job market development in the proposed areas of training will be thoroughly assessed to ensure insertion and job opportunities in the long-term. Gender will be taken into account as to provide trainings and job opportunities to women seeking in particular to innovate away from traditional trainings such as cooking and sewing among others. Based on preliminary diagnostic on potential needs in the project and in the city, employment opportunities would focus on (i) labor intensive road construction technologies; (ii) solar panel insertion and maintenance; (iii) landscaping and maintenance of green spaces. This component will be designed and implemented in collaboration with existing vocational training institutions, the national labor insertion agency, and existing micro-credit facilities available on the city/national scales. In addition to the positive outcomes in terms of job creation, and based on previous experiences, the project is expected to allow major buy-in and conflict mitigation as youth and local residents will be given the opportunity to work on nearby infrastructure.

Community Led Activities: allocated resources to-be-managed by ADDS will be available to finance community-led projects proposed by local associations who previously benefited from capacity building trainings under DUPREP. A community committee with representation of men, women and youth, will be put in place to review and validate proposals. This activity will mainly benefit women who occupy most leading community association roles. An evaluation of community development activities from the several projects (including the DUPRED) as well as other donor’s projects has been initiated and will further guide the design of this component.

IV. Safeguard Policies that might apply

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VI. Contact point
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