



# Project Information Document (PID)

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Appraisal Stage | Date Prepared/Updated: 07-May-2021 | Report No: PIDA31845



**BASIC INFORMATION**

**A. Basic Project Data**

Country Somalia	Project ID P176368	Project Name Shock Responsive Safety Net for Human Capital Project Additional Financing	Parent Project ID (if any) P171346
Parent Project Name Shock Responsive Safety Net for Human Capital Project	Region AFRICA EAST	Estimated Appraisal Date 28-Apr-2021	Estimated Board Date 17-Jun-2021
Practice Area (Lead) Social Protection & Jobs	Financing Instrument Investment Project Financing	Borrower(s) Federal Republic of Somalia, Ministry of Finance, Ministry of Labor and Social Affairs	Implementing Agency Ministry of Labor and Social Affairs

Proposed Development Objective(s) Parent

The project development objective is to provide cash transfers to targeted poor and vulnerable households and establish the key building blocks of a national shock-responsive safety net system.

Components

Nutrition-linked Unconditional Cash Transfers  
Delivery Systems and Institutional Capacity Building  
Project Management, Monitoring and Evaluation, and Knowledge Management

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	110.00
<b>Total Financing</b>	110.00
<b>of which IBRD/IDA</b>	110.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**



International Development Association (IDA)	110.00
IDA Grant	110.00

Environmental and Social Risk Classification  
Substantial

## B. Introduction and Context

### Introduction

1. **This Project Paper seeks the approval of the World Bank’s Board of Executive Directors to approve an additional financing (AF) in the amount of US\$ 110 million equivalent and Level II Restructuring to the Shock Responsive Safety Net for Human Capital Project (SNHCP, P171346, Parent Project).** The proposed AF will continue the delivery of critically needed cash transfers (SNHCP Component 1) to chronically poor and vulnerable households disproportionately impacted by the recent multiple shocks of the Coronavirus Disease 2019 (COVID-19) pandemic, locust outbreak and floods, among others. At the same time, it will support efforts to promote access by beneficiaries of cash assistance to existing social services, as feasible, thereby supporting their human capital accumulation. The proposed activities are consistent with the original Project Development Objective (PDO) and are strategically aligned with the National Social Protection Policy (2019) and the FY19-22 Country Partnership Framework (CPF) for Somalia (2018).

### Country Context

2. **The federal system of governance with Federal Member States (FMS) has opened a new chapter for Somalia’s development.** However, the federation process is complex, with significant development opportunities and persisting uncertainties over representation and power and resource sharing. Further, the recent challenging political dynamics around arrangements for the general elections of 2021 has strained the relationship between the Federal Government of Somalia (FGS) and FMS. Meanwhile, the nature of Somaliland’s relationship with Somalia remains unresolved. Moreover, insecurity remains a concern.

3. **Somalia’s economy has been adversely impacted by triple crises of floods, locust infestation and the global COVID-19 pandemic.** These concurrent crises have caused an economic contraction of 1.5 per cent in 2020, from an earlier projected growth rate of 3.2 percent. The slower pace of growth in 2019 and contraction in 2020 has pushed more people into poverty, such that the international poverty estimate was 71 percent in 2020, two percentage points higher than the latest actual data from 2017. The economy is showing some signs of recovery in 2021, with growth projected at around 2.9 percent. However, prolonged political challenges may have implications for external grant financing and broader stability.

4. **Somalia is also highly vulnerable to natural disasters, namely repeated cycles of droughts and floods driven by climate change, resulting in protracted humanitarian crisis and high levels of food insecurity.** Since 1960, Somalia has experienced 14 droughts, averaging one every four years. The most recent 2016/17 drought left an estimated 6.7 million people in urgent need of humanitarian assistance. Between 2018 and 2020, Somalia also experienced major flooding,



which displaced some 650,000 people in 2020 alone. As a consequence of conflict and climate related disasters, nearly three million people were internally displaced as of October 2020.<sup>1</sup> Thus, the Center for Global Development ranks Somalia as the most vulnerable country to climate change among 167 countries, adjusted for coping capacity.

5. **The outbreak of climate-induced desert locusts in Somalia further risks worsening the humanitarian crisis and food insecurity, threatening human development and gender outcomes.** Small clusters of desert locusts were first detected in December 2019 in northern parts of Somalia. By February 2020, the FGS declared a state of emergency after confirmation of the worst desert locust outbreak in 25 years. Continued breeding of the desert locusts resulted in an upsurge of outbreak, posing an extremely high risk to rural livelihoods across Somalia in 2021, compounded by the COVID-19 pandemic. The poor are particularly vulnerable to crisis-induced livelihood loss and income shocks from locust damage, as they are the least able to save and smooth consumption in the face of crisis.

6. **The already critical vulnerability context has been compounded by the COVID-19 pandemic.** The COVID-19 pandemic has further exacerbated household welfare, with nearly 80 percent of households reporting some reduction in income from wages. As Somalia relies on food imports to feed its population, the lockdown of key supply markets, closure of borders and restrictions on domestic movements negatively affected basic commodity prices throughout 2020.<sup>2</sup> Reports also indicate that remittances, received by an estimated 40 percent of Somali households, may have dropped by as much as 50 percent. In addition, anticipated food shortages and tightening of food markets due to the COVID-19 pandemic is amplifying food insecurity and fragility in hard-hit areas, further precipitating population displacement and localized conflict.

7. **Women and girls are disproportionately impacted by multiple crisis and food insecurity, as they face specific socio-economic challenges, and gender-based violence (GBV) remains a perennial threat.** Traditional and religious norms limit women's roles outside the domestic sphere and limit their participation in political and public decision-making forums. Despite their increasing engagement in economic activities, women's involvement in wage labor remains low and concentrated mainly in the informal and agriculture sector. In addition, a 2016 GBV survey found that 17 percent of women have experienced some form of physical or sexual violence from a non-partner.<sup>3</sup>

## Sectoral and Institutional Context

8. **In 2019, Somalia established its first government-led safety net program, known as the Baxnaano.** The Baxnaano is supported by the World Bank-funded SNHCP, which is contributing to the government's enhanced capacity to deliver safety net to the poorest of its citizens. The SNHCP aims "to provide cash transfers to targeted poor and vulnerable households and establish the key building blocks of a national shock-responsive safety net system." The project is a US\$ 65 million grant and is comprised of three components, to be implemented over a three-year period. These include: (i) Component 1: Nutrition-linked Unconditional Cash Transfers; (ii) Component 2: Delivery Systems and Institutional Capacity Building; and (iii) Component 3: Project Management, Monitoring and Evaluation, and Knowledge Management. The project reaches 200,000 chronically poor and vulnerable households (approximately 1.2 million individuals) with children under five years of age in 21 districts across Somalia. It is being implemented by the Ministry of Labor and Social Affairs (MoLSA), with World Food Programme (WFP) and the United Nations Children's Fund (UNICEF) supporting the implementation of Components 1 and 2, respectively.

<sup>1</sup> See <https://www.worldbank.org/en/news/feature/2020/10/01/reengaging-with-somalia-for-long-lasting-development-outcomes>.

<sup>2</sup> For example, the March 2020 Consumer Price Index published by the Federal Directorate of National Statistics indicated an increase of up to 2.12 percent.

<sup>3</sup> World Bank. 2018. *Country Partnership Framework for the Federal Republic of Somalia*. Washington, DC: World Bank.



9. **Prior to the establishment of the Baxnaano, Somalis relied mainly on traditional systems and humanitarian assistance in times of shock.** Traditional and informal kinship-based systems however exclude minority clans and the most vulnerable groups. Remittances also represent an important component of income for poor households, but they are concentrated within particular groups and have been declining in recent months due to the COVID-19. Consequently, humanitarian and development agencies stepped in to deliver urgent humanitarian aid and short-term social and livelihood assistance. These however fall short in providing predictable, reliable, and scalable safety nets to address vulnerabilities and strengthen resilience over time. Further, humanitarian programs do not support national government-led service delivery systems.

10. **In response, the international community has stepped in to deliver humanitarian aid and short-term social and livelihood assistance to those in urgent need, although significant funding gaps remain.** Of the 2.7 million people projected to face IPC 3+ food insecurity between April and June 2021, humanitarian funding committed to date is expected to cover around 1.7 million people (until June 2021). While humanitarian donors have historically stepped up their funding during crisis, significant funding gaps remain, especially for the protection of households in “Stressed” levels of food insecurity, currently estimated at 2.9 million people, primarily in rural areas. As such, although critical in saving lives, humanitarian assistance however fall short in providing predictable, reliable, and scalable safety nets to address vulnerabilities and strengthen resilience over time. Further, humanitarian programs do not support national government-led service delivery systems.

11. **Recently, there has been a growing recognition among international partners on the need to support a government-led shock responsive safety net and enhance coordination with humanitarian assistance in times of emergencies.** Consequently, along with other donors, the World Bank is supporting the Government’s sector strategies and instituting oversight and coordination mechanisms to guide social protection (SP) in Somalia. The national Social Protection Policy and the Five-Year Implementation Plan, endorsed in September 2019 and November 2020, respectively, provide the strategic agenda and roadmap to realize the Government’s vision for the SP sector, including rapid response to shocks through safety net. A Social Protection Steering Committee and a Government-Donor Social Protection Working Group have been established by the Government to support strategic policy guidance and coordination and collaboration of SP efforts, supported by the SNHCP.

12. **Beyond the SNHCP, the World Bank is also supporting the FGS to respond to the locust crisis by operationalizing the shock responsive aspect of the Baxnaano through the Shock Responsive Safety Net for Locust Response Project (SNLRP, P174065).** The SNLRP supports the rapid scale up of Baxnaano coverage to poor and vulnerable households affected by the desert locust outbreak. Specifically, it responds to the threat of the locust outbreak by protecting locust-affected households from falling into deeper food insecurity, as well as preventing the sale/loss of their productive assets through the provision of cash transfers. Support is provided across Somalia, with a primary focus on rural districts with severe locust infestation. A proposed Additional Financing is now underway to respond to the unanticipated upsurge of locust outbreak.

### Parent Project Status and Results

13. **The SNHCP has achieved significant results and “Progress Towards Achievement of PDO” and the “Overall Implementation Progress” were rated Satisfactory in the last 12 months of implementation.** Despite the challenges posed by COVID-19, as of April 2021, the SNHCP has registered 156,543 households (80 percent of the total caseload). Of these, 107,737 households have been verified and enrolled, and received all four quarterly payments. Geographic targeting was concluded following in-depth consultations with FMS and district authorities, and 880 villages from 21 districts across Somalia have been selected. The full caseload of 200,000 households is expected to be reached by June



2021. Development of the Unified Social Registry (USR) and the cash transfer delivery systems are progressing well. The Project Implementation Unit (PIU) is fully established and M&E arrangements are also in place. Consequently, the ratings for Project Management and M&E are Satisfactory.

14. **The project financial management (FM) arrangements are deemed to be adequate and no major financial management and procurement issues have been reported.** As of April 15, 2021, total disbursement stands at US\$ 50.61 million (77.8 percent) of the total IDA grant. The project spending across the components therefore is considered to have progressed reasonably well, including disbursement to the UN Agencies. The Unaudited Interim Financial Reports continue to be prepared and submitted to the World Bank on time, and the audit for the financial year ending December 2020 is underway. Support is being given by the project to ensure timely reporting of actual expenditures. The FM rating is therefore Moderately Satisfactory.

15. **The project also continues to perform well on procurement without major issues.** The MoLSA PIU has been successfully on-boarded with qualified staff capable of undertaking day-to-day project management and implementation. Focal points have also been established at the FMS level to support implementation on the ground. The output agreements between MoLSA and the UN Agencies (WFP and UNICEF) have been signed to enable implementation of components 1 and 2. A third-party monitoring (TPM) agency has also been successfully on-boarded to support robust M&E of the project. However, general weaknesses in the national fiduciary system and regulatory environment continue to present challenges and calls for caution. The Procurement rating is therefore Moderately Satisfactory.

16. **The project has been performing well on environmental and social safeguards with a functioning Grievance Redress Mechanism (GRM).** All social risk management plans for the parent project have been prepared by MoLSA and cleared for implementation. A GRM/Social Risk Management Specialist and a Labor GRM Officer have been recruited by the PIU, with augmented capacity from WFP and UNICEF. No severe incident has been reported to date, including GBV and occupational health and safety incidents. Important progress has also been made in addressing keys risks of sexual exploitation and abuse, sexual harassment and other forms of GBV. The environmental and social rating is therefore Moderately Satisfactory.

17. **Lastly, SNLRP implementation is following the COVID-19 adaptation plan developed under the Baxnaano to mitigate the contagion risk due to project activities.** The plan is guided by established and evolving protocols developed by FGS and the UN agencies, particularly the World Health Organization.

### Rationale for Additional Financing

18. **The proposed AF to the SNHCP will support the continuation of the cash transfers to existing beneficiary households beyond the 12 months of coverage financed by the Parent Project.** The broad aim of the SNHCP is to help the FGS develop, establish, and deliver a long-term safety net program that provides sustained and predictable income assistance to the poor and vulnerable population, strengthens resilience to shocks, and contributes to building their human capital. According to the current Baxnaano design, beneficiaries are entitled to cash assistance for 3 years before they are reassessed for eligibility for re-enrollment. The current IDA funding for the cash transfer payments has been fully committed by the fourth Quarter payments in March 2021, with fifth quarter payments due in June 2021. The proposed AF will therefore support the continuation of cash assistance through the Baxnaano, enabling the FGS to continue support to its most poor and vulnerable group and enhance communities' trust in national programs and institutions.



19. **Predictable and reliable cash transfers have played a critical role in protecting household food security and livelihood, promoting human capital and strengthening resilience against multiple shocks.** At times of crisis, vulnerable households adopt negative coping mechanisms, which could result in adverse long-term effects, deepening the challenges of breaking the intergenerational cycle of poverty. A beneficiary survey undertaken after the first quarter payment found that, at the time of the survey, the Baxnaano was the only cash support received in the previous 2 months by 96 percent of the respondents, with 98.8 percent having spent ‘most or all’ money on food. This demonstrates that cash transfers provided through the SNHCP are reaching households underserved by social assistance and are having an immediate impact on food insecurity.

20. **Continued support will contribute to efforts aimed at addressing extreme poverty, food insecurity, and vulnerability in Somalia, driven by the recent multiple shocks of COVID19, floods and locust infestation.** Poverty and food insecurity are rising in Somalia due to the triple crises of COVID-19, floods, and locust infestation, and will result in worsening development outcomes if not protected. Increasing food insecurity, particularly those in the “Stressed” category, is of special concern, as the chronic poor could fall into worse levels of food insecurity requiring humanitarian assistance if not protected. This will result in further financial burden on the humanitarian system, which is already struggling to respond to growing needs in the country. Worsening acute malnutrition is also a cause for concern given its impact on human capital accumulation of poor and vulnerable households. As such, it is imperative to ensure continued reliable and predictable cash assistance to the chronically poor and vulnerable households to protect against the combined shocks and vulnerabilities, which have impacted negatively on access to livelihoods and income generating activities across Somalia and placed additional pressures on households trying to meet basic needs.

21. **The proposed AF will help to preserve the gains made by the SNHCP.** Interruptions in the delivery of the cash transfers risk losing the potential welfare and human capital gains made to date and pushing the current SNHCP beneficiary households into worse levels of food insecurity given the on-going impacts of the multiple shocks and vulnerabilities. It also risks the reputation of the Baxnaano, the first ever government-led national cash transfer program, as well as the trust in government institutions.

### Relevance to Higher Level Objectives

22. **The proposed AF contributes to the FGS’ strategy to fight poverty and promote resilience, and also aligns well with the World Bank Group’s commitment to reduce extreme poverty and promote shared prosperity.** The SNHCP AF supports the objectives of the Ninth National Development Plan for 2020-2024 (NDP 9), which focuses on building human capital and increasing resilience to shocks. It also supports the objectives of the Somalia Social Protection Policy (2019) and the Social Protection Policy Implementation Framework (2020), which prioritize a vision and strategies for a gradual transition to a nationally owned social protection system in Somalia. The proposed AF is also well aligned with the World Bank Group’s FY19-22 Country Partnership Framework for Somalia, which highlights a scalable and reliable safety net system as a key contributor to improve delivery systems for inclusive social services. In addition, the project is in line with the World Bank’s Africa Regional Strategy (2019) and Strategy for Countries affected by Fragility, Conflict, and Violence (2020), which emphasize the need for partnerships with the UN in fragile situations. Lastly, the SNHCP AF will strengthen the humanitarian-development nexus by supporting the Parent Project objectives to establish the key building blocks of a national safety net system that can deliver a reliable, predictable, and scalable safety net for medium-term recovery and longer-term development outcomes.

### C. Proposed Development Objective(s)

#### Overview



23. **The proposed AF will support the continuation of the Component 1: Nutrition Linked Unconditional Cash Transfers.** This will help to continue nutrition linked cash transfers for an additional two years once the cash assistance under the parent SNHCP is fully disbursed, thereby ensuring smooth and uninterrupted delivery of cash assistance to existing beneficiaries for the full duration of three years before they are reassessed for eligibility for re-enrollment, per the program design. In addition, the AF will support efforts to promote access by Baxnaano beneficiaries to health and education services, as feasible, and promote transformative behavioral changes through awareness raising and messaging, contributing to enhanced human capital accumulation. The AF will also increase the funding for Component 3 to cater for increased project management and monitoring responsibilities. The closing date will also be extended to allow for sufficient time to successfully complete all project activities.

#### Project Development Objective and Beneficiaries

24. **The PDO and development indicators will remain unchanged.** The PDO will remain same as the parent project: *“to provide cash transfers to targeted poor and vulnerable households and establish the key building blocks of a national shock-responsive safety net system”*.

25. **Project beneficiaries will remain the same.** The project beneficiaries will continue to be the 200,000 chronically poor and vulnerable rural households (approximately 1.2 million individuals) residing in 880 villages in 21 selected districts across Somalia selected under the SNHCP for the Baxnaano cash transfers. Mothers or female caregivers of the children will continue to be prioritized as the direct recipients of the quarterly cash transfers.

#### Key Indicators and Results

26. **The PDO Level Indicators and the Results Framework will remain unchanged,** as will the intermediate indicators.

#### D. Project Description

27. **The proposed SNHCP AF will continue the payment of cash transfer under Component 1** to ensure uninterrupted smooth delivery of cash assistance for the next two years, and strengthen efforts to promote improved linkages of cash transfers with health and education services for enhanced human capital accumulation, with no changes to components 2. The funding allocation under Component 3 will commensurately be increased to cater for increased project management and monitoring responsibilities under the proposed AF.

28. **Component 1: Nutrition Linked Unconditional Cash Transfers.** The AF will support the continuation of quarterly cash transfer payments to the 200,000 existing Baxnaano beneficiary households from Quarter 5 payments onwards. Mothers or female caregivers of children will continue to be prioritized as the direct recipients of the transfer. The cash assistance will complement humanitarian assistance as it will continue to focus on rural areas that experience high risks of food insecurity, which if not protected, add further pressures on humanitarian assistance that focuses on crises and emergency levels of food insecurity (i.e. IPC 3 & 4). Implementation of Component 1 will continue to be supported by WFP under an amended Standard Output Agreement with MoLSA.

29. **The proposed AF will also continue to support efforts to enhance demand by Baxnaano beneficiaries of social services for improved human capital accumulation, taking into account supply constraints.** Efforts will be given to map out available education and health services to which Baxnaano beneficiaries can be linked to and explore the ways in



which ways systematic monitoring can be undertaken of referrals provided and utilized. The proposed AF will also support field level efforts to proactively promote education, health, and nutrition messaging and facilitate transformative behavior changes. To that end, on-going collaboration between the parent SNHCP and the Bank-funded pipeline *Somalia Education for Human Capital Development Project (P172434)* and the *Improving Healthcare Services in Somalia Project (P172031)* will continue for improved linkages across sectors. It is also noteworthy that a functioning USR, currently under development through Component 2 of the parent SNHCP, will be instrumental in supporting coordination and linkages between different social and other services.

30. **Components 2 will remain the unchanged.**

31. **The funding allocation to Component 3: Project Management, Monitoring and Evaluation and Knowledge Management will be increased** to cater for increased project management and monitoring responsibilities envisioned under the proposed AF.

32. **The project closing date will be extended by one-year from August 31, 2022 to August 31, 2023.** The longer end date is to allow for sufficient time to successfully complete all project activities.

Legal Operational Policies	
	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Assessment of Environmental and Social Risks and Impacts

33. **While the environmental and social risks of the proposed activities under the AF are Substantial, established mitigation measures mean that the impacts are expected to be minimal.** As project activities, geographical scope and implementation arrangements remain unchanged, the risk mitigation measures of the Parent Project will apply to the proposed AF. These includes the core social risk management instruments currently under implementation under the parent project, namely the Social Management Plan, GBV Action Plan, Security Management Plan, and Labor Management Procedures. The Environmental and Social Review Summary has been updated to detail the social risk mitigation measures to be adopted by the AF, including environmental and social performance of the parent projects and lessons learnt, and has been disclosed in-country on May 3, 2021 and on the World Bank external website on May 5, 2021. The Stakeholders Engagement Plan and the Environmental and Social Commitment Plan has also been updated and disclosed in-country on May 3, 2021 and on the World Bank external website on May 5, 2021.

34. **The proposed AF will continue to use the GRM that has been implemented under the parent SNHCP.** The parent SNHCP is delivering cash transfers using WFP's established systems, including its GRM system. Enhancements have been made to the GRM, particularly in relation to GBV issues, following advice provided by the World Bank. Additionally, the PIU has recruited a GRM/Social Risk Management Specialist and a Labor GRM Specialist to provide oversight and handling of broader project related grievances and complaints, including labor related grievances for all project workers.



The Parent Project is also supporting the FGS to develop social accountability mechanisms, including participatory citizen engagement and the GRM, supported by UNICEF under the parent SNHCP Component 2. A free GRM hotline has been set up and staffed with adequate and trained WFP personnel whereby beneficiaries and community members (or anyone else) can submit complaints and grievances. Additionally, an email has been created exclusively for labor grievance reporting.

## E. Implementation

### Institutional and Implementation Arrangements

35. **Implementation arrangements of the AF will remain unchanged.** MoLSA, supported by the PIU, will continue to be responsible for overall project implementation and monitoring, as well as compliance with fiduciary and safeguards requirements, with WFP continuing to implement Component 1. To ensure robust monitoring, the TPM arrangement will continue its quarterly monitoring and verification of the cash benefits throughout the additional coverage months under the AF. Opportunities for partnerships with other development partners will also continue to be explored under the SNHCP AF to better coordinate and collaborate on safety net and cash interventions.

### Risks

36. **The overall risk rating for the proposed SNHCP AF is Substantial.** The delivery of the SNHCP AF will take place against a highly risky country context and implementation environment, for which existing and new mitigation measures will be applied, as appropriate. Somalia's FCV country context with fluid political context and on-going insecurity, compounded by on-going political uncertainties and a lack of government presence in parts of the country, mean that Political and Governance risks remain High. Similarly, fiduciary risks also continue to be High, as country's public FM and procurement legal frameworks are still weak, fragmented, and inadequate. This is exacerbated by the World Bank's limited access to the project sites, an emerging and weakly regulated banking sector, and inadequate institutional and human capital capacities. Risks related to Sector Strategies and Policies, Institutional Capacity, and Social Safeguards are assessed to be Substantial. However, risks related to Macroeconomics have been upgraded from Moderate to Substantial given the risks that inflation poses on the value of the cash assistance and purchasing power of the beneficiaries. On the other hand, risks related to the Technical Design of the Project has been downgraded from Substantial to Moderate, as the objective and transparent targeting approach and implementation procedures tested under Parent Project are working well and the implantation capacity of MoLSA is growing rapidly through the support provided by the parent SNHCP. All existing mitigation measures identified under the parent SNHCP to these risks and challenges will continue to be implemented under the AF, and new mitigation measures will also be applied to emerging risks identified during implementation, as appropriate.

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**APPROVAL**

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