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Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 02-Apr-2020 | Report No: PIDA28600



BASIC INFORMATION

A. Basic Project Data

Country Djibouti	Project ID P171777	Project Name Economic Management and Statistics Development for Policy Making	Parent Project ID (if any)
Region MIDDLE EAST AND NORTH AFRICA	Estimated Appraisal Date 25-Mar-2020	Estimated Board Date 30-Apr-2020	Practice Area (Lead) Macroeconomics, Trade and Investment
Financing Instrument Investment Project Financing	Borrower(s) Republic of Djibouti, National Institute of Statistics of Djibouti	Implementing Agency Ministry of Budget, Ministry of Economy and Finance in charge of Industry	

Proposed Development Objective(s)

To strengthen the capacity of the National Institute of Statistics of Djibouti (INSD) to produce and disseminate timely and reliable statistics in a sustainable manner and modernize the Government's selected economic and fiscal management tools and processes in Djibouti.

Components

Strengthening the capacity of the National Institute of Statistics of Djibouti (INSD) to produce and disseminate timely and reliable statistics in a sustainable manner
Modernizing the Government's selected economic and fiscal management tools and processes
Project Management

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	15.00
Total Financing	15.00
of which IBRD/IDA	15.00
Financing Gap	0.00



DETAILS

World Bank Group Financing

International Development Association (IDA)	15.00
IDA Credit	15.00

Non-World Bank Group Financing

Counterpart Funding	2.00
Borrower/Recipient	2.00

Environmental and Social Risk Classification

Moderate

Decision

The review did authorize the team to appraise and negotiate



Other Decision (as needed)

B. Introduction and Context

Country Context

- Djibouti is the smallest state in the Horn of Africa.** About a million inhabitants reside in the country, which covers a land area of 23,000 square kilometers. The country is politically and socially stable but is surrounded by areas in conflict or in fragile situations. Officially, Djibouti hosts close to 30,000 refugees and asylum seekers from Somalia, Ethiopia, Eritrea, and Yemen, the equivalent of 3 percent of its population, mainly in three camps outside the capital city of the country (Ali-Addeh, Hol-Hol and Merkazi). The country hosts also around 150,000 non-registered migrants¹, five military bases with around 10,000 staff in total, and more than 300 enterprises in the in its free trade zones, representing 20 percent of GDP.
- Over the last two decades, Djibouti has achieved remarkable economic growth and improved social outcomes, by leveraging its strategic location.** According to revised national accounts, per capita GDP² increased by an average of 4.4 percent per year in real terms in the last two decades to nearly US\$3,000 in 2018. This impressive growth performance was a clear break from the poor economic record of the 1990s³ when real per capita GDP contracted by 4.2 percent on average per year between 1990 and 1998. Economic growth since 2000 has been driven by export of services, with transportation and logistics, telecommunication and banking sectors being the main contributors. Djibouti serves as the main port and handles about 90 percent of the external trade of landlocked Ethiopia, the East Africa's largest and fastest growing economy. On the social front, the share of population living with less than US\$1.90 2011 PPP a day was estimated at 17.1 percent in 2017, down from 22.7 percent in 2013.
- Improvements in the quality of public policy and significant strengthening of institutional capacity are key to making growth sustainable and more inclusive.** Over the past decade, Djibouti has significantly upgraded its infrastructure platform. With major facilities (ports, railway, submarine cables, water pipe, electricity interconnection network, international free trade zone) in place and operational, the Government is shifting gear toward implementing critical reforms to boost productivity and efficiency and modernize its administration to sustain growth and make it broad-based and more inclusive.

Sectoral and Institutional Context

¹ Estimates from Ministry of Social Affairs

² With support from AFRISTAT, the World Bank Group (WBG) and the International Monetary Fund (IMF), the Government of Djibouti has revised of its national accounts, focusing on the period 2013-2017 and applying the general principles of the UN's Systems of National Accounts of 2008 (SNA2008), with 2013 as the base year. GDP was revised upward by 50 percent.

³ Part of the period was marked with civil war which lasted from 1991 to 1994, resulting in thousands of fatalities.



Statistics development

4. **Timely and reliable data are critical for decision making.** The National Statistical Development Strategy (NSDS 2018-2022) has four strategic pillars: (i) improvement of the institutional, regulatory and organizational framework of the NSS; (ii) strengthening the human, material and financial resources of the NSS; (iii) improvement of statistical production and consolidation of the archiving; and (iv) dissemination system and improvement of communication.

5. **The Djibouti National Statistical System (NSS) produces limited foundational data on an irregular basis, core surveys are not conducted at regular intervals, and analytical capacity is weak making it difficult to discern major trends and their policy implications.** The data collection activities have primarily been ad hoc and driven by demand from international development partners. The irregularity of foundational data collection poses challenges for the reporting of indicators and publications to the point that is difficult to predict when most publications will be disseminated and accessible on an online platform. The Population Census is now 11 years old, a business census has never been conducted, the last health survey was conducted in 2006, the last household budget survey was conducted in 2017 and the last labor force survey was conducted in 2015 with no plans to repeat the exercise. Even if data collection efforts have been undertaken, they have been mired by issues of reliability. In addition, the shortages of human resources in quantity and quality (skills) at INSD contributes to the low equilibrium of irregular and seldom unreliable data collection. Another contributor to INSD' weak statistical capacity is the physical infrastructure which houses its staff. The offices are dilapidated, and the ICT system is obsolete.

6. **A law passed in February 2019 has created the National Institute of Statistics of Djibouti (INSD⁴) as the legal public institution, with financial autonomy,** to replace the *Direction de la Statistique et des Etudes Démographiques (DISED)* which was dissolved by the same law. The Institute is responsible for ensuring the technical coordination of the NSS and for carrying out statistical production and dissemination activities. The new Institute is mapped to the Ministry of Finance (MoFI). The setting up of INSD is currently ongoing and hence provides an important opportunity to address the problem of low statistical capacity. INSD is being operationalized in a context of the new legal framework⁵ governing the establishment, functioning and reporting lines of public agencies (*Etablissements Publics Administratifs, EPA*). The new legal framework was approved in July 2019 and makes mandatory the approval of an objective and performance contract, covering at least three years, between all public agencies and the ministry in charge of its oversight. The activities to be included into the performance contract will be validated first by INSD's board and the Superior Council of Statistics (SCS) as part of the annual statistical program, to ensure that INSD remains autonomous.

Macroeconomic modeling

7. **With the rapid debt accumulation since 2014, the need to conduct proper macroeconomic assessment to inform public policy has increased.** In the context of the implementation of the SCAPE, the five-year action plan 2015-2019, Djibouti embarked on the development of ambitious infrastructure projects and the implementation of a reform program to upgrade the business environment that narrowed significantly the country's fiscal space. The pace of the implementation of the reform program,

⁴ Loi N° 26/AN/18/8ème L relatif à la création de l'Institut National de la Statistique de Djibouti (INSD)
<https://www.presidence.dj/texte.php?ID=26&ID2=2019-02-27&ID3=Loi&ID4=4&ID5=2019-02-28&ID6=n>

⁵ Loi N° 56/AN/19/8ème L portant régime juridique des Etablissements Publics Administratifs.
<https://www.presidence.dj/texte.php?ID=56&ID2=2019-07-23&ID3=Loi&ID4=14&ID5=2019-07-31&ID6=n>



which included a significant tax incentive package, and the building of the infrastructure was very fast and led to a rapid accumulation of external PPG debt, reaching 71 percent of GDP in 2018. This in turn created the need to build domestic capacity to monitor the key macroeconomic variables on a regular basis at the Ministry of Finance (MoFI). The country has been relying on international organizations such as the WBG and IMF, even for the short to medium-term macroeconomic forecast.

8. **To respond to the demand, the MoFI's forecasting model was updated with the new national accounts data, but important gaps remains.** MoFI uses a financial programming type of model that produces short to medium-term forecast (three years) for four main macroeconomic tables (real sector, government fiscal, balance of payments and monetary statistics) with established linkages between them. The model has neither a debt nor an employment module. It is written on a excel spreadsheet which allows for flexible integration of new information or hypothesis. However, it is not suitable for policy simulation or ex-ante estimation of impact of exogenous shocks such increase in oil prices, or impact of policy measures such as wage subsidies, change in tariffs, trade liberalization, as a macro-econometric, partial or general equilibrium model would do. As the country moves toward the implementation of its ambitious reform program which is expected to have substantial distributional effects, having a simple and flexible micro-simulation model in its analytical tools becomes more than more critical.

Medium Term Budget Framework (MTBF) and investment planning

9. **The budget framework has not evolved since 2000 despite recent improvement in strategic planning.** Budget preparation is still done on an annual basis as framed by the organic law of finance, the law 107/AN/00 of October 2000. Its process is still purely mechanical. The SCAPE includes a medium-term macroeconomic framework with a costing of the selected programs by pillar but there is no three-year rolling MTBF that link it to the annual budget. However, the maintenance of adequate revenue mobilization and aggregate expenditure control is important for the Government not only to preserve fiscal sustainability, but also to create fiscal space for higher developmental expenditure, economic growth, climate adaptation and ultimately poverty reduction.

10. **The Government is committed to upgrading its Public Finance Management (PFM) systems and has already started with tax policy and administration.** Public Administration Modernization Project supported by the WBG support the revision of various tax legislation for more coherent and efficient tax and customs administration. It will also ensure that tax and customs systems are upgraded and integrated, and a sound digital architecture for revenue collection is established. Several assessments have been recently completed, including a Tax Administration Diagnostic Assessment Tool (TADAT), a Debt Management Performance Assessment (DeMPA) and a Methodology for Assessing Procurement (MAPS). A Public Expenditure and Financial Accountability (PEFA) report will be prepared in 2020 and a Public Investment Management Assessment (PIMA) in 2021. These will help the government develop a comprehensive PFM reform plan that will create an opportunity for the country catch of even leapfrog to the best and suitable practices.

Debt management

11. **Djibouti's stock of external public and publicly guaranteed (PPG) debt is high.** The authorities and have engaged to reform its public debt management system and develop a medium-term debt management strategy to avoid falling into debt distress. Most of the risks are coming from the SOEs. Djibouti needs to build institutional capacity for the monitoring of the SOEs and the identification and control of the contingent liabilities emanating from them. The process of providing state guarantees and on lending must also be ramped up.



12. **The authorities have recognized the need to consolidate the various laws and regulations related to debt management and have drafted a comprehensive law to manage public debt.** The new reform plan intends to address current shortcomings and strengthen the country's debt management system. The proposed legal framework focuses on filling the gaps of the existing legal and institutional framework. It strengthens the framework for issuance and monitoring of government on-lent and guaranteed loans, reporting and monitoring risks associated with contingent liabilities as well as debt sustainability analysis and a debt management strategy. In April 2019, the Government issued a decree establishing a national debt committee (CNEP⁶) supported by a technical sub-committee to ensure better coordination of decision making. The capacity of the CNEP must be built quickly to make it effective. In addition to the improving the coordination and information sharing processes among the debt management units, the new reform plan includes borrowing targets, requirements for the development of a debt management strategy and reporting to Parliament.

C. Proposed Development Objective(s)

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Development Objective(s) (From PAD)

To strengthen the capacity of the National Institute of Statistics of Djibouti (INSD) to produce and disseminate timely and reliable statistics in a sustainable manner and modernize the Government's selected economic and fiscal management tools and processes in Djibouti.

Key Results

13. The PDO-level results indicators are as follows:
- Number of reports/publications disseminated on a government's official website (including INSD) as per the adopted statistical release calendar, by each of the 5 departments
 - Number of statistical quality assessments conducted, and quality assessment reports or certificates issued
 - Number of ministries with approved budget anchored to a Medium-Term Expenditure Framework
 - Percentage of contracted loan that are included in the Medium-Term Debt Strategy (MTDS)

⁶ [Décret N° 2019-085/PR/MB portant création d'un Comité National d'Endettement Public \(CNEP\).](#)



D. Project Description

14. The proposed project is structured into three components. They are: (i) Strengthening the capacity of the National Institute of Statistics of Djibouti (INSD) to produce and disseminate timely and reliable statistics; (ii) Modernizing the Government's selected economic and fiscal management tools and processes; and (iii) Project management. There is a strong linkage between the first two components of the project. By strengthening the capacity of INSD to ensure timely production and dissemination of good quality data and statistics on economic, financial, social and environmental topics, the first component will improve the availability and quality of data needed to support evidence-based planning and decision making, which is the aim of the second component.

Component 1: Strengthening the capacity of the National Institute of Statistics of Djibouti (INSD) to produce and disseminate timely and reliable statistics in a sustainable manner.

15. The project will achieve short term objectives of boosting motivation and strengthening capacity of INSD through the financing of 4 activities:

a. **Upgrading the physical infrastructure and equipment of the INSD.** The project will thus finance work for the construction of a smart and environment-friendly building with modern and energy efficiency characteristics, office furniture and ICT equipment.

b. **Strengthening the institutional framework of INSD.** The operation will finance activities that will help INSD comply with the new legal framework governing public agencies. Trainings to strengthen the Superior Council of Statistics (SCS) will also be provided. Finally, the project will support the operationalization of the Committee in charge of Methodology and Statistical Program (*Comité de Programmes Statistiques et de Méthodologies – CPSM*) and the development of concepts, definitions and methodologies to be used across the NSS and a Quality Assessment Framework (QAF).

c. **HR policy on staffing.** The project will finance support to develop a recruitment plan consistent with the data and publication production schedule of INSD. Gender quotas would be put in place to ensure a minimum number of skilled female staff is employed.

d. **Training.** The project will finance several trainings for INSD staff. In particular, the project will finance skill upgrading and basic hands-on training for 30 staff in one of the three regional francophone schools of statistics⁷, to boost INSD's technical capacity. The project will attempt to promote gender balance by ensuring 50 percent participation for women, with a set minimum quota. Third, trainings on leadership for senior management as well as communication, Big data and other themes that may be considered relevant for the rest of the staff.

Subcomponent 1.2: Strengthening statistical production and dissemination

16. The project will finance the following statistical production:

a. **Third population census.** The project will finance the entire set of activities for the Census, grouped into three phases: (a) cartographic activities and preparation; (b) enumeration using CAPI; and (c) data processing, analysis, and dissemination. The project will finance the development of GIS based cartography by acquisition of new software as well as building of capacity of INSD staff to conduct this task.

b. **First Economic Census.** The project will finance the entire set of activities to conduct an economic census. Technical assistance to map all economic units in the country including hospitals, schools and other public services on the same map will be provided.



c. **The fifth Djibouti Household Budget Survey (EDAM)** is expected to be conducted in 2024. All activities conducted under this operation will have the objective of supporting the successful implementation of the design, data collection and analysis of EDAM.

d. **Production of national accounts and Social Accounting Matrix (SAM).** The project will finance activities that will reduce the delay in publication of final NA to the international standards which is two years. The project will support preparation of quarterly NA after the business census is completed in 2023 and quarterly business surveys established to produce the Industrial Production Index (IPI) and the Service Turnover Index (STI).

e. **Trade statistics and Balance of payments (BoP).** The project will finance all activities that improve the quality of trade statistics and BoP by financing an IT application for BoP and a technical assistance from a more advanced central bank in Africa, a survey of free zone companies to complete trade statistics to produce the balance of payments accounts, development of an IT application to automatize data collection for free zone companies will be supported and a monography (light survey) of the foreign military bases to understand their financial interactions within Djibouti.

f. **Development of dissemination practices:** The 5 departments that are involved in the project are committed to the production and dissemination of reports and publications. The project will finance include technical assistance in the preparation of an advanced release calendar of publication of all statistics (INSD and other 4 departments) with defined periodicity. For economic statistics, this would be in line with the IMF enhanced General Data Dissemination System (e-GDDS).

Component 2: Modernizing the Government's selected economic and fiscal management tools and processes

17. The objective of this component is to modernize the Government's selected economic and fiscal management tools and processes. This component will modernize three economic and fiscal management tools or processes, each corresponding to a subcomponent: (i) macroeconomic modeling; (ii) budget preparation and investment planning, and (iii) debt management.

18. **Subcomponent 2.1: Building macroeconomic modeling capacity.** The first subcomponent will develop macroeconomic modeling capacity for short, medium, and long-term forecasting, macroeconomic and microeconomic simulation, as well as debt sustainability analysis. These will also lead to improved policy dialogue environment and knowledge on country resilience to climate change effects.

19. The project will finance the following activities under this component:

- **Forecasting model.** The project will finance the development of a new forecasting model based on the IMF financial programming framework with a debt and employment modules and provide training for a wide range of stakeholders, including all members of the *Comité de Cadrage*⁸.
- **Macroeconomic Simulation Model.** The project will finance the development of a simple macroeconomic simulation model based on the national accounts produced by INSD. The model will have a micro simulation module to assess expected social impact of a policy and/or a natural shock such as drought on income and consumption distribution.

⁷ The three regional schools are located in Abidjan (Cote d'Ivoire), Dakar (Senegal) and Yaoundé (Cameroun).

⁸ The Committee is in charge of the macroeconomic framework (*Comité de Cadrage Macroéconomique, arrêté N° 2019-027/PR/MEFI*) and responsible for the adequacy of the overall macroeconomic framework. The committee is composed of representative from the Ministry of Finance, the Ministry of Budget, the Central Bank and the Port and the Free Zones Authority and is chaired by the President economic adviser.



- **Debt Sustainability Analysis (DSA) Model.** The project will finance the development of a DSA model based on and integrated with the macroeconomic framework of the forecasting model. The DSA model can use the WBG/IMF debt sustainability framework that has recently been adopted (September 2017).

Subcomponent 2.2: Budget preparation and investment planning

20. The subcomponent on budget preparation will support the Government's commitment to transition toward performance budgeting and Medium-Term Budget Framework (MTBF). This component will build linkages between the country's medium-term development plan (SCAPE) and the budget, which is the country's main policy instrument. It will also support the development of investment planning capacity within the central ministries (budget and finance).

21. The project will finance the following activities:

- **Development of a new budget framework**, with the revision of the existing legal and regulatory framework, the revision of a new organic law and its adoption and implementation. The project will support a partnership between the Ministry of Budget and the West African Economic and Monetary Union (WAEMU) Commission which has developed a rich and relevant experience in MTEF and program budgeting in francophone countries in West Africa.
- **Preparation of a Medium-Term Fiscal Framework (MTFF) and a Medium-Term Budget Framework (MTBF)**, based on the approved macroeconomic framework. A model MTBF could be added to the macroeconomic forecasting model or developed as a stand-alone model, using the output of the forecasting model as an input to produce the expenditure breakdown by sectors and ministries.
- **Public Investment Management Assessment (PIMA).** The project will support the assessment of the public investment management framework, using the PIMA methodology developed by the IMF and the development of an action plan to reform the PIP. This will strengthen public investment planning, implementation, monitoring and evaluation.
- **Developing project design, monitoring and supervision capacity.** The project will provide training on project design for the DFE and the pre-identification of selected projects in the next medium-term development strategy. The project will also upgrade the electronic monitoring of the projects using geo-enabling initiative for monitoring and supervision (GEMS) technology developed by The World Bank.

Subcomponent 2.3 Debt Management

22. The second subcomponent will support debt management. It will support the revision of the existing public investment framework and the development of a medium-term debt strategy to finance it. A debt management action plan has already been developed with WBG support.

23. The project will support full implementation of the action plan.

- **Preparation of the Medium-Term Debt Strategy (MTDS).** The project will finance the preparation of the MTDS which will benefit from the DSA and will inform the macroeconomic framework that underlines the MTBF and MTEF. A MTDS sets out how the government intends to borrow and manage its debt to achieve a portfolio that reflect its cost and risk preferences, while meeting financing needs. It guides debt management decisions and on-going debt management operations.
- **Support the secretariat of the CNEP.** The design and implementation of a MTDS requires strong coordination with other public sector policies. The project will finance the activities of the secretariat in charge of the preparation of the National Committee, which will be the coordination entity in charge of



Public Borrowing (*Comité National d'Endettement Public (CNEP)*, created by presidential decree in 2019 (*décret N° 2019-085/PR/MB*).

- **Upgrading of the IT system of debt management unit.** The Public debt unit is currently using an old and obsolete version of the Debt IT system (SYGADE and DAD) and needs to upgrade to the most recent system to secure continued maintenance by UNTAD.

Component 3: Project management (US\$1.4 million)

24. The Project will support the establishment and operation of a Project Management Unit (PMU) overseen by the Ministry of Finance to support coordination and manage project implementation. Details of the implementation arrangements are outlined below. Activities will include (a) the development of annual work programs and corresponding Procurement Plans (PPs), (b) the management of fiduciary and monitoring activities, (c) the coordination of technical work and the provision of support services to the technical units within the relevant ministries, (d) the monitoring of and reporting on the implementation of the project’s activities, (e) acquisition of office equipment and accounting software, and (f) the payment of the activities related to project coordination and monitoring, as well as project audit. The PMU will only have a supporting role in the execution and activities will be largely implemented by public institutions. Technical department will drive the reform and governance changes introduced through the project to encourage ownership and sustainability.

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

25. Main Environmental and social risks are site specific, predictable and expected to be temporary related to building activities. An ESMP will be prepared before appraisal with an implementation schedule and cost estimates for mitigation measures concerning OHS, **community** HS and Environment. ESMP will be part of bidding documents.

E. Implementation

Institutional and Implementation Arrangements

26. The Project will support the establishment and operation of a Project Management Unit (PMU) overseen by the Ministry of Finance through a project steering committee to foster coordination and manage project implementation, as indicated in the chart below. There are five departments: INSD or



the national statistical office, two department under MOFI namely the Economic and Planning Department and the External Financing Department, as well as two departments under the Ministry of Budget namely the Budget Preparation Department and the Public Debt Department that will benefit directly from the project and are in the charge of the implementation of most of the activities financed by the project. The technical departments will have the responsibility of the implementation of the operations that are grouped in the first two components (component 1 and component 2) and will be responsible for the preparation of the concept notes, term of references, quality control of the outputs and the overall management of the deliverables. They will prepare annual work plans that are specific to their departments, the corresponding procurement plans and will be in charge for the implementation and the first level monitoring of their activities and outputs to be reported to the PMU.

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APPROVAL

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