

**PROJECT INFORMATION DOCUMENT (PID)  
APPRAISAL STAGE**

**Report No.: AB 3439:**

<b>Project Name</b>	Jamaica Hurricane Dean Emergency Recovery Loan
<b>Region</b>	Latin America and the Caribbean
<b>Sector</b>	Sustainable Development – Urban and Water Cluster
<b>Project ID</b>	P109575
<b>Borrower(s)</b>	Ministry of Finance and Planning
<b>Implementing Agency</b>	Jamaica Social Investment Fund
<b>Environment Category</b>	<input type="checkbox"/> A <input checked="" type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> FI <input type="checkbox"/> TBD (to be determined)
<b>Date PID Prepared</b>	November 5, 2007
<b>Date of Decision Meeting</b>	November 29, 2007
<b>Date of Board Approval</b>	December 20, 2007

## 1. Country and Sector Background

1.1 Jamaica's economic performance has improved considerably in the last two fiscal years. The GDP growth of 2.5% in FY 06/07 was the highest in a decade and represented an increase from 1.8 % in the previous year. Growth was fueled by strong foreign and domestic private investment, notably in tourism. The annual rate of inflation fell from over 13.2% in FY04/05 to 6.6 in FY 06/07 in line with the MTF target. The progress achieved in the last two years reflects careful policies, enhanced credibility of the monetary authority and the impetus of a favorable global environment. Despite this progress, Jamaica is one of the larger Caribbean economies with income below the regional average and since the late 1990s has had a high debt-to-GDP ratio (estimated at 108.6 for the FY 07/08) which limits policy maneuverability.

1.2 Caribbean States are highly vulnerable to natural disasters--on average, one major hurricane affects a country in the region every 2 years--and have only limited options available to respond. Jamaica was one of the participants of the Caribbean Catastrophe Risk Insurance (CCRI) which came to effect June 1, 2007<sup>1</sup>. The CCRI is a regional disaster insurance facility designed to provide participating governments immediate liquidity if hit by a hurricane or earthquake. For hurricanes, the CCRIF is triggered by a formula that determines severity of impact according to sustained wind speeds and the population density of affected areas, rather than by the value of damage. It is designed to pay out only for a really serious or "catastrophic" event - roughly a 1-in-20 year event. Hurricane Dean, despite causing considerable damage to Jamaica, was a roughly 1-in-10 year event for the island and therefore did not trigger a payment.

### Hurricane Dean<sup>2</sup>

1.3 Jamaica suffered extensive damage due to the passage of Hurricane Dean on August 19, 2007. Weather conditions associated with Hurricane Dean started to affect Jamaica, especially eastern parishes on the morning of Sunday August 19<sup>th</sup>. These conditions spread westward to impact the entire island. As the eye of the Hurricane moved closer to the island weather conditions

<sup>1</sup> CCRIF participating governments are: Anguilla, Antigua & Barbuda, Bahamas, Barbados, Belize, Bermuda, Cayman Islands, Dominica, Grenada, Haiti, Jamaica, St Kitts & Nevis, St Lucia, St Vincent & the Grenadines, Trinidad & Tobago, Turks and Caicos Islands.

<sup>2</sup> This section draws extensively from the Preliminary Assessment of the Socio-Economic and Environmental Impact of Hurricane Dean on Jamaica prepared by the Planning Institute of Jamaica, September 2007

progressively deteriorated. Data collection associated with the passage of Hurricane Dean was limited due to a number of challenges: (a) the main weather station located in the Norman Manley International Airport was blown down on Sunday midday, (b) data from other weather stations was limited due to communication difficulties, (c) rainfall data was limited as a result of the loss of a number of rain gauges and the fact that manual collection of data from most of the stations in remote areas was not possible due to inaccessible roadways.

- 1.4 The projected population of Jamaica when Hurricane Dean struck the island was 2.68 million. Approximately 10 percent of the total population or some 266,326 persons from 170 communities were directly affected by the natural disaster. The Ministry of Health confirmed six deaths due to the hurricane and 630 persons injured. Approximately 1,237 children plus their respective care givers were affected by damage to 19 residential Child Care Facilities. The farming community was amongst the most severely affected by the hurricane, due to location of the area most impacted as well as the overall impact on the agricultural sector. It is estimated that the livelihoods of around 11,000 persons were directly or indirectly affected by the event.
- 1.5 Damage to the education sector was significant. Preliminary reports from the Ministry of Education and Youth indicate that 518 schools and public educational institutions sustained damage worth US\$ 10 million. The damage to schools was mostly roofs, structures, sanitary facilities and fences. Damage losses to the health sector totaled US\$ 4 million. Critical facilities with structural damage have been identified. While direct damage to road infrastructure was relatively small estimates suggest US\$ 15 million will be needed to re-open and repair the infrastructure to minimize long-term disruption of social and economic activities.
- 1.6 The total damage is estimated to be US\$326.94 million. Due to the impact of the hurricane the economic growth targets have been adjusted from 2.1% to 1.1%<sup>3</sup>. Damage and losses in the productive sector represented the greatest portion of impact accounting for over 50.0 percent of the estimated total. There was also significant damage to the environment, Jamaica's infrastructure, schools, and public institutions, as well as a substantial social cost.

### **Government's Strategy**

- 1.7 In preparation for Hurricane Dean a fully functional National Emergency Operations Centre (NEOC) was activated on August 18<sup>th</sup> and a mandatory evacuation order was issued for some 25 coastal and flood prone communities. In response to the impact of the event, the Office of Disaster Preparedness and Emergency Management (ODPEM) carried out several emergency activities such as aerial reconnaissance flights, damage assessment field visits, food drops and delivery of critical relief supplies in the days following the event. Overall 213 shelters were opened housing 5,200 persons. In addition, the GoJ implemented two special hurricane relief benefits package for vulnerable households and pensioners. The cost of emergency activities coordinated and executed by the GoJ was estimated at US\$8.6 million.
- 1.8 The estimated cost of rehabilitation and reconstruction works is between US\$ 257 – 328 million. ODPEM initiated rehabilitation work focused on normalizing the living conditions of victims, while also continuing to reactivate economic activity in the areas affected. Activities to restore

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<sup>3</sup> Planning Institute of Jamaica, Preliminary assessment of the socio-economic and environmental impact of hurricane Dean on Jamaica.

food, health, and employment needs were met through a series of actions taken by public and private sector and NGOs<sup>4</sup>.

- 1.9 The GoJ requested World Bank support for the reconstruction works which are the most crucial and should lead to the full re-establishment of normal living conditions and the country's economic and social development and increase the resilience reducing the vulnerability. The GoJ seeks to bring about the implementation of specific projects that should directly improve the conditions of the most vulnerable population and those living in Quartile IV communities. Additionally, the impact of Hurricane Dean highlighted issues relating to disaster preparedness that need to be tackled. In particular land use, building practices and standards, coastal roads and coastal ecosystems.

## 2. Objectives

- 2.1 The proposed project is a US\$10 million IBRD Emergency Recovery Loan to support the Government of Jamaica in implementing its Sustainable Rehabilitation and Reconstruction Plan (SRRP) for recovery from the Hurricane Dean disaster, and to strengthen its ability to respond to future adverse natural events. **The proposed PDO for the project is to restore access to basic community infrastructure –specifically elementary schools, health centers and critical feeder roads— for selected communities and to strengthen the government's ability to respond to future adverse natural disasters.**

## 3. Rationale for Bank Involvement

- 3.1 The Bank has experience in disaster mitigation and can respond fast. Over the last seven years several disaster mitigation projects related to hurricane and other natural disaster effects have been approved including an Emergency Recovery and Disaster Management Project in St. Vincent and the Grenadines, an Emergency Recovery and Disaster Management Program in The Commonwealth of Dominica, St. Kitts and Nevis, and St. Lucia, and a Natural Disaster Vulnerability Reduction Project in Nicaragua. The recent participation of Bank specialists in the preparation of the CCRIF also increased the region-specific knowledge. The new guidelines on rapid response to crisis increase the Bank's ability to provide a fast, flexible and simple response, as well as the benefit of a project preparation advance<sup>5</sup>.
- 3.2 The project can build on the experience working with the GoJ in two on-going projects. The Government has a proven track record in implementing Bank projects. There are currently two Bank loans under implementation in Jamaica worth US\$ 45 million<sup>6</sup>. The infrastructure components of the project are similar in nature and scope to the type of works that are already being implemented under a Bank's project which will simplify project implementation.
- 3.3 *Donor Coordination.* The Bank will work closely with other donors working in rehabilitation and reconstruction. To date DFID and USAID are the two agencies providing support for rehabilitation of damage due to Hurricane Dean. DFID is supporting rehabilitation of schools through a grant of £257,000.00 for replacement of iron sheets for roofs. The grant is coordinated by UNDP. The final list of schools participating in the proposed loan will exclude those schools

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<sup>4</sup> Including provision of food, potable water, medical attention, control and prevention of diseases, housing repair, improved sanitation services access to affected areas. These actions will overlap with the reconstruction efforts.

<sup>5</sup> The GoJ has requested a US\$ 1 million PPF to do preparatory work for the proposed loan.

<sup>6</sup> The Inner City Basic Services for the Poor (P091299) for US\$ 30 million and the National Community Development Project (P076837) for US\$ 15 million.

that have been selected to receive DFIF support. USAID is supporting the rehabilitation of damaged roofs in 86 houses as well as training on disaster response. The Bank will coordinate with USAID to discuss possible collaboration on training for ODPEM on disaster preparedness and response.

#### 4. Description

4.1 The proposed loan will finance rehabilitation of education, healthcare and feeder roads infrastructure facilities. The preliminary project components are:

- a. Component 1. **Basic and Primary schools.** The project will finance restoration of basic (Early Childhood) and primary schools infrastructure. Priority will be given to those schools that were built under the National Community Development Project (NCDP) and those located in Quartile IV localities<sup>7</sup>.
- b. Component 2. **Community Health Clinics.** The project will finance restoration of Community Clinics including type I, II and III facilities.<sup>8</sup>
- c. Component 3. **Parochial / Feeder roads.** The project will finance restoration of feeder roads infrastructure. Roads will be selected strategically on the basis of (i) access to productive infrastructure and (ii) access to health and educational facilities.
- d. Component 4. **Capacity Building for Disaster Preparedness.** The project will finance studies and activities to strengthen the capacity to better respond to natural disasters taking into account lessons learnt from past events.

4.2 Preliminary lists of the specific facilities that will be included in the project have been prepared by the Jamaica Social Infrastructure Fund (JSIF) in consultation with relevant line ministries. Reconstruction efforts under the project will go beyond rebuilding the damaged infrastructure and will aim for “building better,” taking into account existing best practices in disaster preparedness.

4.3 The prioritization criteria for sub-projects to be taken up under each component would be first priority for any NCDP project that had been damaged by the hurricane followed by sub-projects falling in Quartile IV communities. For the parish roads an additional criteria would also be the critical feeder roads for transport of agricultural produce, given that the agricultural sector had been particularly hard-hit by the hurricane. While prioritizing the infrastructure works efforts would be made to take up integrated investments needed in an area damaged by the hurricane so that the entire program is coherent and had a measurable impact. For example, roads leading up to schools that had been damaged would be repaired along with the school.

#### 5. Financing

Table 1 presents a preliminary list of project components, which will be financed 100% by the Bank .

**Table 1: Preliminary ERL components and estimates**

COMPONENT	Cost (J\$)	Cost (US\$)
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<sup>7</sup> The NCDP (P076837) is a US\$15 million SIL approved by the Board in October 24, 2002 to the Government of Jamaica to finance the provision of basic services and temporary employment opportunities and assist the government’s efforts to promote social and community development, especially amongst the poor.

<sup>8</sup> The primary health centers in Jamaica are decentralized and an administrative unit of a hierarchy of health centers are classified as type 1 through 4. Type 1 health center was the smallest and the simplest health unit, and both type 2 and 3 health unit functioned as referral units for patients from type 1 health centers.

1. Primary and Early Childhood Basic Educational Institutions	604,560,000.00	8,636,571.43	77%
2. Community Based Health Facilities	38,156,100.00	545,087.14	5%
3. Parochial/Agricultural Feeder Roads	130,696,879.00	1,867,098.27	17%
4. Capacity Development for Disaster Management and Mitigation	9,000,000.00	128,571.43	1%
<b>TOTAL</b>	<b>782,412,979.00</b>	<b>11,177,328.27</b>	

**Exchange Rate (US\$1.00:J\$70.00)**

## 6. Implementation

- 6.1 The GoJ has indicated that JSIF will serve as the implementing agency for the proposed loan. JSIF has an established track record in implementing GoJ poverty alleviation projects including the two ongoing Bank-financed projects referred to above. JSIF has developed a core competence in Bank safeguard policies and financial management and procurement procedures. JSIF is also currently implementing OPEC, CDB and EU-financed social/community-level infrastructure investment programs along the lines of the NCDP initiative. JSIF has a well established management structure that aims to ensure efficiency, effectiveness and innovation in implementation. The Board of Directors, which meets on a monthly basis, will provide general oversight and policy direction during project implementation and will review the results of periodic monitoring and evaluation activities. For on-going projects a Steering Committee has been formed. This includes representatives from PIOJ, Cabinet Office, NSWMA, NHT, NHDC and the Ministries of Land and Environment, Water and Housing and Local Government and other agencies. The Steering Committee has met on a bimonthly basis to review progress in preparation. It is expected that such a facility can also be applied to the proposed loan.
- 6.2 JSIF internal management will participate in internal management reviews and bid evaluation committees and will give guidance to implementation activities. Management review and committee meetings are held on a weekly basis. The ICbsp unit within JSIF will be led by a Project Manager and will oversee daily implementation. The project will recruit a full staff of supervision engineers, finance specialists, procurement specialists, community liaison officers, crime and violence specialists, social specialists, environmental and safeguards specialists and other administrative staff.
- 6.3 Operations Manual: JSIF's Operational Manual (OM) prescribes a project preparation and implementation process that involves participation of the project community at all key steps. This participatory process facilitates the consideration of environmental aspects as it integrates into the project cycle disclosure of project information to, and consultation with, the community. The updated JSIF Operational Manual, approved by the JSIF Board on February 22, 2006, contains the key financial procedures that cover the needs of the project, including for the community subprojects. Procedures associated with the implementation of the microfinance subcomponent have been adequately developed in a microfinance annex to the Operations Manual. Further improvements, including on budgeting, reporting and internal control procedures are included in the financial management chapter. The ICbsp operational manual is available at <http://icbsp.jsif.org/>. The existing Environment Management and Land Acquisition and Resettlement Policy Frameworks which are part of the JSIF Operations Manual and will be applied to the proposed loan.

6.4 Coordination in Implementation: As in the other on-going projects, due to the multi-sectoral nature of the project, a range of partner public agencies, donors and external institutions will be associated with the implementation of project components. The project will rely on cooperation agreements – or MoU – with key project partners such as the Ministry of Education and Youth, the Ministry of Health and the Parish councils.

6.5 Inter-agency coordination: Given the broad spectrum of agencies that will be involved in the project, quarterly review meetings will be held with all partner agencies involved in implementation.

## **7. Sustainability**

7.1 The infrastructure components of the project are similar in nature and scope to the type of works that JSIF, their consultants and contractors have been designing and implementing over the past 5 to 8 years. The buildings and local roads are generally simple, employing standard details and least cost design, and the quality of supervision and construction by JSIF and their contractors is good. JSIF staff and managers have acquired extensive design and construction experience and also developed a comprehensive cost data base which will facilitate competitive bidding. Very few facilities built by JSIF through the Bank-financed National Community Development Project (NCDP) were reported to have been seriously damaged by Hurricane Dean. The technical ministries and parish councils have been relying on JSIF to deliver social and economic infrastructure of good quality and in a timely fashion. Maintenance by the communities is generally still weak, therefore this project will include in the construction contracts a 3-year maintenance period by the contractors in the construction contracts.

7.2 The reconstruction program will aim to build back better wherever necessary and possible, especially with regard to resistance to a higher category of hurricane. Sanitation blocks with septic tanks will be added where feasible, and higher standards of construction will be used within the available financial envelope. In this context, the Ministry of Education has developed a draft improved building code and standards that could be used for the reconstruction program. Building on this work by the ministry, the project will finance technical assistance to disseminate better building standards and practices, and provide training materials and courses for contractors and communities.

7.3 As far as parish council roads are concerned, building back better means that a better road base, improved drainage (ditches, culverts) and stabilization of slide areas (retaining walls), and other measures as necessary will be employed to build a higher quality road that will stand up to hurricane conditions and flooding. For schools and health clinics, building back better could mean relocating the facilities to a safer location in they are found to be in high-risk areas prone to future damages from natural disasters.

## **8. Lessons Learned from Past Operations in the Country/Sector**

8.1 *To avoid reconstruction delays, streamlined decision-making and procedures for contracting civil works should be put in place early.* Based on the experience during reconstruction after Hurricane Ivan in 2004 a cabinet-approved emergency procurement procedure should be employed to speed up contract awards. Also JSIF, an experienced implementation agency that was already involved in the Hurricane Ivan reconstruction program will be responsible for project implementation.

8.2 *In countries prone to natural disasters, emergency projects should seek to mainstream disaster*

*mitigation.* Appropriate better design standards to withstand higher category (strength) hurricanes have been drafted by the government. Building and infrastructure designs are being prepared with recurrent disasters in mind. Training and other suitable means of dissemination will be employed to promote wider use of the higher building standards.

8.3 *Infrastructure maintenance is one of the most important features that can be used to protect against future disasters.* Maintenance for the first three years will be included in the construction contracts while efforts will be made to motivate and train the responsible agencies and communities to take on maintenance of the facilities.

8.4 *Supervision needs to be relatively intensive.* Emergency loans are put together over a much shorter time period; so many details are left to be defined during project implementation. Flexibility will be required to deal with changing post-disaster conditions; therefore more supervision effort will be applied to this project.

## 9. Safeguard Policies (including public consultation)

<b>Safeguard Policies Triggered by the Project</b>	
<u>Environmental Assessment (OP/BP 4.01)</u>	<b>X</b>
Natural Habitats (OP/BP 4.04)	
Pest Management (OP 4.09)	
Physical Cultural Resources (OP/BP 4.11)	<b>X</b>
Involuntary Resettlement (OP/BP 4.12)	<b>X</b>
Indigenous Peoples (OP/BP 4.10)	
Forests (OP/BP 4.36)	
Safety of Dams (OP/BP 4.37)	
Projects in Disputed Areas (OP/BP 7.60)*	
Projects on International Waterways (OP/BP 7.50)	

9.1 The project is considered Category “B”, and OP 4.01 is triggered. All works are expected to be small scale, generating only minor and localized environmental impacts that can be easily identified, mitigated and managed. Works will focus on rehabilitation and improvement of existing buildings and feeder roads that were damaged during the hurricane. No large scale, significant and/or irreversible impacts are expected. In the education sector, only early childhood and primary/basic schools will be rehabilitated. In the health sector, only level 1-3 health facilities (e.g. no hospitals) will receive rehabilitation and repairs. In the road sector, only the rehabilitation of parish council roads will be included, with works taking place within existing rights-of-way. The largest impacts may be associated with cases where damaged schools are located in particularly risk-prone areas; in these cases, the project would aim to finance not just their rehabilitation, but also their relocation to a new and safer site, if and where land is available. Nonetheless, all potential subprojects fall within the range of types of subprojects already financed by JSIF, and therefore also within the scope of JSIF’s existing environmental management procedures as laid out in the Environmental Management Framework developed under the IC BSP project and applicable to all JSIF investments. Such procedures – including site screening, public consultations and information dissemination, inclusion of EMPs in bidding documents, and supervision of environmental aspects during construction – and will be applied to all investments under the ERL.

9.2 As with any project involving civil works, particularly in populous areas and on existing buildings, the possibility of impacts to physical cultural resources exists. OP 4.11 is therefore also triggered. JSIF’s

\* By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties’ claims on the disputed areas

Environmental Management Framework includes provisions to identify any impacts to physical cultural resources as part of the environmental screening process for subprojects, and “chance find” procedures are included in all works contracts. Given the project’s focus on rehabilitating existing infrastructure, no impacts to natural habitats are expected; nonetheless, JSIF’s environmental screening checklist includes questions to verify at the subproject level that no natural habitats impacts will occur, and to ensure subprojects are redesigned to avoid any such impacts if identified.

9.3. Involuntary resettlement is a possibility under the project, although it is not considered likely. Most works will consist of rehabilitation of existing infrastructure, particularly roofs which were lost or damaged during the hurricane. Regarding the rehabilitation of parish council feeder roads, JSIF’s prior experience with these sorts of roads is that the rights-of-way are generally free of squatters or other encumbrances (such as land use for livelihood means) whose removal would trigger OP 4.12. However, given that the definitive list of project investments is not yet available, the possibility of displacement (either physical or of economic activities) cannot be ruled out, particularly in the case of any schools that need to be relocated to new sites. The policy is therefore considered to be triggered, and any potential instances of resettlement will be handled as per the existing procedures outlined in JSIF’s Land Acquisition and Resettlement Framework, which was developed under the ICBSP project and currently applies to all JSIF-financed investments.

9.4 JSIF’s capacity to implement the required measures was reviewed during preparation of the proposed loan, and was deemed to be sufficient to absorb the additional workload generated by the proposed project’s activities. A full-time Environmental Officer (EO) oversees all aspects of implementing the EMF, including ongoing training and “refresher courses” for JSIF social and technical staff who work with communities, conduct site screenings and design mitigation measures at the subproject level. Environmental screening information is fully integrated into JSIF’s Monitoring Information System (MIS), and the EO plays an active role in reviewing and providing quality control (through follow-up site visits when necessary) on the screening and subsequent definition of necessary mitigation measures for each subproject. The EO coordinates with JSIF’s Legal Officer with respect to all land acquisition and land tenure issues, to ensure appropriate documentation is on file and to ensure projects are redesigned or re-sited when possible to avoid causing involuntary resettlement. If resettlement is necessary, the EO and Legal Officer would coordinate to oversee implementation of required measures.

9.5 JSIF’s capacity will furthermore continue to be strengthened during the lifetime of the proposed operation, through the project management component as well as through the ongoing parallel implementation of the ICBSP project. In addition, JSIF is currently seeking ISO 14001 certification for its environmental management systems, and is on track to complete the certification process by October 2008. The agency’s commitment to mainstreaming environmental management responsibilities and awareness into all aspects of its operations is solid. Areas for further strengthening of JSIF’s capacity relate to better streamlining of the environmental monitoring system in the MIS, and continuation of ongoing training of project officers to conduct screening of environmental and land acquisition issues. Both of these challenges are being actively worked on by the EO.

9.6 Initial consultations on JSIF’s Environmental Management Framework and Land Acquisition and Resettlement Framework took place during the preparation of the ongoing ICBSP project. Given that the ICBSP project is considered a “country systems pilot” project for safeguards, an extensive Equivalence and Acceptability Assessment was prepared as part of the process of developing the two Frameworks mentioned above. JSIF, the National Environmental and Planning Agency (NEPA) and the Bank jointly organized a public consultation workshop on November 1, 2005 attended by over sixty people, representing NGOs, consultants, donor agencies, and other Government departments to discuss the Equivalence and Acceptability Assessment. The participants expressed their support to the proposed pilot approach and endorsed the proposed gap filling measures. JSIF then conducted consultations on January 13, 2006, on the Land Acquisition & Resettlement Policy Framework and the Environmental Management Framework, with participation by representatives of all 12 beneficiary communities under

ICBSP and NGOs. A total of 73 persons participated in the consultation, which endorsed the Frameworks. Feedback from communities was also solicited through a rapid voluntary questionnaire to which over 34 percent of households responded. Since then, ongoing outreach and feedback solicitation has taken place through the implementation of subprojects under ICBSP, including frequent informal dialogues between JSIF community liaison officers (CLO), technical consultants and community leaders and residents.

9.7 In addition, community participation is an integral part of the preparation of each subproject. Once a subproject is identified by JSIF and the line ministry as a priority to be financed under the Emergency Recovery Loan, a JSIF Social Officer will visit the community and discuss project design aspects with local stakeholders. Local perspectives and views – including on potential environmental and social management aspects – are thus taken into consideration in the earliest phases of subproject design. Given the urgency of getting works underway for the purposes of speedy recovery from the effects of Hurricane Dean, the design process will be somewhat more centrally managed; nonetheless, a point will be made to ensure communities are aware of designs and have the opportunity to provide input. When construction activities are to get underway, information on the nature and scope of works is furthermore posted at the site.

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