

BOARD APPROVAL
Lapse-of-Time Basis

21 October 2019

FOR INFORMATION

MEMORANDUM

TO : THE BOARDS OF DIRECTORS

FROM : Vincent O. NMEHIELLE
Secretary General

SUBJECT : CENTRAL AFRICAN REPUBLIC: BANGUI/MPOKO INTERNATIONAL
AIRPORT MODERNISATION SUPPORT PROJECT – PHASE I (PAMAB-I)*

TSF (PILLAR I) GRANT OF UA 1.00 MILLION
ADF GRANT OF UA 0.118 MILLION (FROM CANCELLATIONS)

The attached **Grant Proposals** and Draft **Resolutions** related to the above-mentioned project were submitted for your **consideration on a lapse-of-time basis** on 7 October 2019.

Since no objection was received by 5:00 pm on 21 October 2019, **the said grant proposals are considered as approved and the Resolutions adopted.**

Attach:

Cc.: The President

***Questions on this document should be referred to:**

Mr. O. DORE	Regional Director	RDGC	Extension 4902
Mr. G. PENN	General Counsel	PGCL	Extension 3220
Mr. J.K. N'GUESSAN	Country Manager	RDGC.1	Extension 2282
Ms. A.M. MECCA	Division Manager	PGCL.1	Extension 3309
Mr. A. KARANGA	Division Manager	RDGC.2	Extension 2607
Mr. P. NGWALA	Task Manager	RDGC.2	Extension 1639
Mr. P. HORUGAVYE	Co-Task Manager	RDGC.4	Extension 2543

AFRICAN DEVELOPMENT BANK GROUP



BANGUI/MPOKO INTERNATIONAL AIRPORT MODERNISATION SUPPORT PROJECT – PHASE I (PAMAB-I)

COUNTRY: CENTRAL AFRICAN REPUBLIC

PROJECT APPRAISAL REPORT

Date: May 2019

Project Team	Team Leader	Augustin KARANGA, Chief Transport Economist	RDGC.1	2607
		Philippe NGWALA, Chief Development Economist	RDGC.2	1639
		Jean Chrysostome MORISSI, Senior Social Development Officer	COCF/RDGC.2	7180
		Diguemba TILENGAR, Procurement Officer	COCF/SNFI.1	6348
		Sidick O. MAOULOUD, Financial Management Expert	COTD/SNFI.2	6206
		Patrice HORUGAVYE, Environmental and Social Safeguards Coordinator	RDGC.4	2543
	Regional Director	Mr. Ousmane DORE	RDGC.0	4902
	Regional Division Manager	Mr. Joseph K. N'GUESSAN	RDGC.1	4108
	Sector Division Manager	Mr. Jean Kizito KABANGUKA	PICU.1	2143
	Sector Director	Mr. Amadou OUMAROU	PICU	3075
Peer Reviewers	Ag. Country Manager.	Mr. Léonce YAPO	RDGC.0/COCF	3354
	Mr. Stefan ATCHIA, Transport Specialist		PICU.3	1611
	Mr. Pierre More NDONG, Principal Transport Engineer		RDGC/COCM	6830
	Mr. Romain P. M. EKOTO, Chief Air Transport Officer		PICU.1	4538
	Mr. Youssef KONE, Regional Integration Coordinator		RDGC.0	5766

RDGC
October 2019

AFRICAN DEVELOPMENT BANK GROUP



BANGUI/MPOKO INTERNATIONAL AIRPORT MODERNISATION SUPPORT PROJECT – PHASE I (PAMAB-I)

COUNTRY: CENTRAL AFRICAN REPUBLIC

PROJECT APPRAISAL REPORT

RDGC

October 2019

Translated Document

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Currency Equivalents

(May 2019)

UA 1= USD 1.38

UA 1= EUREUR 1.24

UA 1= CFAF 798.78

Fiscal Year

1 January – 31 December

Weights and Measures

1 tonne (t)	= 2204 lbs.	1 millimetre (mm)	= 0. 03937 inches
1 kilogramme (kg)	= 2.204 lbs.	1 kilometre (km)	= 0.62 miles
1 metre (m)	= 3.28 feet	1 hectare (ha)	= 2.471 acres

Acronyms and Abbreviations

ACI	Airports Council International
ADF	African Development Fund
AFCAC	African Civil Aviation Commission
AFD	French Development Agency
AGA	Aerodromes and Ground Aids
AIG	Aircraft Accident and Incident Investigation
AIR	Aircraft Airworthiness
ANAC	National Civil Aviation Agency
ANS	Air Navigation Services
APEX/CI	Airport Excellence Programme (APEX) in Security
ASECNA	Agency for the Safety of Air Navigation in Africa and Madagascar
ASSA-AC	Agency for the Supervision of Air Safety in Central Africa
BDEAC	Development Bank of Central African States
BPW	Building and Public Works
CAB	Central Africa Fibre-Optic Backbone Project
CAR	Central African Republic
CO ₂	Carbon dioxide
CSP	Country Strategy Paper
DGAC	Directorate-General of Civil Aviation
ERR	Economic Rate of Return
ESIA	Environmental and Social Impact Assessment
ESMP	Environmental and Social Management Plan
GEF	Global Environment Facility
Hi-5s	Bank's Hi-5 Priorities
ICAO	International Civil Aviation Organisation
IMS	Integrated Management System
LED	Light-Emitting Diode
LTS	Bank's Long-Term Strategy

MTAC	Ministry of Transport and Civil Aviation
MUA	Million Units of Account
NPV	Net Present Value
OPS	Inspector's Handbook for the Operational Safety of Aircraft
PAMAB	Bangui/Mpoko International Airport Modernisation Support Project
PCN	Project Concept Note
PEL	Inspector's Handbook for Training Organisation and Personnel Licensing
PPP	Public-Private Partnership
RCPCA	CAR National Recovery and Peacebuilding Plan
SME	Small and medium-sized enterprises
TSF	Transition Support Fund
UA	Unit of Account
XR	X-rays

Information Sheet on Bangui/Mpoko International Airport Modernisation Support Project Phase I (PAMAB-I)

Client Information

DONEE: Government of the Central African Republic

EXECUTING AGENCY: National Civil Aviation Agency (ANAC)

Financing Plan

Source	Amount (UA)	Instrument
TSF (Pillar I)	1,000,000	Project Grant
ADF (Cancellations)	118000	Project Grant
TOTAL COST	1,118,000	

AfDB'S Key Financing Information

Grant currency	Unit of Account
Interest rate type	Not applicable
Interest rate spread	Not applicable
Other fees	Not applicable
NPV (baseline scenario)	CFAF 271.34 million
ERR (baseline scenario)	20.54 %

Timeframe – Main Milestones (expected)

Concept Note Approval	May 2019
Project Approval	October 2019
Effectiveness	October 2019
Completion	December 2022
Last Disbursement	December 2022

PROJECT SUMMARY

Project Overview

1. The Central African Republic (CAR) is a landlocked country covering an area of 623,000 km². It has common borders with Cameroon to the West, Democratic Republic of Congo (DRC) and the Republic of Congo to the South, with Sudan to the East and Chad to the North. The mostly rural population was estimated at 4.7 million in 2015 with an annual growth rate of almost 2%. With a GDP per capita of USD 382 in 2018, CAR is one of the poorest countries in the world. The latest estimates based on recent GDP trends show that the national poverty rate exceeded 75% in 2017. Moreover, out of the 189 countries and territories listed on the Human Development Index (HDI), the Central African Republic was ranked 188th in 2018 with a score of 0.367. On the humanitarian front, conflicts have left nearly 6,300 people dead and more than 800,000 internally displaced persons and refugees in neighbouring countries. In addition, the results of the Integrated Food Security Phase (IPC) classification of September 2018 indicate a deterioration of the situation with a rise in the number of people in Phase 3 and above, or nearly 2 million people (more than 40% of the total population) requiring urgent food action. Similarly, the country is struggling to benefit from the youth dividend of its population estimated at 5.7 million inhabitants with 62% of young people aged 15 to 34 but whose unemployment rate is particularly high as more than 4/5 of job seekers are under 35 years old and mostly unskilled.

2. Against this backdrop, the development strategies prepared by the Government aim, in particular, to provide people with free access to public services and infrastructure. Furthermore, because of the country's landlocked nature, connectivity with neighbouring countries and regional integration represent major development challenges. With regard to this concern, transport is a top priority for ensuring trade promotion and the country's security. Multi-sector transport strategies have been designed, including the air transport subsector as part of a holistic approach to tackling the issue of the country's landlocked situation as well as issues linked to the institutional, legislative and regulatory framework governing the sector.

3. Like other countries in the Central African sub-region, CAR faces several challenges in the air transport subsector including levels of safety and security below the targets for Africa, infrastructure that is non-compliant with ICAO Recommended Standards and Practices as well as inadequate staffing in terms of quantity and quality. Indeed, the air transport subsector remains largely undeveloped. Bangui/Mpoko, the country's only international airport was commissioned in 1967 and only four out of forty-two aerodromes have an asphalt runway. International air traffic, while characterised by a lack of air links, grew on average by 14% over the past decade. Domestic traffic is limited to humanitarian flights.

4. Bangui Airport no longer meets the operational requirements of a modern international airport, particularly in terms of security, safety, available surface area, arrival capacity, passenger processing, baggage delivery times, facilitation, amenities offered to operators and congestion of the aircraft parking area. Few investments have been made in this infrastructure to adapt it to the requirements of comfort and quality of service and ICAO Recommended Standards and Practices. This situation underscores the worrisome level of air transport service, which could ultimately lead to the downgrading of the country's only international airport or even its closure to leading regional and international airlines.

5. In general, poor compliance with ICAO recommendations for air transport security/safety remains a major concern. Indeed, the most recent Universal Safety Oversight Audit Programme (USOAP) carried out from 31 August to 5 September 2007, revealed a number of shortcomings in terms of human resources, management, equipment and

infrastructure and concluded that the level of safety and security in CAR was 7.45%, far below its neighbouring countries of Cameroon (52.38%), Democratic Republic of Congo (26.68%) and Chad (35.78%).

6. However, it is worth noting the establishment of the National Civil Aviation Agency (ANAC) as a first step towards implementation of the ICAO recommendations. ANAC is a public organisation responsible for the implementation and monitoring of regulations, supervision, continuous surveillance and management of civil aviation activities in CAR. In addition, the proposed ANAC roadmap for the 2018-2020 period sets out the air transport security and safety actions required to address the weaknesses and shortcomings noted. These airport-related efforts were combined with the adoption of an infrastructure modernisation plan focused on: (i) construction of the Bangui/Mpoko airport perimeter fence; (ii) extension and reorganisation of the air terminal and (iii) rehabilitation of secondary airports.

7. Therefore, the Bank's intervention under PAMAB is justified as a bid to support CAR by adopting a gradual approach for implementation of the air transport sector modernisation plan by: (i) upgrading air transport facilities and services at Bangui/Mpoko International Airport; (ii) improving airport security and safety and building the platform's security/safety capacities. PAMAB is urgently needed by CAR in this context of non-compliance and shortcomings in airport security and safety as recalled above. Its implementation will contribute to a significant improvement in air transport subsector performance in CAR and enhancement of the country's civil aviation image. It will also contribute to launching air cargo export activities that will expand with the development of high-potential, job-creating agricultural subsectors. The project will be implemented in two phases:

- (i) phase 1 consisting in the partial upgrading of the air terminal
- (ii) phase 2 concerning: i) the supply and installation of conveyance and safety equipment additional rehabilitation work on the terminal (ground floor, following phase I) and ii) capacity building of the Civil Aviation Administration, as part of institutional support to the subsector.

8. The estimated cost of Phase I, the subject of this Project, is estimated at 1.118 million units of account. The cost of Phase II, which will be appraised in 2020, is estimated at approximately UA 8 million units of account.

9. The Project, thus limited to Phase I of the operation, will be financed entirely by the Bank through a grant of one million Units of Account, from the resources of Pillar I of the Transition Support Facility (TSF) and an ADF grant of 0.118 million Units of Account from cancellations. This programme-based approach aims to help launch the airport's modernisation activities and to demonstrate the Bank's willingness to support CAR in the drive to improve its transport system.

Needs Assessment

10. PAMAB draws on the successive audit reports of ICAO, AFCAF, ASSA-AC, the French DGAC and ACI between 2017 and 2018, which pointed out major shortcomings and examples of non-compliance in the areas of security and safety as well as air transport. This project was designed based on preliminary designs prepared with Bank financing with the assistance of an architect specialised in airport development, which contributed to the identification of activities to be implemented to modernise Bangui Airport's terminal building and provide safety, security and facilitation equipment.

11. In addition, the project derives from ANAC's proposed roadmap for the 2018-2020 period and which contains the air transport security and safety actions required to address the weaknesses and shortcomings observed.

12. The Bank's intervention under PAMAB, which is in keeping with the main thrusts of the CAR civil aviation reform embarked upon, will bring the facilities and services of Bangui International Airport up to international standards. It complements the activities aimed at building the capacity of ANAC as a national authority responsible for control and surveillance of the air transport subsector.

Bank's Value Added

13. The Bank has intervened in airport infrastructure rehabilitation and extension as well as air navigation aid equipment operations, particularly in Morocco and, more recently in DRC under the Priority Air Safety Project (PPSA). All these projects are structured around components focused on infrastructure rehabilitation, equipment modernisation and technical capacity building. The Bank also has proven experience in financing similar air transport projects. Under PAMAB, the Bank's intervention will create synergies with the other Technical and Financial Partners (TFP), including the French Development Agency (AFD) and BDEAC which have undertaken to finance the construction of Bangui Airport's perimeter fence as well as ASECNA and Saudi Arabia for the works on the airport's runway or with other structures or programmes such as ICAO, ACI and SSATP.

Knowledge Management

14. Knowledge management under PAMAB will be achieved through project monitoring and evaluation which will be implemented by a unit set up at ANAC whose capacity will be built by a fiduciary team. The establishment of a baseline situation for key performance indicators at project commencement and impact assessment on its completion will provide useful information on outcomes and impacts. This knowledge will be incorporated in the country's transport infrastructure database at the level of the technical ministries and published on the ANAC and ASECNA websites. It will be disseminated through the Bank's website in annual reports, the completion report, and the ADF post-evaluation report and will also be used to update the Country Strategy Paper for CAR.

Results-Based Logical Framework

Country and Project Name: CAR / BANGUI/MPOKO INTERNATIONAL AIRPORT MODERNISATION SUPPORT PROJECT						
Project Goal: Contribute to the improvement of air transport security and safety in CAR						
IMPACT	RESULTS CHAIN	PERFORMANCE INDICATORS			MEANS OF VERIFICATION	RISKS/ MITIGATION MEASURES
		Indicator (including CSI)	Baseline Situation	Target		
		Role of air transport in serving CAR consolidated by providing secure, safe, efficient and high-quality airport services that comply with international standards	Compliance rate of Bangui International Airport with central government’s international standards on aerodromes and ground aids (AGA)	In 2019 8% compliance rate	In 2022 50 % compliance rate	Source : ICAO audits
OUTCOMES	Outcome 1: Arrival and processing capacity built for flights at Bangui Airport.	Annual passenger traffic level;	In 2019 372,000 pax/year	In 2022 450,000 pax/year	IATA/ ANAC Statistics	
		Freight traffic level	2,000 tonnes/year	5,000 tonnes/year		
	Outcome 2: Level of satisfaction of Bangui Airport users has improved.	Level of satisfaction of Bangui Airport users	In 2018 50 % of airlines and passengers satisfied with Bangui Airport platform services	In 2022 80 % of airlines and passengers satisfied with Bangui Airport platform services	Satisfaction surveys	

OUTPUTS	Output A : Airport Safety <i>A-I/II – Departure and Arrival Halls</i> Supply and installation of airport conveyance equipment Supply and installation of electrical and automation equipment and software <i>A-III – Safety Equipment</i> Supply and installation of equipment for the control of passengers, cabin and hold baggage: Supply of furniture/police Misc. Items of furniture, maintenance contracts, lots of spare parts	<i>A-I/II – Number of complete baggage conveyor systems installed</i> <i>A-III – Number of modern hand and hold baggage control systems installed</i> <i>Number of batches of modern, ergonomic furniture delivered</i>	In 2019 <i>A-I/II</i> - 0 baggage conveyor systems installed (Departures and Arrivals) <i>A-III</i> – 0 modern cabin and hold baggage control systems installed 0 lots of modern, ergonomic furniture supplied	In 2022 <i>A-I/II</i> - 2 complete baggage conveyor systems installed (Departures and Arrivals), including 14 check-in desks; 11 baggage drop-off and weighing belts; 11 weighing systems; 1 conveyor belt; 3 baggage carousels; 1 oversized baggage weighing scale; 14 roller conveyors; 4 roller shutters; 2 lots of electrical, automation equipment and software; <i>A-III</i> – 2 modern <u>cabin</u> and <u>hold</u> baggage control systems installed, including: 10 XR machines; 6 security checkpoints; 10 metal detectors; Supply of furniture/ police; 1 electrical, automation equipment and software 1 batch of modern, ergonomic furniture supplied, including: 7 police booths; 80 waiting seats; 150 rope barriers; 250 individual baggage carts; Signed maintenance contracts and batches of spare parts supplied.		

OUTPUTS	Output B : Airport Facilitation and Security B-I – Airport Terminal building renovation works (ground and first floors) B-II – Security/facilitation and other equipment B-III – Building and equipment of electric power plant; air-con, parking area, roads and utility services	B-I - Surfaces renovated B-II – Type /amount of security/facilitation equipment supplied and installed B-III – Number of electric power plants constructed and equipped; state of air terminal air conditioning ; status of rehabilitation of parking area and roads and utility services	B-I - 0 m² of renovated surfaces, B-III – 1 electric power plant constructed and equipped; Air conditioning not operational in terminal ; parking area and roads and utility service networks not rehabilitated	B-I - 5,303 m² of surface area renovated, comprising 3,241 m² on the ground floor and 2,042 m² on the first floor B-II – Security/facilitation equipment supplied and installed including; 2 elevators; 2 escalators ; 1 integrated energy/solar energy efficiency system installed; 1 set of furniture; 1 public address system; 1 flight information display system; 1 time distribution system; & signage system; 1 video-surveillance system; B-III – 2 electric power plants constructed and equipped including 1 modern new plant; modern air conditioning installed ;parking area and roads and utility service networks not renovated		
	Output C: ANAC capacity building: C-I: Preparation of Regulations and various indicative elements; C-II: Organisation and training of ANAC technical staff in safety/security; C-III: Certification of Bangui Airport	C-I : Implementation rates of EC-2 (Regulation), EC-3 (Organisation) and EC-5 (Technical Guidance) in safety and security C-II : CAR compliance rate (EC-4 - Qualification and training of technical staff) in Safety (including AIG) and Security Number of Experts trained C-III: Bangui Airport Compliance Rate	In 2019 C-I : EI EC 2 : 9.47% EI EC3 : 11.11% EI EC5 : 4.961% C-II : EI EC4 : 1.47% C-III: 17%. O Expert trained	In 2022 EI EC2 : 70% EI EC3 : 70% EI EC5 : 70% EI EC4 : 60% C-III : 60% 50 Experts trained	OACI audit reports and ANAC auto-evaluation	

KEY ACTIVITIES	COMPONENTS	RESOURCES (IN MUA)
	Component A - Airport Facilitation and Security: Partial development of the terminal floor	0.982
	Component B - Project Management, Monitoring and Audit	0.136
	TOTAL	1.118
	<i>RBLF has integrated the 2 phases of the project in order to have a comprehensive view of the results chain.</i>	

Project Implementation Schedule – PAMAB -I

		2019						2020												2021											
		7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12
GENERAL ACTIVITIES																															
Project approval																															
Signing of grant protocol agreements																															
Effectiveness of grant prtocol agreements																															
Publication of general procurement notice																															
WORKS (Upper level)																															
Procurement of building works contracts																															
Execution of building works' contracts																															
SERVICES																															
Award of contracts for technical assistance to the Contracting Authority																															
Execution of technical assistance to the Contracting Authority																															
Procurement of audit contract																															
Procurement of monitoring and evaluation of project impacts																															
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REPORT AND RECOMMENDATION OF THE MANAGEMENT OF THE BANK GROUP TO THE BOARDS OF DIRECTORS ON PROPOSED GRANTS TO THE CENTRAL AFRICAN REPUBLIC TO FINANCE THE BANGUI/MPOKO INTERNATIONAL AIRPORT MODERNISATION SUPPORT PROJECT (PAMAB) – PHASE I

Management submits this report and its recommendation on: a proposed (i) grant of UA 1 million from the resources of Pillar I of the Transition Support Facility (TSF); and (ii) ADF grant of UA 0.118 million from cancellations to the Central African Republic to finance Phase I of the Bangui Mpoko Airport Modernisation Support Programme (PAMAB-I).

I. Strategic Thrust and Rationale

1.1 Project Linkages with Country Strategy and Objectives

1.1.1 The Bank's intervention is in keeping with the strategic objectives of the CAR National Recovery and Peacebuilding Plan (RCPCA) covering the 2017-2021 period, especially with its 3rd pillar that targets economic recovery and the revival of productive sectors. Indeed, the aim of this plan is to boost economic development through growth-bearing sectors such as agriculture, mining, wood, by providing them with a more enabling business environment and appropriate infrastructure services that are essential to address drivers of fragility in a bid to break the cycles of chronic instability and the vicious cycle of fragility/conflict-poverty which is impeding the country's growth. It should be noted that the Government's actions in the transport sector are based on development hub strategies that factor in the demographic, economic and security characteristics of the country's different regions. They also provide for structural reforms to be carried out based on discussions between the Government and Technical and Financial Partners with a view to reviving and modernising the infrastructure of the different transport modes.

1.1.2 The Bank's CSP for CAR covering the 2017-2021 period is focused on the following 2 pillars: 'agricultural development and infrastructure support for social inclusion' and institutional capacity building and governance.' These two pillars will boost economic development through growth-bearing sectors (agriculture, mining, forestry, etc.) by providing them with a more enabling business environment and appropriate infrastructure services that are essential to mitigate the factors of in a bid to break the cycles of chronic instability and the vicious circle of fragility/conflict-poverty in CAR. This project is in line with the Strategy's first pillar.

1.2 Rationale for Bank's Involvement

1.2.1 Successive audits of ICAO, AFCAC, ASSA-AC, the French DGAC and ACI have identified shortcomings and examples of non-compliance in the areas of air transport security and safety in CAR. These include the following: (i) safety material and equipment is insufficient and those items currently in use are either extremely obsolete or inadequate (scanners, screening check points, telescopic search mirrors, magnetometers, explosive trace detectors...); (ii) the premises for equipment and security staff are in an advanced state of dilapidation and require urgent rehabilitation work; (iii) the cargo inspection/screening procedure is not carried out using X-ray equipment, which limits the possibilities of importing and exporting by air; (iv) passenger and baggage inspection/screening has many vulnerable areas. The training needs of personnel and safety and facilitation inspectors/instructors are expressed to ensure familiarisation with the features and

instructions for use of images (XR), doubt removal and random selection procedures. In addition, under present conditions with no training, safety measures are implemented in different ways. There is no inspection/screening procedure in failure mode and the ergonomics of XR operators' workstations is not appropriate (confined premises, poor installation of equipment, faulty air conditioning/ventilation, etc.)

1.2.2 Overall, Bangui Airport does not meet the operational requirements of a modern international airport, particularly in terms of security, safety, available surface area, arrival capacity, passenger processing, baggage delivery times, facilitation, amenities offered to operators and congestion of the aircraft parking area. Few investments have been made in this infrastructure to adapt it to requirements of comfort and quality of service and ICAO Recommended Standards and Practices. This situation underscores the worrisome level of air transport service, which could ultimately lead to the downgrading of the country's only international airport or even its closure to leading regional and international airlines.

1.2.3 The Bank's intervention under PAMAB-I is, therefore, justified in a concern to support CAR by adopting a gradual approach by: (i) upgrading air transport facilities and services at Bangui/Mpoko International Airport; (ii) improving airport security and safety and building the platform's security/safety and building the platform's security and safety capacity. The project is a major need for CAR in a context of non-compliance and shortcomings in airport security and safety. Its implementation will contribute to a significant improvement in air transport subsector performance in CAR and enhancement of the country's civil aviation image. It will also contribute to the launching of air cargo export activities that will expand with the development of high-potential, job-creating agricultural subsectors.

1.2.4 The project is also aligned with: (i) the Ten-Year Strategy (TYS) designed, among others, to boost growth in Africa through infrastructure development and; (ii) the Bank's High 5s in particular, the following: 'Industrialise Africa' and 'Integrate Africa'. These priorities aim to improve infrastructure.

1.3 Aid Coordination

1.3.1 The main donors intervening in the air transport sector are the European Union, French Development Agency (AFD), BDEAC, the Saudi Development Fund and ASECNA. The partners' interventions, in particular those of AFD, BDEAC and ASECNA have, until now been focused on ensuring the security of Bangui Mpoko airport by, among others, constructing an almost 12km long perimeter fence around the airport, rehabilitating airport pavements and associated markings, approach lights and providing security equipment for the arrival of international air traffic. This project is financed to a maximum amount of EUREUR 7.88 million, i.e. the equivalent of CFAF 5.17 billion, in the form of two grants and government counterpart funding of CFAF 200 million.

1.3.2 The important donor conference held in Brussels in November 2016 under the aegis of the European Union also resulted in pledges to the tune of USD 17 million to the air transport subsector over the period from 2017 to 2022. These pledges have not yet been paid.

1.3.3 It should be recalled that the Bank plays a leadership role among the donors in advising the Government on the establishment of a system for the monitoring and evaluation and operationalisation of the National Recovery and Peacebuilding Plan for the Central African Republic (RCPA). This system is in the form of an aid coordination and harmonisation framework for the

period from 2017 to 2021 in which the Bank is an active facilitator and participant. The return of international staff to the Bank's Country Office in CAR is helping to strengthen and consolidate country dialogue and the Bank's aid coordination role. PAMAB preparation provided an opportunity for the Bank to maintain dialogue with the other donors from far and near committed to the development of the air transport subsector in CAR, including the specialised agencies and Peace Missions (MINUSCA, IOM...). In this case, the lack of management and financial autonomy of ANAC-C has been identified as a major risk to the timely achievement of CAR's safety and security objectives as prescribed by ICAO and the African Union. This situation has a significant impact on the agency's performance. To this end, the Bank and ICAO agreed on the need to refer the matter to the national authorities for a viable solution that would enable the Agency to fulfil its obligations effectively under the relevant provisions of the Chicago Convention on International Civil Aviation.

1.4 Donor Interventions in the Air Transport Subsector in CAR

1.4.1 *The French Development Agency and Development Bank of Central African States (BDEAC)*: France is supporting the CAR's National Civil Aviation Agency (ANAC), which is a public organisation responsible for air safety in the Central African Republic. This cooperation mainly concerns advisory services, training Central African experts in international standards ('international safety instructors'), as well as the provision of cutting-edge IT equipment which is essential for such training. In time, 150 employees (police officers, gendarmes, military personnel and employees of private businesses) will be trained by the French instructors. Concomitantly, France intervenes in other airport safety-related projects, in particular, the construction of Bangui Airport's perimeter fence through the French Development Agency and co-financed with BDEAC.

1.4.2 In December 2015, **Saudi Arabia** signed a financing agreement with CAR to the tune of EUR 11.67 million for the runway extension and rehabilitation of Bangui Airport's terminal and the improvement of 8 km of airport access roads. These runway projects are not, however, being satisfactorily implemented and those concerning access roads and the terminal abandoned.

1.5 Regional Air Transport Cooperation

1.5.1 *European Aviation Safety Agency (EASA)* has provided support for the implementation of the Project to Improve Air Transport in Central Africa with a view to operationalising the Agency for the Supervision of Air Safety in Central Africa (ASSA-AC), improving security controls, developing expertise and preparing an action plan to bring the subsector up to standard.

1.5.2 The Bank is engaged in the Air Transport Sector Support Project in West and Central Africa (PASTACO). The project aims to build the safety and security oversight capacity of civil aviation institutions and contribute to the development and security of air transport in West and Central Africa at a total cost of UA 10.996 million, with ADF financing amounting to UA 8.00 million. The planned project implementation period is from 2015 to 2019 with a possible extension to 2021. To-date, the regulatory texts (rules and regulations, procedures and manuals) have been finalised under ASSA-AC, which also supports the process of adapting the instruments and having them transposed into the States' legal framework. ASSA-AC also provides support to the implementation of action plans stemming from audits carried out under USOAP (Universal Safety Oversight Audit Program).

1.5.3 ASECNA has embarked on a programme to refurbish and rehabilitate airport infrastructure as part of the Bangui emergency plan, covering, inter alia, the technical unit, the fire station, staff accommodation and the power station. PAMAB has a complementary link with this programme. In this regard, it should be noted that ICAO this year (2019) conducted the gap analysis on aviation infrastructure in Africa the results of which, together with indicative elements for the development of an aviation master plan, are available.

1.5.4 As an ECCAS and CEMAC member country, CAR is an effective stakeholder in the implementation of the Yamoussoukro Decision, which aims to create a single market in Africa on the basis of the principle of freedom of access for eligible airlines to intra-African air links through the establishment of a common institutional framework.

II. Project Description

2.1 Project Objectives

The project's overall objective is to contribute to the improvement of air transport security and safety in CAR. The project's sector goal is to consolidate the role of air transport in serving CAR through secure, safe, efficient and high-quality airport services in compliance with international standards.

2.2 Project Components

2.2.1 PAMAB, under phase I, which is the subject of this Project, builds has two components bearing on: (i) airport facilitation and security and consisting in the refurbishment of the upper floor of the Bangui/Mpoko International Airport terminal building and (ii) project management and monitoring. Phase II will encompass airport safety, security and facilitation and building of ANAC capacity. The following table summarises the components of Phase I of PAMAB.

Table 2.1: Project components (Costs in MUA)

	Component	Estimated cost (in MUA)	Description of components
A	Airport facilitation and security	0.982	Partial renovation of the terminal building - Building upper floor (including environmental and social measures)
B	Project monitoring and management	0.136	
		0.028	Monitoring and evaluation of project impacts
		0.055	Technical assistance to the Contracting Authority
		0.053	Financial and accounting audit of the project
	TOTAL	1.118	

2.2.2 Phase I of the Project is, therefore, limited to the refurbishment of the upper floor of the terminal building in the departure zone, as part of airport facilitation and security activities: ABP (Air and Border Police) / ISS (Inspection and Screening Station) area, search areas, bar, boarding lounge, VIP lounge, duty-free shop, technical room, security operations room, offices, toilets, circulation. It is decided that: (i) ASECNA will support ANAC in the validation of technical documents to be used to support the execution of the building works as well as the monitoring of said works; (ii) technical assistance to the Contracting Authority will consist of support for the preparation of said documents and in the monitoring of works. An ad hoc expert in airport development, familiar with ICAO standards in this field, will be recruited for this purpose on a competitive basis.

2.2.3 Phase II will have two components:

A – ‘Airport Safety’ *Departure and arrival areas*: Supply and installation of conveyance equipment; Supply and installation of electrical equipment, automation, software

Security equipment: Supply and installation of passenger, carry-on and hold baggage screening equipment; Supply of furniture/Police; Various supplies, maintenance contracts, sets of spare parts;

B - Airport facilitation and security: Additional renovation work on the terminal building (Ground floor) following Phase I; Security/facilitation equipment and other equipment; Construction and equipment of the power plant; Air conditioning; Parking area and road and miscellaneous networks.

Phase II also includes building the technical capacity of the Civil Aviation Administration, in particular ANAC, to provide institutional support to the subsector.

2.3 Technical Solutions Retained and Other Alternatives Explored

The technical solutions retained by component and alternative solutions with reasons for their rejection are summarised in the Table below.

Table 2.2: Alternative solutions explored and reasons for rejection

Construction Works	Solution Retained	Alternative Solution	Reasons for Rejection
Terminal renovation	Extension of building Construction of a modular terminal	Optimisation of space provided by the existing building	Extension not appropriate in view of needs Space availability especially on the first floor of the existing terminal building High construction cost; non-concessional financing source
Airport Equipment			
Airport safety equipment	Procurement/installation of new airport safety equipment	Implementation of works to repair existing equipment	Difficulties in satisfactorily meeting operational requirements and complying with technical requirements and standards Non-sustainability
Electric Power Plant	Construction/equipping of electric power plant	Maintenance of existing power plant and implementation of major maintenance work on electric generators and networks	Exorbitant recurrent costs because of the age of the facilities Unavailability of spare parts Confined space for installing a new generator

2.4 Project Type

2.4.1 CAR has only access to limited Bank resources. The financing of the indicative lending programme for the 2017-2021 CSP comes mainly from the ADF window.

2.4.2 The instrument retained for this project is of the ‘project grant’ type. The grants will be used to finance the infrastructure and equipment works specifically defined under the project.

2.5 Project Cost and Financing Arrangements

2.5.1 The estimated total cost of Phase I of PAMAB, which is the subject of this project, excluding all taxes and customs duties, is UA 1.118 million (MUA), comprising MUA 0.912 and MUA 0.206 in foreign exchange and MUA 0.25 in local currency. This cost was determined based on unit prices obtained during recent competitive bidding for similar works in the Central African Republic and in the sub-region or pro-forma invoices for equipment. The project will be financed from the resources of Pillar 1 of the Transition Support Facility (TSF) up to 1 million Units of Account (or 89% of the project cost) and, from those of the ADF, up to 0.118 million Units of Account (or 11% of the project cost). ADF resources come from cancellations. No counterpart funding is required from the country. A waiver note has been produced to this effect. A 6% provision has been made for physical contingencies. The provision for price escalation, which represents 5% of the base cost, and provisions for physical contingencies have factored in the inflation rate in CAR and the works implementation schedule.

2.5.2 The second phase of the Project, estimated at approximately UA 8 million, will be appraised in 2020.

2.5.3 The following tables present a summary of these costs: (i) by component; (ii) by expenditure category; (iii) by component and source of finance as well as (iv) the expenditure schedule by component.

Table 2.3: Summary of estimated cost by component (in EURO and UA million)

	COMPONENT	MEUR			MUA		
		F.E.	L.C.	Total	F.E.	L.C.	Total
A	Airport facilitation and security	0.900	0.200	1.100	0.726	0.161	0.887
B	Project monitoring and management	1. 0.120	0.030	1. 0.150	0.096	0.024	1 0.120
BASE COST		1,020	0.230	1.250	0.822	0.185	1.007
PHYSICAL CONTINGENCIES		0,061	0.014	0.075	0.050	0.012	0.062
FINANCIAL CONTINGENCIES		0,049	0.011	0.060	0.040	0.009	0.049
TOTAL COST		1,130	0.255	1.385	0.912	0.206	1.118

Table 2.4 : Cost by expenditure category (in EURO and UA million)

	CATEGORY	MEUR			MUA		
		F.E.	L.C.	Total	F.E.	L.C.	Total
A	WORKS	0.900	0.200	1.100	0.726	0.161	0.887
B	SERVICES	0. 0.120	0.030	0.150	0.096	0.024	0,120
BASE COST		1,020	0.230	1.250	0.822	0.185	1.007
PHYSICAL CONTINGENCIES		0,061	0.014	0.075	0.050	0.012	0.062
FINANCIAL CONTINGENCIES		0,049	0.011	0.060	0.040	0.009	0.049
TOTAL COST		1,130	0.255	1.385	0.912	0.206	1.118

Table 2.5 : Cost of components by source of financing (in UA and EURO million)

		TSF (Pillar 1) – 89%						ADF (Resources from cancellations) - 11%					
		MEUR			MUA			MEUR			MUA		
	COMPONENT	F.E.	L.C.	Total	F.E.	L.C.	Total	F.E.	L.C.	Total	F.E.	L.C.	Total
A	Airport facilitation and security	0.805	0.179	0.984	0.649	0.144	0.793	0.095	0.021	0.116	0.077	0.017	0.094
B	Project monitoring and management	0.107	0.027	0.134	0.086	0.021	0.107	0.013	0.003	0.016	0.010	0.003	0.013
	BASE COST	0.912	0.206	1.118	0.735	0.165	0.901	0.108	0.024	0.132	0.087	0.020	0.106
	PHYSICAL CONTINGENCIES	0.055	0.012	0.067	0.045	0.011	0.055	0.006	0.001	0.008	0.005	0.001	0.007
	FINANCIAL CONTINGENCIES	0.044	0.010	0.054	0.036	0.008	0.044	0.005	0.001	0.006	0.004	0.001	0.005
	TOTAL COST	1.011	0.228	1.239	0.816	0.184	1.000	0.119	0.027	0.146	0.096	0.022	0.118

Table 2.6: Cost by expenditure category and source of financing (in million UAs)

		TSF (Pillar 1) – 89%						ADF (Resources from cancellations) - 11%					
		MEUR			MUA			MEUR			MUA		
	CATEGORY	F.E.	L.C.	Total	F.E.	L.C.	Total	F.E.	L.C.	Total	F.E.	L.C.	Total
A	WORKS	0.805	0.179	0.984	0.649	0.144	0.793	0.095	0.021	0.116	0.077	0.017	0.094
B	SERVICES	0.107	0.027	0.134	0.086	0.021	0.107	0.013	0.003	0.016	0.010	0.003	0.013
	BASE COST	0.912	0.206	1.118	0.735	0.165	0.901	0.108	0.024	0.132	0.087	0.020	0.106
	PHYSICAL CONTINGENCIES	0.055	0.012	0.067	0.045	0.011	0.055	0.006	0.001	0.008	0.005	0.001	0.007
	FINANCIAL CONTINGENCIES	0.044	0.010	0.054	0.036	0.008	0.044	0.005	0.001	0.006	0.004	0.001	0.005
	TOTAL COST	1.011	0.228	1.239	0.816	0.184	1.000	0.119	0.027	0.146	0.096	0.022	0.118

Table 2.7: Expenditure schedule by component (in million UAs)

	COMPONENTS	2019	2020	2021	Total
B	Airport security and facilitation	0.304	0.462	0.216	0.982
	Project monitoring and management	0.042	0.064	0.030	0.136
	Total	0.347	0.525	0.246	1.118
	%	31%	47%	22%	100%

2.6 Project Target Area and Beneficiaries

2.6.1. The direct project area includes the socio-economic activities being carried out within the airport's perimeter and is determined based on the project components as well as existing constraints, challenges and environmental and social specificities. It is confined to the area within which the project is technically viable, i.e. the airport space contained in the platform rights-of-way.

2.6.2. The indirect or extended project area takes into account socio-economic activities linked in general to passenger and freight air traffic, in particular, the tourism industry (hotels, restaurants, tourist sites, mining activities...).

2.6.3. Bangui International Airport as the country's only international airport remains the only platform capable of accommodating international commercial flights. International traffic rose and experienced a 10% growth rate between 2017 and 2018 from 308,327 to 338,876 passengers. Domestic traffic remains marginal and chiefly concerns humanitarian activities. The main destinations served from Bangui are Agadir, Brazzaville, Douala, Casablanca, Cotonou, Entebbe,

Lomé, Luanda, Nairobi, Paris, and Yaoundé. The following airlines serve Bangui Airport: Air France, Royal Air Maroc, ASKY, TAAG, Kenya Airways and Caribou.

2.6.4. To a certain extent, and in the context of a post-conflict country where pockets of famine persist, PAMAB will facilitate the transport of humanitarian aid to regions that are not easily accessed by road and/or where recurrent latent insecurity makes air transport the only safe and rapid means of supply.

2.6.5. The project's main beneficiaries are: (i) CAR's population; (ii) airlines which will benefit from lower operating costs; (iii) air travellers who will benefit from new airline destinations, greater comfort, more regularity and enhanced flight security; (iv) the industrial, commercial and mining companies as well as services to which new opportunities will be provided at the airport; and (v) ASECNA as the airport administrator and (vi) ANAC.

2.7 Participatory Process for Project Identification, Design and Implementation

2.7.1. A participatory process was adopted at each project stage, in particular, during the identification, preparation and appraisal missions. Insofar as the project area is mainly confined to the airport terminal, sessions for exchanges and discussions were organised with the different Ministries concerned by the project (Ministries of the Economy, Planning and Cooperation, Equipment, Transport, Civil Aviation and Road Access, Interior and Public Security) as well as with the main stakeholders including ANAC, ASECNA, SODIAC, the Police and Customs and the CAR Aviation Handling Services Company (AHS), concessionaire for ground handling services.

2.7.2. This approach was extended in a concern for complementarity and synergy, to the other Technical and Financial Partners including the World Bank, BDEAC and the United Nations. Not only did these meetings help to identify the air terminal renovation and modernisation needs, they also highlighted a series of concerns, chiefly concerning job creation and security of access to the terminal's interior during the works phase.

2.7.3. During the project implementation phase, the participatory process will be maintained through the supervision and mid-term review missions. In addition, works contractors will be advised to: (i) maintain the participatory and consultation approach and involve airport personnel representatives in site meetings; (ii) sensitise airport personnel and other people involved in related activities in the platform rights-of-way on the correct conduct to adopt with regard to security and safety, prevention of the HIV-AIDS pandemic and STDs as well as environmental protection. Contractors will propose management plans for hygiene, health and security within the airport perimeter.

2.8 Bank Group Experience, Lessons Learned Reflected in Project Design

2.8.1. The Bank has intervened in the air transport subsector, in particular, in Morocco, Ethiopia and Cape Verde to finance airport infrastructure including modernisation of terminals, the supply and installation of navigation aid and air traffic surveillance equipment as well as the consolidation of expertise in the subsector (taking charge of air traffic management activities, equipment maintenance trades, air traffic inspection, etc). Overall, most of these operations were implemented satisfactorily with positive economic development impacts. Indeed, the use of completion, among other reports on these projects also provides some lessons such as: the need for a holistic approach entailing the preparation of an air transport and airport sector development plan. Such an approach would ensure a more accurate determination of the medium to long-term needs of Bangui Airport and secondary aerodromes while identifying the required institutional capacities in terms of supervision and management.

2.8.2. At the operational level, the main lessons learned from project implementation in CAR in general concern the need to: (i) organise fiduciary clinics in order to build the implementation capacity of project executing agencies in the areas of procurement and financial management and (ii) support SMEs in the BPW sector in terms of organisation to guarantee timely project implementation and avoid cost overruns.

2.9 Key Performance Indicators

2.9.1. The key measurable performance indicators concern: (i) the level of the airport's compliance with the State's international Aerodrome and Ground Aids (AGA) standards; (ii) the level of annual passenger and freight traffic; (iii) the level of satisfaction of Bangui Airport users. The performance of project's supplementary activities in phase 2 will be measured, among others by CAR's compliance rate in the following areas: aerodrome inspection, accident and incident investigations, air navigation, aircraft airworthiness, technical operation of aircraft and air navigation services, etc.

2.9.2. Project effectiveness will be measured by the project socio-economic impact monitoring and evaluation indicators. The project performance indicators will be fine-tuned by ASECNA and ANAC in their respective capacities of airport administrator and executing agency.

III. Project Feasibility

3.1 Economic Performance

3.1.1 The economic performance indicator retained is the economic rate of return (ERR). The project's economic analysis, covering the two phases, over the 2019-2039 period is based on a cost-benefit approach, in comparison with the baseline situation and the 'with project implementation' situation. The following were taken into account: (i) the project direct benefits, i.e. revenue generated by the collection of security and air transport development charges from the increase in traffic passing through Bangui Airport or overflying the territory and (ii) savings from the reduction of operating expenditure (equipment and infrastructure maintenance).

3.1.2 Under these conditions, the results obtained give an ERR rate of 20.54%, higher than the opportunity cost of capital (12%). The results of these different calculations are set out in the Table below. This shows a project economic rate of return of 20.54% and a net present value of CFAF

271.34 million. The sensitivity of the project rate of return to fluctuations in operating expenditure and costs was examined. This showed that, under the scenario of a concomitant 20% increase in investment and operating costs, the economic rate of return fell to 18.69%, while a 20% increase in the investment cost alone raised it to 20%. These rates are significantly higher than the opportunity cost of capital set at 12%. The project is, therefore, economically viable notwithstanding the failure to factor in other benefits linked to an increase in non-aeronautical revenue and in the revenue of concessionaires operating within the airport's rights-of-way.

3.1.3 The results of the economic analysis are presented in Table 3 below:

Table 3.1: Summary of results of economic analysis

	ERR	NPV (Million CFAF)
Baseline scenario	20.54%	271.34
ERR/scenario of a 20% increase in investment costs	20.00%	258.95
ERR/scenario of a 20% increase in charges	19.10%	179.67
ERR/combined scenario of a 20% increase in investment costs and charges	18.69%	167.29

3.2 Environmental and Social Impact

3.2.1 The project is confirmed in Category 2. Indeed, it will not alter the current occupancy of the airport zone. No major extension of buildings, nor clearance works, expropriations or displacements are planned under the project. Therefore, the rehabilitation-related impacts will be strictly confined to existing buildings and the negative impacts linked to works for the rehabilitation of buildings, replacement/installation of equipment are easily controlled due to the implementation of the mitigation measures planned under the ESMP. The direct project area is limited to Bangui/Mpoko Airport where all the site preparation, construction and operational activities will be carried out. The area of influence will comprise the airport area and surrounding spaces and take into account all the zone disturbed during works implementation: routes created for site machinery, borrow zones for materials (sand and gravel quarries...), areas affected by dust or noise and site personnel living quarters.

3.2.2 In accordance with the requirements of national regulations on the one hand (Article 87 of Law No. 07/018 of 28 December establishing the Environment Code) and the integrated safeguards system policy on the other, an ESMP was prepared and approved by the Government. A certificate of compliance was issued on 10 May 2019 by the Ministry of the Environment and Sustainable Development. The Bank reviewed, validated and published the ESMP summary on 14 May 2019.

3.2.3 During the construction phase, the project's main positive impacts are the creation of temporary jobs for skilled and unskilled workers and economic opportunities for local SMEs. The main negative impacts assessed are linked to: i) nuisances (dust, vibrations and noise of machinery during the construction phase, soil pollution from waste, etc.); (ii) the risks of accidents on-site and (iii) risks related to the installation of potentially hazardous equipment such as electric generators or scanners with ionizing radiation. The airport will continue to operate during construction, however, during the operational phase of buildings and equipment, positive spillover is expected from the project that will concern facilitation and efficient management of the movements of people and goods including airfreight activities. The project is consistent with the consolidation of value chain development in growth-bearing subsectors, the creation of jobs and economic opportunities as well as improved private sector attractiveness, especially in the agricultural sector.

3.2.4 The measures to mitigate and prevent the project's negative impacts and enhance the positive impacts are described in the Environmental and Social Management Plan. The negative impact mitigation measures are as follows (i) informing and sensitising the population on issues relating to nuisances, risks of disruption of access to various services and roadways; (ii) the installation of temporary access ramps for airport users; (iii) the collection and storage of solid waste generated by the project; (iv) collaboration with the different services regarding the prior identification and displacement of existing cables and channels on the rights-of-way; and (v) site risk management through accident prevention including the wearing of Personal Protective Equipment (PPE) by workers, the installation of anti-fall and anti-dust nets and implementation of the noisiest and most polluting works during airport off-peak periods.

3.2.5 The project implementation structure is the Ministry of Transport and Civil Aviation (MTAC) and ASECNA through the Directorate-General of the National Civil Aviation Agency. It does not have competent resources to monitor ESMP implementation. It will, therefore, endeavour to recruit an environmental expert for the project implementation period. The Directorate-General for the Environment and Sustainable Development is the structure responsible for monitoring the Environmental Impact Assessment (EIA) process. It is responsible for monitoring and control of compliance with the regulations relating to the authorisation issued based on an impact assessment. The total estimated cost of ESMP implementation, including supervision and monitoring is CFAF 160,000,000 for the entire project.

3.2.6 Public consultation and information disclosure: during the project appraisal mission, the representatives of the National Civil Aviation Agency (ANAC), Police, Customs, ASECNA and Aviation Handling Services CAR (AHS) as well as airlines and small businesses in the Terminal were consulted and informed on the proposed project activities. Their concerns were taken into account.

3.3 Climate Change

3.3.1. The PAMAB project has taken into account climate change-related aspects. An action plan was prepared in 2016 under the aegis of ICAO to reduce CO₂ emissions for CAR civil aviation. This plan is fully in keeping with ICAO Assembly Resolutions A37-19 and A38-18. Accordingly, the project will contribute to climate change mitigation (carbon sequestration and reduction of greenhouse gas emissions to the air), among others, by reducing demand for electricity by replacing traditional light bulbs with LEDs but also through rehabilitation of the terminal buildings to be carried out with energy saving on mind. The proposal, therefore, is to install solar panels on the air terminal that will help to reduce greenhouse gases in the atmosphere. Tree planting in the airport terminal parking area will cause modest greenhouse gas sequestration.

3.4 Gender

3.4.1. Women's empowerment and the fight against gender-based discrimination in CAR is strengthened by the Law on Gender Parity enacted on 24 November 2016 requiring that 35% of women participate in decision-making spheres in the Central African Republic. This quota is mandatory in both the public and private sectors. The distribution of jobs in the air transport subsector reveals gender-related disparities. The implementation of capacity building activities planned in phase 2 of the project, especially concerning training in airport safety, will be carried out with a view to improving the promotion of equal opportunities for both sexes in order to close the gender employment gap, particularly concerning key positions at ANAC.

3.4.2. In addition to the recruitment opportunities offered by ASECNA, PAMAB will be a source of several construction-related short-term jobs using unskilled labour including women and young people. In the operational phase, the project will contribute to the development of passenger and freight transportation through the development of activities in the agricultural trade and tourism sectors that will contribute to GDP growth.

3.4.3. The project's expected direct jobs also concern businesses employing a high proportion of women (airlines, travel agencies and duty-free shops). The activities planned in the ESMP and which include sensitisation on STIs including HIV/AIDS affecting about 200 people through information, education and communication campaigns, will chiefly benefit women engaged in activities in the airport rights-of way mainly because of their vulnerability to the pandemic.

3.5 Social

3.5.1. PAMAB aims to ensure the continuity of air traffic under conditions of security and safety in compliance with international standards and will, among others, help to safeguard direct and indirect jobs and promote technical expertise on this major platform for air service to CAR. It is estimated that PAMAB will generate almost 50 direct jobs (building works and transport activities) and about 50 indirect jobs (catering and accommodation).

3.6 Involuntary Resettlement

3.6.1. The PAMAB works mainly concern rehabilitation and equipment works strictly confined to the Bangui/Mpoko airport areas and will not be the subject of any resettlement since no expropriation is planned. PAMAB will not modify the current occupancy of the airport area. No significant extension of the buildings nor any clearance, expropriation or displacement activities are planned under the project. Therefore, rehabilitation work impacts will be strictly limited to existing buildings and possible negative impacts linked to works to rehabilitate the buildings and replace/install equipment and are fully controllable.

IV. Project Implementation and Monitoring

4.1 Implementation Arrangements

Executing Agency

4.1.1 The Project Executing Agency is the National Civil Aviation Agency (ANAC) to be responsible for general coordination. It will be strengthened by a fiduciary team to be accommodated at the Ministry of the Economy, Planning and Cooperation. ASECNA will assist ANAC in the preparation and approval of documents that will help the equipment procurement, acceptance and installation process, and to carry out capacity building activities.

4.1.2 A Steering Committee chaired by ANAC's Director-General and composed of representatives of the ministerial departments and structures involved in the air transport subsector in CAR will be established. It will be mandated to coordinate this project's implementation and resolve possible problems that could impede the project's smooth execution.

Arrangements for the Procurement of Goods, Works and Services

Procurement

Procurement arrangements

Applicable Procurement Policy and Framework:

4.1.3 All procurements of Bank-financed goods and works and consulting services will be made in accordance with the Bank's Procurement Policy for Bank-funded operations ('AfDB Procurement Policy'), October 2015 edition and by the Procurement Methods and Procedures described in the **Procurement Framework Manual for Bank Group-funded Operations**. Details on the conduct of procurement (system, cost, schedule, method, type of review) agreed upon between the Donee and the Bank are described in Technical Annex B.5.

Organisation of Procurement Implementation: Procurement for the supplementary project will be implemented by a procurement expert to be recruited at project commencement. This expert will work with the procurement expert of the Project Monitoring and Coordination Unit installed at the Ministry of Planning, Economy and Cooperation.

Procurement Risk and Capacity Assessment (PRCA)

4.1.4 In order to take project specificities into account, the Bank assessed: (i) risks at national, sector and project levels; and (ii) executing agency capacities. The results of these assessments concluded that there was a **high** procurement risk and led to the determination, subject to implementation of the mitigation measures proposed in paragraph 5.9 of Annex B.5, that all procurements would be made in accordance with the Bank's system.

Disbursements and Audit

Financial Management Arrangements

4.1.5 In accordance with the agreed project implementation arrangements, the National Civil Aviation Authority for CAR (ANAC) will be the PAMAB executing agency. ANAC is a public entity with financial management autonomy. It is headed by a Director-General and composed of several technical units as well as three units respectively responsible for administration and finance, accounting and financial control. As part of his/her duties the accountant (public accountant to be appointed by the Ministry of Finance and Budget), at ANAC will be responsible for the project's financial management. He/she will be assisted by an accountant. An assessment of the system used by the Accounting Agency showed that, overall, it is adequate to provide, with reasonable certainty, financial information in accordance with the Bank's relevant minimum requirements. Fiduciary risk, however, was shown to be significant mainly because of the executing agency's lack of experience regarding the implementation of projects financed by external donors such as the Bank. As a result, a risk mitigation plan has been prepared and will be implemented under the project.

4.1.6 The existing accounting and organisation system will be used for the project's accounting. This will be a private type of accounting in accordance with the OHADA system and maintained using an accounting software (SAARI). An Administrative, Accounting and Financial Procedures Manual is being prepared, but, in the meantime, laws and official instruments relating to the

establishment, organisation and operation of ANAC determine the internal operating and control system for ANAC activities. Therefore, it has been agreed that PAMAB's specific administrative accounting and financial measures will be included in the procedures manual being prepared. Evidence of the finalisation and validation of this Manual constitutes a condition precedent to first disbursement of ADF and TSF Grant resources.

4.1.7 This Manual must be finalised prior to loan effectiveness. The Accounting Agency's capacities will be built under the project through training for the financial management team and on the Bank's disbursement procedures.

Disbursements

4.1.8 In accordance with the activities planned under the project, it was agreed that disbursements of the Bank's funds will be made solely on the basis of the direct payment method for the procurement of works.

Audit

4.1.9 The audit will be conducted by a private firm of external auditors that meets the required criteria, and in accordance with terms of reference (ToR) acceptable to the Bank. In principle, each audit of financial statements will cover a one (1) year period. However, while the first disbursement will be released during the second half of the applicable financial period, the period covered by the audit could be extended to eighteen (18) months. The same applies for the final audit if the closing date occurs during the first semester of the project closure year.

Implementation and Supervision Schedule

4.1.10 Phase I of the project will be implemented over the period from October 2019 to January 2021, i.e. a sixteen (16) month period. During its implementation, the Bank will carry out joint supervision missions with the CAR Administration. At mid-term, a review mission will be carried out by the Bank to assess project implementation progress with a view to achieving the project's assigned objectives.

4.2 Monitoring and Evaluation

4.2.1 Monitoring and evaluation will comprise internal and external monitoring, the Bank's supervision missions, a mid-term review and an evaluation including the Borrower's completion reports as well as that of the Bank. The project's implementation will be monitored by ANAC, supported by the Project Management Unit of the Ministry of Economy, Planning and Cooperation. In this respect, ANAC will also receive support from the airport terminal rehabilitation works supervision and control agency and from ASECNA. The Project impact assessment will be carried out by a competent external structure on the basis of a baseline situation to be established prior to works commencement, the status at mid-term and the impact assessment on project completion. Monitoring and evaluation will be carried out based on a participatory process involving all the project stakeholders. The monitoring and evaluation reports will be forwarded to the Bank no later than fifteen (15) days after the end of the quarter concerned, and in accordance with the existing format. Quantitative data will be provided for post-evaluation reviews.

4.2.2 The technical assistance to the Contracting Authority, among other things, for works control and supervision will prepare the project closure report to be submitted to the executing agency for preparation of the Borrower's Project Completion Report in accordance with the existing format and within six months of project completion. The government will use these different reports to prepare the Project Completion Report. The technical assistance to the Contracting Authority will assist the executing agency with the provisional works acceptance.

4.3 Governance

4.3.1 Governance in CAR must be considered against the prevailing situation in the country marked by (i) persisting security and humanitarian crises and implementation of the Khartoum Peace Agreements signed on 6 February 2019 between the Government and the 14-armed groups. The difficult socio-political environment and recurring political instability eventually led to the breakdown of economic governance. However, since the restoration of political and institutional order in March 2016, CAR has made encouraging progress. The 2018 Ibrahim Index of African Governance score for political governance in CAR was 29.5 out of 100 and the country was ranked 50th out of the 54 African countries concerned. Even though corruption remains a major concern, the country has improved its Corruption Perceptions Index ranking from 156th in 2017 to 149th position out of 180 countries in 2018 (Transparency International Reports).

4.3.2 A High Authority for Good Governance of the Central African Republic was officially established on 28 March 2017 following a grassroots consultation process and the 2015 Bangui Forum. This institution is mandated to promote transparency in the management of political, administrative, economic and financial affairs and to combat bad governance. To that end, it is presented as an oversight and control structure for the achievement of sound and transparent public affairs management in CAR and ensuring equitable representation of the country's regions in public and parastatal institutions. It aims to achieve transparency in the management of natural and mining resources and combat bad governance in general as well as corruption and other offences. With support from MINUSCA, CDH and NDI, the Authority has been able to build its capacity and engage in the implementation of activities entailing, in particular, the preparation of the National Good Governance Promotion Strategy Paper for CAR. However, recurrent budgetary constraints, major security challenges and the threat of political instability have prevented the Government from implementing a real anti-corruption strategy through the National Anti-Corruption Committee (CNLC).

4.3.3 The main bad governance-related risks linked to this project concern procurement and contract execution. This risk will be mitigated by the fact that the Bank controls the procurement processes by issuing its no-objection opinions on bidding documents, proposals for the award of contracts, procurement and contracts as well as through project supervision and financial audits and capacity building through the recruitment of a chartered accountant and with assistance from the Project Monitoring and Coordination Unit at the Ministry of the Economy and Planning.

4.4 Sustainability

4.4.1 Equipment maintenance is the responsibility of ASECNA, which is implementing an effective preventive and curative maintenance policy based on logistics and an efficient information system. ASECNA's services cover the following areas: civil engineering (the agency's property assets, fleet of utility vehicles and fire fighting vehicles as well as civil engineering structures and construction) and equipment (electrical resources).

4.4.2 Because of the geographical reach of its network and the obligation to respond in real time, ASECNA has established an organisation based on the following key points: (i) a maintenance office located in Dakar, supported by ASECNA's national representations; (ii) a maintenance team for each Representation; (iii) an alert system based on the rapid flow of information using information sheets to be filled in and submitted to headquarters by local teams; (iv) an annual inspection programme covering the different points of each aerodrome, in particular support networks. Any partial or total degradation, any modifications to the facilities or any new element in a facility must be the subject of an immediate update of documentary information relating to air navigation requirements. Through this organisation, ASECNA undertakes to guarantee a high level of quality assurance across its network.

4.5 Risk Management

4.5.1 The main risk identified concerns the perpetration of acts that could threaten airport security.

4.5.2 This risk is mitigated by the presence of MINUSCA to guarantee a high level of security in the airport area as the cornerstone of the economy and the country's sole international entry point.

4.6 Knowledge Building

4.6.1 Knowledge building is achieved through monitoring and evaluation. The establishment of key impact indicators prior to project commencement (baseline situation) and the impact assessment on project completion will contribute the production of useful information on its outcomes and impacts.

4.6.2 This knowledge will be managed based on an operational database at the monitoring and evaluation services of the government departments responsible for airports and will be disseminated in annual reports as well on the websites of the Bank, ANAC, SODIAC and ASECNA.

V. Legal Framework

5.1 Legal Instrument

To finance this Project the Bank will use a grant to CAR from TSF Pillar I and ADF resources.

5.2 Conditions Associated with Bank's Involvement

A. Condition precedent to effectiveness of grant agreements

The TSF and ADF Grant Agreements shall be effective following their signature by both parties.

B. Condition precedent to first disbursement of the TSF and ADF grants

In addition to effectiveness of the Grant Agreements, the disbursement of grant resources by TSF and ADF shall be subject to fulfilment, to the satisfaction of the TSF and ADF, of the following precondition: Provide the TSF and ADF with evidence of the finalisation and validation of ANAC's administrative, accounting and financial procedures manual incorporating PAMAB implementation and management procedures.

C. Commitments

The Donee undertakes to continue and accelerate the process of ensuring the autonomy of ANAC-C's management and financing in order to enable the Agency to effectively fulfil its obligations under the Chicago Convention on International Civil Aviation.

5.3 Compliance with Bank Policies

The project complies with the Bank's applicable policies.

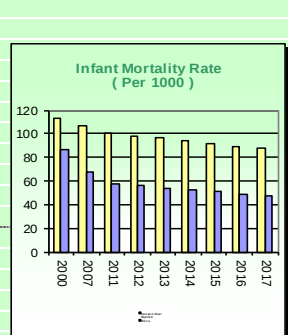
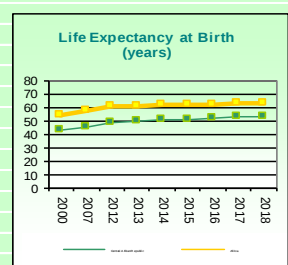
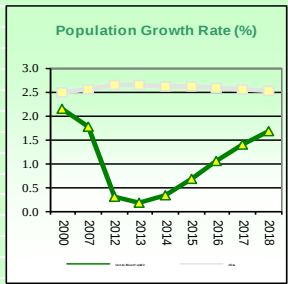
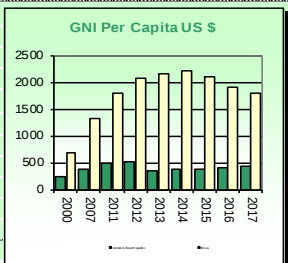
V. Recommendation

In light of the foregoing, Management recommends that the Boards of Directors approve (i) a TSF (Pillar 1) grant of UA 1 million and (ii) an ADF grant of UA 0.118 million (from cancellations) to the Central African Republic to finance phase 1 of the Bangui/Mpoko Airport Modernisation Support Project. The grants will be used to implement the Project as designed and described in this appraisal report and will be subject to the conditions specified in the Grant Agreements.

Appendix I : Comparable Socio-Economic Indicators for CAR

Central African Republic COMPARATIVE SOCIO-ECONOMIC INDICATORS

	Year	Central African Republic	Africa	Developing Countries	Developed Countries
Basic Indicators					
Area ('000 Km²)	2018	623	30,067	92,017	40,008
Total Population (millions)	2018	4.7	1,286.2	6,432.7	1,197.2
Urban Population (% of Total)	2018	41.4	42.5	50.4	81.5
Population Density (per Km²)	2018	8.3	43.8	71.9	31.6
GNI per Capita (US \$)	2017	390	1 767	4 456	40 142
Labor Force Participation *- Total (%)	2018	76.8	65.9	62.1	60.1
Labor Force Participation **- Female (%)	2018	70.8	55.5	47.6	52.2
Sex Ratio (per 100 female)	2018	97.3	99.8	102.3	99.3
Human Develop. Index (Rank among 189 countries)	2017	188	...	...	...
Popul. Living Below \$ 1.90 a Day (% of Population)	2007-2017	66.3	...	11.9	0.7
Demographic Indicators					
Population Growth Rate - Total (%)	2018	1.7	2.5	1.2	0.5
Population Growth Rate - Urban (%)	2018	2.6	3.6	2.3	0.7
Population < 15 years (%)	2018	42.8	40.6	27.5	16.5
Population 15-24 years (%)	2018	21.1	19.2	16.3	11.7
Population >= 65 years (%)	2018	3.6	3.5	7.2	18.0
Dependency Ratio (%)	2018	72.7	79.2	53.2	52.8
Female Population 15-49 years (% of total population)	2018	23.6	24.1	25.4	22.2
Life Expectancy at Birth - Total (years)	2018	53.6	63.1	67.1	81.3
Life Expectancy at Birth - Female (years)	2018	55.6	64.9	69.2	83.8
Crude Birth Rate (per 1,000)	2018	35.0	33.4	26.4	10.9
Crude Death Rate (per 1,000)	2018	12.7	8.3	7.7	8.8
Infant Mortality Rate (per 1,000)	2017	87.6	47.7	32.0	4.6
Child Mortality Rate (per 1,000)	2017	121.5	68.6	42.8	5.4
Total Fertility Rate (per woman)	2018	4.7	4.4	3.5	1.7
Maternal Mortality Rate (per 100,000)	2015	882.0	444.1	237.0	10.0
Women Using Contraception (%)	2018	25.7	38.3	61.8	...
Health & Nutrition Indicators					
Physicians (per 100,000 people)	2010-2016	...	33.6	117.8	300.8
Nurses and midwives (per 100,000 people)	2010-2016	...	123.3	232.6	868.4
Births attended by Trained Health Personnel (%)	2010-2017	40.0	61.7	78.3	99.0
Access to Safe Water (% of Population)	2015	68.5	71.6	89.4	99.5
Access to Sanitation (% of Population)	2015	21.8	39.4	61.5	99.4
Percent. of Adults (aged 15-49) Living with HIV/AIDS	2017	4.0	3.4	1.1	...
Incidence of Tuberculosis (per 100,000)	2016	407.0	221.7	163.0	12.0
Child Immunization Against Tuberculosis (%)	2017	74.0	82.1	84.9	95.8
Child Immunization Against Measles (%)	2017	49.0	74.4	84.0	93.7
Underweight Children (% of children under 5 years)	2010-2016	23.5	17.5	15.0	0.9
Prevalence of stunting	2010-2016	40.7	34.0	24.6	2.5
Prevalence of undernourishment (% of pop.)	2016	61.8	18.5	12.4	2.7
Public Expenditure on Health (as % of GDP)	2014	2.1	2.6	3.0	7.7
Education Indicators					
Gross Enrolment Ratio (%)					
Primary School - Total	2010-2017	105.7	99.5	102.8	102.6
Primary School - Female	2010-2017	91.5	97.4	102.0	102.5
Secondary School - Total	2010-2017	17.5	51.9	59.5	108.5
Secondary School - Female	2010-2017	14.0	49.5	57.9	108.3
Primary School Female Teaching Staff (% of Total)	2010-2017	19.1	48.7	53.0	81.5
Adult literacy Rate - Total (%)	2010-2017	36.8	65.5	73.1	...
Adult literacy Rate - Male (%)	2010-2017	50.7	77.0	79.1	...
Adult literacy Rate - Female (%)	2010-2017	24.4	62.6	67.2	...
Percentage of GDP Spent on Education	2010-2015	1.2	4.9	4.1	5.2
Environmental Indicators					
Land Use (Arable Land as % of Total Land Area)	2016	2.9	8.0	11.3	10.4
Agricultural Land (as % of land area)	2016	8.2	38.2	37.8	36.5
Forest (As % of Land Area)	2016	35.6	22.0	32.6	27.6
Per Capita CO2 Emissions (metric tons)	2014	0.1	1.1	3.5	11.0



Sources : AfDB Statistics Department Databases; World Bank: World Development Indicators;

last update : February 2019

UNAIDS; UNSD; WHO; UNICEF, UNDP; Country Reports.

Note : n.a. : Not Applicable ; ... : Data Not Available. * Labor force participation rate, total (% of total population ages 15+)

** Labor force participation rate, female (% of female population ages 15+)

Appendix II. Status of AfDB Portfolio in CAR

Previous Bank Group Activities in the Country and Sector

As at end June 2019, the Bank Group's active portfolio comprised 15 public sector operations representing a total envelope of UA 117.85 million (MUA). The portfolio, which does not contain any private sector project, is broken down into eleven (11) national projects representing a total amount of MUA 55.84 and four (4) regional operations for an amount of MUA 62.01. The operations were financed from ADF resources, those of the Transition Support Fund (TSF), RWSSI and GEF.

The cumulated disbursement rate as at 30 June 2019 was 32.56%, which is explained by the fact that 8 of the 15 operations are more or less one year old. At the sectoral level, the disbursement rate is as follows: 100% for Governance, followed by the social sector (61.5%), Environment (23%), Water and Sanitation (39.39%), Energy (29.32%), Telecommunications (0.59%) and Agriculture (2.76%).

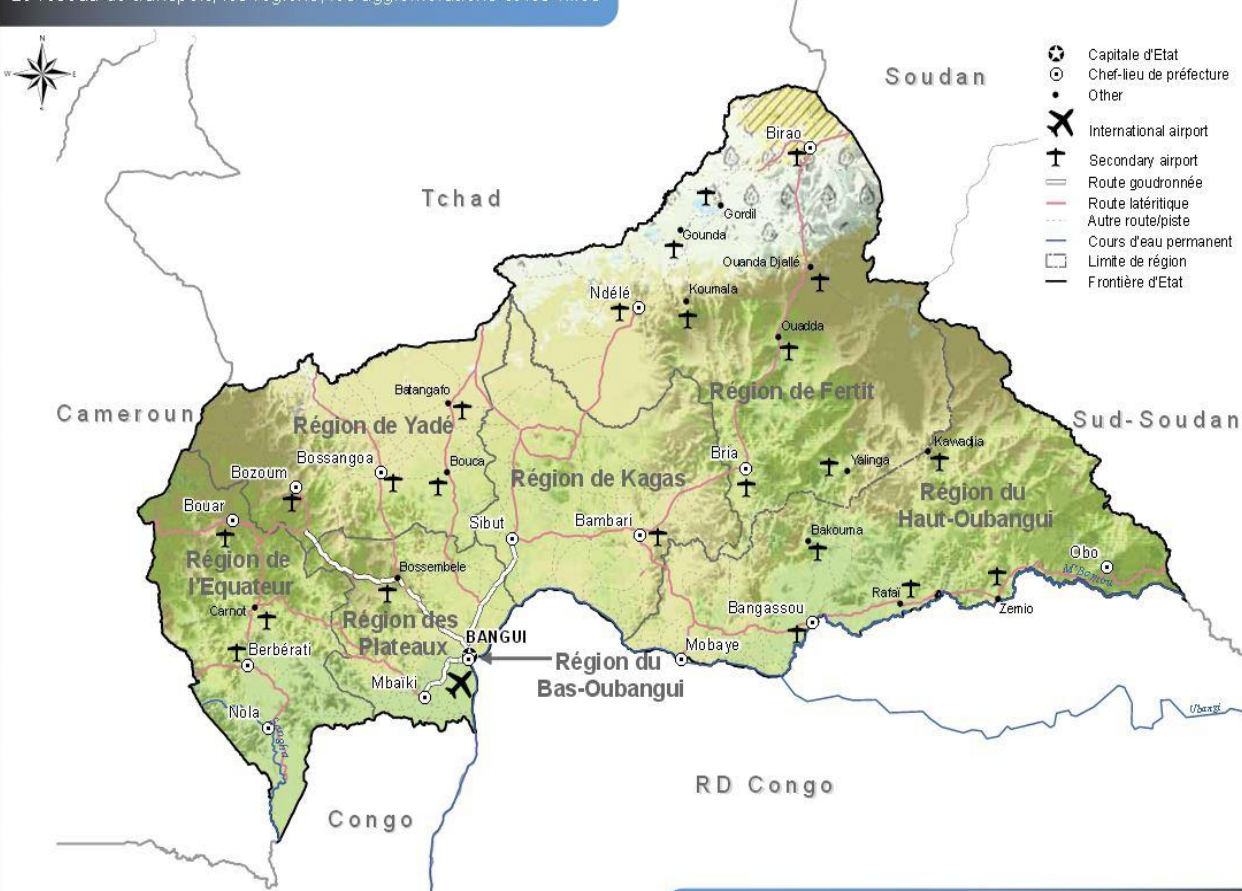
Portfolio Performance Situation

Based on the ratings of the supervision missions, evaluation of the portfolio's performance is generally satisfactory. The project implementation status rating moved from 2.83 in 2016 to 3.32 and 3.2 respectively from 2017 to 2018, on a scale of 0 to 4. This slight drop in the overall portfolio performance is mainly due to procurement difficulties at the project level in the Water and Sanitation sector, owing in particular to the slowness observed in the execution of works attributable to the weak capacities of the successful contractors, but also to shortcomings observed in contract management.

However, following reinforcement of the technical staff of the Unit in charge of managing these projects, the level of performance is expected to quickly return to a high level. As for the performance index indicating the possibility for projects to achieve development objectives, it rose from 3.16 to 3.2 between 2016 and 2018. None of the projects in the portfolio is problematic or potentially problematic. However, more vigilance is required for two projects in the Water and Sanitation sector: the 1st Water and Sanitation Sector Sub-programme for Bangui and four Prefectures and the Additional Programme for which two of the criteria (compliance with environmental safeguard clauses and procurement) and the level of performance are not sufficiently satisfactory. It is important to note, however, that the difficulties in terms of procurement are not specific to the abovementioned project but concern all CAR operations because, on account of the volatility of the security situation, serious companies do not respond to bid invitations; this leaves room for companies that do not have the technical and financial capacity. As a result, there are several unsuccessful contracts, which lengthens procurement processes and several cases of contracts that have not been completed.

Appendix III. Administrative and Transport Network Map of CAR

Le réseau de transport, les régions, les agglomérations et les villes



Les frontières et les noms indiqués et les symboles utilisés sur cette carte n'impliquent pas l'approbation ou l'acceptation officielle par les Nations Unies.
Date de création: 05 avril 2013 Sources: ESRI, Govt, DCM, NGA, WFP www.unocha.org www.reliefnweb.int

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BOARDS OF DIRECTORS

Resolution N° B/CF/2019/79 - F/CF/2019/85

Adopted by the Boards of Directors of the Bank and the Fund on a lapse-of-time basis,
on 21 October 2019

**Grant to the Central African Republic, from the resources of the Transition Support Facility,
to finance part of the costs of the Bangui/Mpoko International Airport Modernisation
Support Project (PAMAB) - Phase I**

THE BOARDS OF DIRECTORS,

HAVING REGARD to: (i) Articles 1, 2, 32 and 37 of the Agreement Establishing the African Development Bank (the “Bank”); (ii) Articles 1, 2, 26 and 30 of the Agreement Establishing the African Development Fund (the “Fund” or “ADF”); (iii) the Report on the Fourteenth General Replenishment of the Resources of the Fund (“ADF-14”); (iv) the Operational Guidelines for the Implementation of the Strategy for addressing Fragility and building Resilience in Africa and for the Transition Support Facility (the “TSF Operational Guidelines”); and (v) the appraisal report contained in Document ADB/BD/WP/2019/226/Approval - ADF/BD/WP/2019/152/Approval (the “Appraisal Report”);

RECALLING:

- (i) Resolution N° B/BD/2008/05 - F/BD/2008/03 approved by these Boards on 28 March 2008 establishing the Fragile States Facility;
- (ii) Document ADB/BD/WP/2014/46/Rev.2 - ADF/BD/WP/2014/30/Rev.2 entitled “Addressing Fragility and Building Resilience in Africa: The African Development Bank Group Strategy 2014 – 2019”; and
- (iii) Document ADB/BD/WP/2017/175 - ADF/BD/WP/2017/123 as well as its corrigendum entitled “Fourth Cycle Assessment of Eligibility for Countries to the Transition Support Facility (TSF) Supplemental Support Funding (Pillar I) Resources” which confirmed, *inter alia*, the eligibility of the Central African Republic to receive financing from the TSF Supplemental Support Window (Pillar I);

DECIDE as follows:

1. To award to the Central African Republic (the “Recipient”), from the resources of the TSF Supplemental Support Window (Pillar I), a grant of an amount not exceeding the equivalent of One Million Units of Account (UA 1,000,000) (the “Grant”) to finance part of the costs of the Bangui/Mpoko International Airport Modernisation Support Project (PAMAB) - Phase I;

2. To authorize the President to conclude a protocol of agreement amongst the Bank, the Fund and the Recipient (the “Protocol of Agreement”), on the terms and conditions specified in the General Conditions Applicable to Protocols of Agreement for Grants of the African Development Fund, the TSF Operational Guidelines and the Appraisal Report;
3. The President may cancel the Grant if the Protocol of Agreement is not signed within ninety (90) days from the date of approval of the Grant by these Boards; and
4. This Resolution shall become effective on the date above-mentioned.

AFRICAN DEVELOPMENT FUND

BOARD OF DIRECTORS

Resolution N° F/CF/2019/86

Adopted by the Board of Directors on a lapse-of-time basis, on 21 October 2019

Grant to the Central African Republic to finance, from Grant Savings, part of the costs of the Bangui/Mpoko International Airport Modernisation Support Project (PAMAB) - Phase I

THE BOARD OF DIRECTORS,

HAVING REGARD to: (i) Articles 1, 2, 11, 12, 14, 15, 16, 26 and 30 of the Agreement Establishing the African Development Fund (the “Fund” or “ADF”); (ii) the Report on the Eleventh General Replenishment of the Resources of the Fund (“ADF-11”); (iii) the applicable ADF-11 Country Resource Allocation; (iv) the Policy of the Bank Group on the Utilisation of Savings on Loans; and (v) the appraisal report contained in Document ADB/BD/WP/2019/226/Approval - ADF/BD/WP/2019/152/Approval (the “Appraisal Report”);

NOTING the availability of sufficient resources to enable the Fund to commit the amount of the Grant;

RECALLING Resolution F/CF/2011/06 adopted by this Board on 31 January 2011, awarding to the Central African Republic, a grant of an amount not exceeding the equivalent of Four Million Units of Account (UA 4,000,000) to finance part of the costs of the Project to Build Economic and Financial Management Capacity (PARCGEF) as described in the Appraisal Report contained in Document ADB/BD/WP/2010/209-ADF/BD/WP/2010/161;

DECIDES as follows:

1. To award to the Central African Republic (the “Recipient”), from the savings made out of the grant awarded by the Fund for the PARCGEF, a grant of an amount not exceeding the equivalent of One Hundred and Eighteen Thousand Units of Account (UA 118,000) (the “Grant”) to finance part of the costs of the Bangui/Mpoko International Airport Modernisation Support Project (PAMAB) - Phase I;
2. To authorize the President to conclude a protocol of agreement between the Fund and the Recipient (the “Protocol of Agreement”) on the terms and conditions specified in the General Conditions Applicable to Protocols of Agreement for Grants of the African Development Fund and the Appraisal Report;
3. The President may cancel the Grant if the Protocol of Agreement is not signed within ninety (90) days from the date of approval of the Grant by this Board; and
4. This Resolution shall become effective on the date above-mentioned.