



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 22-Apr-2022 | Report No: PIDISDSA33833



BASIC INFORMATION

A. Basic Project Data

Country Eastern Africa	Project ID P178681	Project Name Additional Financing - Great Lakes Trade Facilitation Project	Parent Project ID (if any) P151083
Parent Project Name AFR RI-Great Lakes Trade Facilitation	Region AFRICA EAST	Estimated Appraisal Date 20-Apr-2022	Estimated Board Date 27-May-2022
Practice Area (Lead) Finance, Competitiveness and Innovation	Financing Instrument Investment Project Financing	Borrower(s) Common Market for Eastern and Southern Africa, Democratic Republic of Congo, Republic of Rwanda, Republic of Uganda	Implementing Agency Rwanda Ministry of Industry and Trade, Rwanda Local Development Agency (LODA), Rwanda Transport Development Agency (RTDA), DRC Cellule Infrastructure of MITPR (CI/MITPR), DRC Ministry of Commerce (SG/MC), Uganda Ministry of Trade, Industry & Cooperatives (MTIC), Rwanda Airports Company Ltd (RAC)

Proposed Development Objective(s) Parent

The Development Objective of this project is to facilitate cross-border trade by increasing the capacity for commerce and reducing the costs faced by traders, especially small-scale and women traders, at targeted locations in the borderlands.

Components

- Component 1: Improving core trade infrastructure and facilities in the border areas
- Component 2: Implementation of Policy and Procedural Reforms and Capacity Building to Facilitate Cross Border Trade in Goods and Services
- Component 3: Performance Based Management in Cross Border Administration
- Component 4: Implementation support, Communication and M&E

PROJECT FINANCING DATA (US\$, Millions)



SUMMARY

Total Project Cost	23.00
Total Financing	23.00
of which IBRD/IDA	23.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	23.00
IDA Grant	23.00

Environmental Assessment Category

B-Partial Assessment

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country and Sectoral Context

The Coronavirus Disease 2019 (COVID-19) pandemic has caused significant social and economic impacts the borderlands of the Democratic Republic of Congo (DRC) that depend on cross border trade. While the country benefits from a climate, land, and water conditions that are suitable for agricultural development, imports of agricultural products are unfortunately significant. The country is unable to export its production due to critical lack of basic infrastructure for handling exports, a business environment that does not facilitate investments in the productive area, failure to meet standards in neighboring countries and violence and conflict outside the main urban areas, especially along the border. Both physical and legal insecurity are a challenge for the private sector and the small-scale traders. For instance, the eastern provinces of the DRC are structurally deficient in maize and depend on imports from neighboring countries. Maize and cassava are the two staple foods in eastern DRC. However, the market supply of imported maize in DRC is constrained by the trade policies and practices of neighboring countries, especially regarding sanitary and phytosanitary requirements. Yet, trade facilitation is gaining even greater importance given the vulnerability of the region to climate risks, especially flooding, droughts and geophysical hazards given proximity to an



active volcano, Mount Nyiragongo. An increase in the frequency of climate risks will require policies that allow a smoother flow of products between regions, to meet any resulting shortages in supply.

Despite the potential for higher volumes, trade interactions in eastern DRC are vulnerable to periodic disruptions. Eastern DRC has a vibrant trade in many, but mainly agricultural products, as well as close ties with communities on the other side of its borders. However, periods of conflicts have intermittently taken a heavy toll on human life and disrupted the regional economy. Consequently, due to frequent shocks, border communities often remain in a state of acute socio-economic vulnerability and suffer disproportionately from poverty and displacement. Empirical evidence suggests that improving economic opportunities through facilitation of cross-border commerce is an effective way to enhance economic and social welfare and improve regional stability.¹

Overland trade between DRC and neighboring economies in East Africa is handled through several pairs of border posts, among them Goma (Petite Barrière and Grand Barrière), Bukavu (Ruzizi 1 and 2), Kasindi and Bunagana. However, most of the trade is handled at only a few facilities, specifically those in the large towns of Goma and Bukavu.

Trade between DRC and neighboring East African economies suffers from several structural issues. One of the most severe is the prevalence of inadequate, inappropriate, and generally poor trade infrastructure. Dilapidated and inadequate infrastructure at the border results in a poor environment for handling and processing goods and people. Throughout the project area, many of the most active border posts for small-scale trade lack basic amenities such as water, sanitation, electricity and warehousing. Pedestrian and vehicle traffic are often unsegregated (no dedicated lanes) and certain services are unavailable due to lack of information, communications and technology (ICT) connectivity. In addition, the lack of a secure and transparent environment, including lack of lighting and border/port area surveillance systems, enables corruption and harassment.

The problems due to poor trade infrastructure are compounded by complex, opaque, and time-consuming procedures at the borders. The procedures include long and expensive visa requirements, uncertain or variable fees, complex trade requirements especially for agricultural products, and delays due to tests on products, often on a consignment-by-consignment basis, among others. More recently, COVID-19 related tests have added to the cost to comply with all requirements to cross the border. Background analysis conducted in the project area has identified insecurity, harassment, corruption, complex and time-consuming procedures at the border, lack of clarity on and unavailability of simplified trade regimes, and poor public services provided at the borders due to weak institutional capacities. Corruption and gender-based violence are also key constraints for cross border trade.

The DRC is committed to simplifying procedures for small-scale traders. The country has been implementing the Minimum Standards for Treatment of Small-Scale Cross-Border Traders in the Common Market for Eastern and Southern Africa (COMESA) Region² which define the basic rights and obligations for border officials and small-scale cross-border traders. The standards are based on detailed analytical work across several countries in east and southern Africa. They articulate measures necessary for a clear, transparent, and predictable relationship between traders and officials at the border. In addition, and in terms of policy to anchor trade relationships with neighbors, the DRC recently ratified the African Continental Free Trade Agreement (AfCFTA) and joined the East African Community. It is also a member of the COMESA-East African Community (EAC)-Southern African Development Community (SADC) Tripartite Free Trade agreement to further boost intra-regional trade and deepen economic integration. This additional financing will support measures consistent with the objectives of the regional and continental agreements.

C. Proposed Development Objective(s)

¹ Cali, Massimiliano. 2015. Trading Away from Conflict: Using Trade to Increase Resilience in Fragile States, Washington DC: World Bank.

² http://gltfp.comesa.int/wp-content/uploads/2017/09/171015_Minimum-Standards-for-the-Treatment-of-Small-Scale.pdf



Original PDO

The Development Objective of this project is to facilitate cross-border trade by increasing the capacity for commerce and reducing the costs faced by traders, especially small-scale and women traders, at targeted locations in the borderlands.

Current PDO

The Development Objective of this project is to facilitate cross-border trade by increasing the capacity for commerce and reducing the costs faced by traders, especially small-scale and women traders, at targeted locations in the borderlands.

Key Results

The following key indicators are used to track progress towards the PDO:

- i. Average time for traders to cross target border crossings (minutes) which decreased from a baseline of 18 minutes (at appraisal) to 10.10 minutes (as of September 2021), with the end-project target of a reduction to 10 minutes.
- ii. Incidence of harassment of small-scale traders; incidence of harassment among female traders (percent) which has significantly reduced from a baseline of 92 percent (at appraisal) to 31.33 percent (as of September 2021), with an end-project target of a reduction to 10 percent.
- iii. Value of goods handled through core trade infrastructure (US\$ million) which increased from a baseline of US\$202 million (at appraisal) to US\$243.5 million (as of September 2021), with end-project target of US\$257 million.
- iv. Direct project beneficiaries; of which female (number) which reached 1.2 million (as of September 2021, baseline 0 at appraisal), with end-project target of 40 thousand.

D. Project Description

Following the government's request, the AF is designed to provide International Development Association (IDA) financing to fund a cost overrun and financing gap associated with proposed project interventions in Goma.

The project site in Goma is in a heavily populated area with no clearly demarcated zone for border management. It has limited facilities for both officials and users. In fact, the existing facilities are only temporary, constructed by the project to provide interim relief to all stakeholders. The temporary infrastructure that has been set-up with support from the parent project, with lighting and security systems, enabled the border agencies to open the border for longer hours, which had tangible benefits for small scale traders. However, it was always anticipated under the parent project that permanent infrastructure would be built. The project, therefore, will finance a major development of new infrastructure at Petite Barrière to include better facilities for border agencies and traders as in the original project design.

Given the location of the border post, the government of DRC was going to contribute to the parent project by implementing a RAP before the commencement of any works at Petite Barrière. Accordingly, a RAP was prepared in 2017/18. However, the Borrower was not able to fund or implement it mainly due to a series of fiscal shocks over the period 2018 to 2021, starting with the Ebola pandemic that affected the project area in in 2018/19 and since 2020, the emergence of the Covid-19 pandemic. Consequently, financing the RAP with IDA resources has become the only specific solution that offers certainty to the PAPs and establish conditions for the eventual improvement of the facilities at the border.



The RAP at Petite Barrière was prepared in accordance with World Bank Operational Policy 4.12 on Involuntary Resettlement and the application of relevant national legislation. Most of the PAPs have a preference for cash compensation for lost land and other assets as that gives them flexibility to decide where to resettle in Goma or elsewhere. However, during appraisal it was determined that a small number of PAPs, for different reasons, prefer compensation in-kind, including land-for-land compensation.

The AF would secure the resources that are needed for the RAP implementation that has been pending since 2018 and supplement the resources that had been budgeted for civil works at the site. The AF would primarily address: (a) the significant delays in implementation that have put project affected persons (PAPs) and other stakeholders in a situation of uncertainty, (b) related grievances being raised by community members, and (c) restoring trust in the development process by following through on agreed plans. In addition, the use of IDA resources and close involvement of Bank teams throughout the process would ensure that it is carried out at the highest standards; paving the way for improved infrastructures and conditions at the border for the hundreds of thousands of persons, including vulnerable ones, whose livelihoods depend on small scale trade.

The additional financing solely covers the financing gap and cost overrun to implement activities envisaged under Component 1, in particular, a resettlement action plan (RAP) in Goma and associated civil works for a one stop border post (OSBP) at the site. Following confirmation by OPCS, the additional financing will continue to apply the World Bank Safeguard Policies.

Component 1 interventions include the construction of modern border facilities at four locations along the common boundaries of the DRC and the Rwanda and Uganda. The sites are Bunagana and Kasindi (both between DRC and Uganda) and Goma and Ruzizi 1 between DRC and Rwanda. Civil works are advanced and close to completion at Bunagana, Kasindi and Ruzizi 1 but are yet to start at Goma, pending implementation of the RAP.

Component 1.1 Improving core trade infrastructure: the project will finance the construction of the remaining one stop border post in DRC, at Petite Barrière. The costs of the OSBP will be met by applying the amount that is projected to remain uncommitted under the parent project in DRC (US\$4.5 million) and to be supplemented with resources through the AF (US\$6.5 million). The civil works for the border post will commence only after the RAP has been fully implemented. As such, implementation of the RAP to the satisfaction of IDA is a disbursement condition for the civil works at Petite Barrière.

New Sub-Component 1.5 Resettlement Action Plan in Goma: A new sub-component, DRC Financing of Resettlement Action Plan at Petite Barrière, Goma (US\$15.5 million) will be introduced under Component 1. The sub-component will finance the total costs of cash, in-kind compensation for land and other assets and of livelihoods restoration plan (LRP) for PAPs at Petite Barrière in Goma. The RAP will cover an area that is 3 hectares in size. Whereas the original preference of the government and some stakeholders had been to implement the plan at a 4.9 ha scale, during appraisal of the AF, the authorities reviewed the future plans for the site, considered submissions by the PAPs and resolved to implement the RAP on a site that is 3 ha in size. The scale was confirmed during appraisal as the one that best meets the objectives of the project while minimizing the numbers of people to be resettled. The authorities will submit a letter to the World Bank to this effect.

Sub-component 4.1 Implementation arrangements and support: Implementation of the AF will be led by Cellule Infrastructure, the specialized entity under the Ministry of infrastructure and Public Works that is responsible for the implementation of donor financed infrastructure projects in DRC. Through the AF, resources will be allocated to Cellule Infrastructure to enable the entity to implement the RAP, livelihoods restoration and the subsequent civil works at Petite Barrière. Cellule Infrastructure will have a provincial technical team based in Goma to lead implementation of activities to be financed by the AF.



Sub-component 4.2 M&E and communications: A portion of the AF will be allocated for M&E and communications. Given the novelty of the project and nature of interventions, maintaining a robust M&E system remains an imperative. In addition, a robust communication strategy will be implemented, taking into account the diversity of project beneficiaries. In order to enhance access, Cellule Infrastructure will establish an office at the site, where communications and other technical staff will be available to provide information to the PAPs and other stakeholders.

E. Implementation

Institutional and Implementation Arrangements

The AF's technical design remains the same as in the originally approved project. There will be no changes to the implementation arrangements for Component 1 of the project in DRC. Implementation of the RAP would be led by Cellule Infrastructure (CI), under the Ministry of Infrastructure and Public Works, with support from a RAP/LRP service provider. CI is the project implementation unit (PIU) that is responsible for infrastructure works concerning DRC under the project. Cellule Infrastructure has the necessary expertise and experience with Bank-financed operations, including with RAPs. The specific responsibilities of CI would be: (i) Implementation of the RAP; (ii) Monitoring and Evaluation (M&E); (iii) organizing public consultations and (iv) responding to stakeholder feedback and any litigation.

Channeling of funds: The Borrower through CI will process payments through a bank. To enhance the security of the process, the Borrower has decided that the project will select a bank in DRC and will sign an agreement allowing each PAP to open a free bank account, with the costs covered by the project. All payments will be processed through the bank account to ensure traceability and transparency. Every individual adult PAP and their dependents, will have an account to avoid spoliation from other family members (in case of inheritance with multiple heirs). The selected bank will provide financial advisors to educate the PAPs under the supervision of the project team. CI will conduct internal and external audits to ensure proper flow, use, and management of project funds. A contract for a third-party agency will provide necessary mitigation measures to ensure supporting documents will be available for each transaction. The Bank task team will: (i) closely monitor the flow of funds through the project account; and (ii) review the reports submitted by the RAP implementation committee and the third-party RAP monitoring consultancy to detect and discuss any emerging issues with the PIU.

Engagement with PAPs has been regular, organized through a Local Committee for Resettlement and Dispute Management (Comités Locaux de Réinstallation et Gestion des Litiges, CLRGL) that has been established for the purpose. The Committee has 10 members, including a representative of the PAPs. Prior to implementation of the RAP, the CLRGL and its working procedures will be codified in an Internal Regulation produced in conjunction with key stakeholders. The regulation will become an integral part of the updated RAP. Clarifying the role of the CLRGL would be important as it will have to work with CI in coordinating the various activities during implementation of the RAP. Jointly, they will mobilize all actors for the implementation of the activities planned as part of the RAP, with clearly defined performance indicators. CI will: (i) ensure that the RAP is carried out in a manner consistent with all these aspects (technical, social, financial); (ii) ensure that World Bank policies are followed; (iii) if necessary, adjust the RAP subject to World Bank approval; and (iv) validate the activities of the RAP as they are carried out.

Grievance Redress Mechanism (GRM) was set up by the parent project and remains available as another channel to receive complaints as they arise at Goma. It will be reevaluated at AF start and strengthened if necessary. The CI will implement a robust communications strategy around the RAP and its implementation. The consultations would build on the extensive work that has been done over the years and is continuing on all aspects of the RAP. However, CI will carry-out a follow-up audit upon completion of the implementation of the RAP.



F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

Under the parent project, the targeted border crossing were selected as the priorities for support under this project on the basis of (i) cross-border flows of goods and people, (ii) strategic importance to the countries, (iii) relevance to the Great Lakes Strategy and creating stability in the GLR and (iv) critical nodes for cross-border connectivity. The AF will focus on the Goma/Les Petites Barrières – Rubavu (Rwanda) site, which will consist of a 3 ha area in urban setting that is also to be acquired under the project. The project would finance improvements to infrastructure and facilities at this site and as indicated, designs remain to be reviewed and updated, and precise interventions remain to be decided. The focus would be on integrated designs for efficient yet secure traffic flows of pedestrian, passenger and commercial vehicle traffic. Priority infrastructure works should improve the security of small informal traders, particularly through lighting, ensuring safe areas and providing warehousing so traders can safely store their goods overnight. At some of the border crossing points it may be necessary to redesign access roads and to provide parking facilities for vehicles as well as IT provide connectivity to customs and other agencies’ management and processing systems.

G. Environmental and Social Safeguards Specialists on the Team

- Boyenge Isasi Dieng, Social Specialist
- Raymond Sinsi Lumbuenamo, Environmental Specialist
- Cyrille Valence Ngouana Kengne, Environmental Specialist
- Christophe Ngongo Muzyumba, Environmental Specialist
- Moise Bo Nyambe Bolamu, Social Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	Yes	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	



Indigenous Peoples OP/BP 4.10	No
Involuntary Resettlement OP/BP 4.12	Yes
Safety of Dams OP/BP 4.37	No
Projects on International Waterways OP/BP 7.50	No
Projects in Disputed Areas OP/BP 7.60	No

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The project was classified as EA Category B as the potential adverse impacts associated with projected activities are anticipated to be minor, site specific and limited to an acceptable level. Taking into account the nature and scope of activities as well as the fragile environment and the density of population around the border posts, three environmental and social safeguard policies were triggered: OP 4.01 Environmental Assessment, OP/BP 4.04 Natural Habitats and OP 4.12 Involuntary Resettlement. Preliminary assessment through field visits to the border post of Goma and the potential infrastructure do not suggest any large scale or irreversible social and environmental impacts. The AF does not trigger a new safeguards policy. The land requirement is relatively large for an urban setting (3 ha); A RAP was prepared in 2018 but its implementation has been pending since leading to climate of uncertainty among PAPs. The client initiated an update of the RAP to pave the way for project funds to be used for its implementation, and therefore address the issue. The process will be followed by the actual upgrade/construction of the border post within these 3 ha that will be cordoned off as part of RAP implementation and during the civil works to mitigate risks to safeguard and site and surrounding communities. The ESIA/ESMP for Petite Barriere was prepared in March 2020, cleared by the Bank and disclosed on 08/17/2021.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
NA

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
The footprint of the border crossing has been reduced from 4.9 ha to 3ha to minimize resettlement

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

The Democratic Republic of Congo (DRC) has prepared in March 2020 an ESIA/ESMP for Petite Barriere that was cleared by the Bank and disclosed on 08/17/2021 for the upgrade and construction of the border post which should cover 3 ha. The ESIA addresses potential Environmental impacts including waste generation, soil erosion and runoff, dust and air emissions, traffic safety risks, workplace safety, potential for hazardous materials and oil spills associated with heavy equipment operation and fueling activities. Identified and potential social impacts include social conflicts, Sexual Exploitation and Abuse/Sexual Harassment, Spread of communicable diseases, and labor issues. Cellule Infrastructure, a unit under the supervision of the Ministry of Infrastructure, the private sector and



implementing border agencies are the primary stakeholders of this project as well as a decentralized Project Management Unit set up at the provincial level in the Ministry of Commerce in Goma. As proposed in the ESIA/ESMP, they will continue to undergo capacity building to have better knowledge and understanding of the implementation of relevant World Bank policies triggered by the Project.

The ESIA/ESMP includes a section on implementation arrangement with the roles and responsibilities of key actors, and capacity building for local government, consultants, supervision engineer and contractors, and a detailed budget for the implementation of the ESIA/ESMP and other social and environmental aspects. The Contractors and Supervision Consultants shall be required to include on their teams, qualified Safeguards Staff (Environmental Specialist, Health & Safety Officer, Social Development Specialist). Contractors will be required, as a condition of their contracts, to develop before the commencement of works and implement throughout their contracts the following E&S management tools: Contractor’s ESMP (C-ESMP); site-specific Occupational Health and Safety Management Plans (HSMP), Erosion and Sediment Control Plan; Emergence Preparedness and Response Plan (EPRP) including medical evacuation measures, etc. It is also worth noting that the PIU is in the process of recruiting a SEA/SH specialist to be based in Goma and that an SEA/SH Action Plan will be prepared and implemented under the project. Likewise, the contract of the SEA/SH service provider operating under the parent project will be extending to cover the AF. The PIU has a communication specialist based in Goma and whose role will be to manage the project's communication to PAPs and other stakeholders.

Since Mai 2021, the Nord Kivu Province is under “etat de Siege” governed by the military. Nord Kivu military authorities are currently carrying out temporary road improvement construction works at the petite barriere, which are considered as an associated facility to the proposed sub-project. these works are being undertaken without an environmental and social management plan and we observed a number of issues, including health and safety of workers, management of construction waste and traffic safety of large vehicle presenting risks and impacts. The lack of project influence regarding military construction activity along the road and potential other activities that the military may undertake is concern as they entail E&S risks as there are not covered by sufficient instruments to manage risks.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

The project has multiple stakeholders, such as the departments of customs, immigration, security police, small traders, business community, local governments and NGOs, PAPs representatives, and a GRM that has been established as part of RAP preparation. The RAP is being updated in direct consultations with these stakeholders and include the feedback from the appropriate local, regional and national stakeholders.

B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank	Date of submission for disclosure	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
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"In country" Disclosure



Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank

Date of submission for disclosure

"In country" Disclosure

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)

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APPROVAL

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