

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

Report No.: PIDA16124

Project Name	DRC - Goma Airport Safety Improvement Project (P153085)
Region	AFRICA
Country	Congo, Democratic Republic of
Sector(s)	Aviation (80%), General transportation sector (20%)
Theme(s)	Infrastructure services for private sector development (30%), Conflict prevention and post-conflict reconstruction (30%), Regional integration (20%), Trade facilitation and market access (20%)
Lending Instrument	Investment Project Financing
Project ID	P153085
Borrower(s)	Democratic Republic of Congo, Represented by the Ministry of Finance
Implementing Agency	Ministry of Transport, Régie des Voies Aériennes (RVA)
Environmental Category	B-Partial Assessment
Date PID Prepared/Updated	21-Jan-2015
Date PID Approved/Disclosed	22-Jan-2015
Estimated Date of Appraisal Completion	23-Jan-2015
Estimated Date of Board Approval	10-Mar-2015
Decision	

I. Project Context

Country Context

1. Over the past few years, the Democratic Republic of Congo (DRC) was able to make significant progress in stabilizing its economy after decades of political instability. Implementation of sound macroeconomic policies has enabled DRC to weather the global crisis. Since 2010, DRC's economic growth has exceeded the average for Sub-Saharan Africa by 2 percentage points, growing at an annual average of 7.4 percent between 2010 and 2013. Inflation declined to a single digit in 2012, down from 15.4 percent at end-2011 and from over 50 percent at end-2009. DRC's economy, however, faces substantial downside risks because of its continued reliance on mining exports with no local content or significant in-country transformation. Additionally, the rapid growth of the economy over the past years has not contributed to private sector employment.

2. Despite this overall positive economic outlook, DRC's poverty and political instability are concerns in their own right. With a land surface area of 2.3 million square kilometers, DRC is the largest country in Sub-Saharan Africa and shares borders with nine countries. The country is

endowed with rich natural resources—mineral deposits, forests, water, and arable land—a strategic location, and a young population. Despite this wealth, DRC remains one of the poorest countries in the world. The country has yet to emerge from more than four decades of conflicts and mismanagement that have devastated the economy and the people.

3. Poverty in DRC remains widespread and the country will not reach any of the Millennium Development Goals by the 2015 deadline. With a per capita Gross National Income in 2013 of US\$ 400, DRC's population—estimated at about 67 million—is among the most vulnerable in the world. More than 63.7 percent of the population lives below the US\$ 1.25 per day poverty line, and 14 percent of the poor in Sub-Saharan Africa live in DRC. All DRC's human development indicators are low: the 2013 United Nations Human Development Index ranks DRC 186th among 187 countries. Life expectancy at birth is 50 years, maternal mortality ratio is 540 per 100,000 live births, infant mortality rate is 100 per 1,000, and under-5 child mortality rate is 146 per 1,000.

4. Over the past decade, DRC has been at peace everywhere except in some areas in the Eastern provinces. Since the 1960s, parts of the Eastern DRC have been afflicted by an explosive mix of weak governance, widespread poverty, natural resource mismanagement, land tenure disputes and ethnic tensions stoked for political and economic gain. This has created a permanent state of instability that has frequently spilled over into outright violent conflict. Unlike the rest of the country where relative peace has been maintained over the past decade, armed conflicts in the Eastern provinces have continued. The invasion of Goma, capital city of North Kivu on DRC's eastern border with Rwanda, in November 2012 by the M23 rebellion was the cornerstone of the instability that continues to negatively affect large swaths of population. The cumulative impact of the civil strife has been catastrophic from a humanitarian point of view. It has been estimated that since 1998 about 5.4 million people have died as direct and indirect consequence of the civil strife, while millions of others have been plunged into a state of acute vulnerability due to displacement, dispossession, the breakdown of communal and social bonds, and the loss of livelihoods.

5. Decades of conflict and neglect by the central government have led to the near total collapse of state authority and services in Eastern DRC, allowing armed groups and criminal elements to operate with impunity. The government of DRC does not have the resources, human capacity and physical infrastructure required to deliver basic services and handle the explosive security situation in the East. The ensuing absence of government, lawlessness, and lack of infrastructure have caused a breakdown in the social contract and reinforced the isolation of many parts of the Eastern provinces, creating a haven for armed groups to operate and holding back the economic and social development that are crucial for long-term stability of DRC and the Great Lakes region as a whole.

6. Numerous peace initiatives have failed to put an end to fighting among armed groups in the East. Over 25 armed groups are active in the Eastern DRC, among them the M23, the Democratic Forces for the Liberation of Rwanda (FDLR), the different Mai-Mai groups, and the Lord's Resistance Army (LRA). Since 2004, several waves of armed groups have been integrated in the national army, but a number of them have always kept back some of their combatants, who continue to harass civilians and fight one another or the army.

7. Tackling the drivers of conflict and fragility in the Eastern provinces will require significant long term engagement by the central government and development partners to strengthen governance structures, promote economic development, bolster conflict resolution

mechanisms, restore security and state authority, and address the severe socioeconomic vulnerabilities. The proposed project directly supports efforts by the international community to break the cycle of conflict and fragility in Eastern DRC.

Sectoral and institutional Context

8. The development of the transport sector in DRC is a key priority of Government policy to ensure economic growth, poverty reduction, and national integration. In a country almost as large as the whole of Western Europe, this sector is a key enabler to increasing agriculture output, improving internal and external trade, supporting mining growth, overcoming the economic and social barriers that affect isolated communities, and providing security throughout the country.

9. The transport sector has however suffered from the decades of conflict, mismanagement, neglect, and underinvestment. The current capital stock of transport infrastructure is well below what it was back in the late 1970s. Its performance is currently inadequate and is a key constraint to DRC's ability to achieve sustained economic growth. The sector requires massive investments as well as reforms to redress the weaknesses. Even though the rehabilitation of dilapidated transport infrastructure and facilities is underway, the transport network is still suffering from major connectivity gaps and bottlenecks. Interregional transportation is a major challenge in DRC due to the country's vast landmass and the low population density and poor condition of the existing road network. Connecting DRC's various regions is impossible without a multimodal approach covering waterways, roads, railways, and air transport.

10. Air transport itself has not been able to fulfill its role because of the dilapidated airport infrastructure and navigation equipment, and the extremely weak technical and safety regulation in the country. With a population of about 67 million and a land mass that is twice as much as Britain, France, and Germany combined, airport passenger traffic in DRC's airports was about 1.5 million in 2013. DRC has 54 airports, including five classified as international airports, but all of them are old, poorly maintained, and with dilapidated infrastructure. As a consequence, large areas of the country remain unserved by air transport, DRC's airspace poses high air navigation risks, and serious accidents and incidents have occurred in the past years. This outcome is reflected in DRC's failure to meet international air transport safety and security standards.

11. After decades of neglect, the government has finally recognized air transport's critical situation and its negative impact on economic development, and it has embarked on a program to gradually rehabilitate the sector's institutions and infrastructure. Laws and regulations have been put in place to improve the sector's institutional framework. For instance, air transport regulation is now with the Civil Aviation Authority (AAC), and airports and air traffic management are with the National Airways Management Agency (RVA), with plans to split airport operations from air traffic management in the near future. However, these institutions still suffer from poor governance and weak technical and managerial capabilities. With support from the African Development Bank and the World Bank, infrastructure and equipment are being rehabilitated in three (Kinshasa Ndjili, Lubumbashi, and Kisangani) of the five international airports; air traffic control equipment is being modernized nationwide; and an ongoing program to enhance the capabilities of AAC and RVA is at its inception stage.

12. Government efforts to address air transport weaknesses has however yet to reach Eastern DRC, where connecting the population with the rest of the country and providing efficient access

for humanitarian aid and United Nations (UN) operations are crucial to stabilize the sub-region and end its isolation. The geographic isolation of the landlocked Eastern DRC and the virtual collapse of transport infrastructure during decades of conflict pose a significant risk to the ongoing peace consolidation effort.

13. Eastern DRC's main international gateway—Goma International Airport—is critical to addressing the geographic isolation of that region, but its dire condition reflects the overall state of the collapsed public infrastructure and services in this part of the country. While decades of conflict and frequent rebel control of the airport have had a toll on its operations, the volcanic eruption in 2002 of Mount Nyiragongo damaged a major part of the airport's critical infrastructure (runway and taxiway). The lava flow from the volcano buried 1,150 meters or more than one third of the 3,000-meter runway and isolated the terminal and apron. The short available section of the runway—combined with the airport's altitude at 1,532 meters—renders it operational only for small aircrafts. Humanitarian aid flows, UN operations, and passenger and cargo transport have been constrained by the limited capacity of the damaged airport and the non-compliance of the airport with basic safety and security standards. There have been at least seven recorded air crashes at the airport with dozens of fatalities, many of them attributed to the condition of the airport, and the overall air transport operating environment in DRC.

14. The Government has put the re-establishment of safe and secure operations of Goma International Airport as a top priority for the development of Eastern DRC. That is because a fully functioning airport will reconnect this region long isolated from the rest of the country by the conflict, enabling trade to resume, and facilitating humanitarian relief and peace and stabilization efforts. For a variety of reasons ranging from civil unrest to economic constraints, the reconstruction of Goma International Airport has been postponed since 2002, but it has now become urgent for the following reasons:

(a) In the context of a fragile peace process since 2013, and a still fluid security situation in large parts of Eastern DRC, it is important to quickly deliver “peace dividends” to the population in this conflict-affected region, and demonstrate that public services and government presence are being restored. Additionally, the rehabilitation of the airport directly supports the 2013 Great Lakes Regional Initiative, whose success hinges on rapid high impact interventions on the political and security front as well as on integrated regional economic and social development. Goma International Airport—which in the past was a hub for domestic and international export of high value agriculture product—has the potential to quickly rebuild both regional passenger and cargo business and support domestic and regional trade integration.

(b) Humanitarian aid and peace keeping operations urgently need a fully functioning airport. Despite its limited capacity due to the damage to its runway, the airport has been a hub for humanitarian aid and for the operations of the United Nations Organization Mission in DRC (MONUSCO). The capacity limitation may pose serious problems to MONUSCO's ongoing plan to concentrate their operations in Eastern DRC, where their transport logistics operations are forecast to increase, and where Goma International Airport is the only gateway. Additionally, capacity limitation on humanitarian aid constitutes a high risk factor that contributes to sustaining the fragility of this region of DRC.

15. The German government provided about EUR 10 million funding and technical assistance to mitigate the impacts on Goma of the lava flow from the 2002 volcanic eruption. Since 2009, the

German-supported lava removal program enabled the clearance of lava from about 700 meters of the Goma airport runway. Additional German government support has been used to reconstruct 500 meters of the damaged runway. DRC government funds have also been used to reconstruct 165 meters and to strengthen the 2,000 meters that were not damaged by the lava. By early 2015, these various interventions will have delivered a completely reconstructed runway with a length of 2,665 meters.

II. Proposed Development Objectives

The Project Development Objective is to improve the safety, security, and operations of Goma International Airport.

III. Project Description

Component Name

Component A: Airport Infrastructure Investments

Comments (optional)

This component will include investments necessary to urgently enable the airport to meet international safety and security standards, and to bring its capacity to the level prior to the volcanic eruption. The component will include the following activities:

- (a) the rehabilitation of the existing runway;
- (b) the rehabilitation and extension of the existing apron;
- (c) the rehabilitation of the airport's electrical systems;
- (d) the supply and installation of a new mobile control tower;
- (e) the erection of the airport's security fence;
- (f) the support to airport rescue and firefighting services;
- (g) the rehabilitation of the existing passenger terminal;
- (h) the rehabilitation of the existing cargo area; and
- (i) the implementation of the Environmental and Social Management Plans.

Component Name

Component B: Capacity Building and Project Implementation Support

Comments (optional)

This component will include the following activities:

- (a) the preparation of a priority airport rehabilitation program;
- (b) the monitoring of volcano risks and the strengthening of the preparedness of the airport and surrounding communities;
- (c) the strengthening of the economic and social fabric of the communities around the airport through; and
- (d) project implementation support.

Component Name

Contingencies

Comments (optional)

IV. Financing (in USD Million)

Total Project Cost:	50.00	Total Bank Financing:	50.00
Financing Gap:	0.00		

For Loans/Credits/Others	Amount
BORROWER/RECIPIENT	0.00
IDA Grant	50.00
Total	50.00

V. Implementation

16. Project institutional and implementation arrangements will follow as much as possible those of the ongoing World Bank-supported Multimodal Transport Project (P092537):

- (a) The Financing Agreement for the project will be between the Democratic Republic of Congo (“Recipient”) and the International Development Association (IDA) (“Association”).
- (b) A Project Steering Committee, including high-level representatives of the concerned ministries and entities will be maintained throughout the implementation of the project and will be responsible for providing overall strategic guidance for the project.
- (c) Ministry of Transport (MOT) will be responsible for the: (a) overall coordination and facilitation of the implementation of the project; (b) resolution of any conflicts that may arise between the different entities involved in the implementation of the project; and (c) follow-up on the orientations and recommendations of the Project Steering Committee.
- (d) The Responsibility for detailed implementation activities will rest with Cellule d’Exécution du Projet Multimodal (CEPTM), which was created—for the purpose of the ongoing World Bank-supported Multimodal Transport Project—by Ministerial decree under terms of reference, staffing, and resources acceptable to the Bank.
- (e) The Responsibility for technical inputs and technical oversight of project implementation will rest with Régie des Voies Aériennes (RVA), which is the main project beneficiary. RVA—which is a separate legal entity—will enter into a Project Agreement with IDA in order to provide the necessary guarantees related to the implementation of the project and the use of project investments. RVA will also sign a Subsidiary Agreement with the Recipient to specify the modalities of the transfer of project funds and assets to RVA.
- (f) Day-to-day implementation procedures will follow the Project Administrative Financial, Accounting and Procurement Manual (PAFAPM), which is the manual outlining the administrative, financial, accounting, and procurement arrangements for the implementation of the Project.

17. CEPTM has performed satisfactorily under the ongoing Multimodal Transport Project (MTP). All its key personnel are on board and the recruited staff have proven to be well qualified for their respective missions and are generally performing well. Coordination between CEPTM and RVA under the MTP has been satisfactory.

VI. Safeguard Policies (including public consultation)

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	x	
Natural Habitats OP/BP 4.04		x
Forests OP/BP 4.36		x
Pest Management OP 4.09		x
Physical Cultural Resources OP/BP 4.11	x	
Indigenous Peoples OP/BP 4.10		x

Involuntary Resettlement OP/BP 4.12	x	
Safety of Dams OP/BP 4.37		x
Projects on International Waterways OP/BP 7.50		x
Projects in Disputed Areas OP/BP 7.60		x

Comments (optional)**VII. Contact point****World Bank**

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