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

Appraisal Stage | Date Prepared/Updated: 22-May-2018 | Report No: PIDISDSA24382
### BASIC INFORMATION

**A. Basic Project Data**

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<th>Parent Project ID (if any)</th>
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<td>Investment Project Financing</td>
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**Proposed Development Objective(s) Parent**

Strengthen AUC’s capacity to facilitate economic development results and transformation through enhanced institutional efficiency. This will be achieved by means of enhancing the AUC’s internal human resources and management systems, and supporting result-oriented external partnerships and collective actions designed to enhance the implementation of regional economic development initiatives in priority areas (e.g. regional trade, energy, infrastructure, governance, natural resource management) relevant to the AFR IDA portfolio for the benefit of African Union member states, the Regional Economic Communities and African citizens.

**Proposed Development Objective(s) Additional Financing**

The Project Development Objective (PDO) is to strengthen AUC’s capacity to facilitate regional integration results and transformation through enhanced institutional efficiency.

### Components

- Strengthening Institutional Capacity
- Facilitating Regional Integration Results with Stakeholders

### PROJECT FINANCING DATA (US$, Millions)

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B. Introduction and Context

A. Regional Context:

In recent years, growth in many African countries was adversely affected by the global economic slowdown, collapse of commodity prices, and adverse weather conditions. However, a moderate recovery is now underway although with significant variations across countries. Overall, economic growth in Sub-Saharan Africa (SSA) is estimated to have picked up to 2.5 percent in 2017 from 1.3 percent in 2016. It is projected to accelerate further to 3.1 percent in 2018, and to 3.5 percent in 2019, helped by stabilization of commodity prices, continued expansion in global trade, supportive external financial market conditions, and growth in domestic private consumption and investment on the domestic side. The upswing is also a result of prudent macroeconomic policies, better business environment and improved governance\(^1\) throughout much of the continent. Governments have recognized the imperative of private investment and private sector led growth. African countries have consistently been among the top ten reformers in the Doing Business Report in the recent past. In the latest report, four of the top ten reformers are African and others come from Asia, Europe and Central Asia, and Latin America\(^2\). As a result, African countries are increasingly being viewed as investment destinations, and not merely due to the

1 According to the Africa Region’s Country Policy and Institutional Assessment (CPIA) Report, on average, the Cluster D indicator that measures governance and public sector performance in Sub-Saharan Africa (SSA) has improved, from 2.9 in 2012 to 3.0 in 2016. However, there are several variations across countries and across the various elements of cluster D (i.e., property rights and rules-based governance; quality of budget and financial management; efficiency of revenue mobilization; quality of public administration; and transparency, accountability and corruption in the public sector. For example, a score in fragile countries is 2.6 as compared to 3.2 in non-fragile countries for the quality of budget and financial management area. See Africa CPIA Report 2017.

2 Doing Business Report captures 264 business regulation reforms across the ten measured indicator sets. As in previous years, Sub-Saharan Africa is the region with the highest number of reforms (83 in total), followed by East Asia and the Pacific (45) and Europe and Central Asia (44).
abundance of natural resources. According to the World Bank, foreign direct investments to Sub Saharan Africa amounts to about US$37 billion, more than foreign assistance.

**Despite the upturn in economic activity in the region, significant challenges abound.** Growth in the non-oil industrial sectors has yet to pick up, underscoring the low structural transformation in the region; creation of good jobs is lagging; the public debt relative to Gross Domestic Product (GDP) level is rising and high in some countries; and poverty is widespread. Sub Saharan Africa’s infrastructure is by far the most deficient and costly in the developing world. Only 37 percent of the population has access to energy, inadequate and high-cost transport connectivity reduces competitiveness, and the infrastructure gap acts as a drag on growth. Nearly 60 percent of the labor force and 78 percent of the working poor rely on agriculture for their livelihoods, yet only 5 percent of land is irrigated, crop yields are lower than in the rest of the world, and the impact of climate change is already being felt. While the continent has made great strides in school enrollment, especially for girls, much needs to be done to improve the quality of education and learning outcomes. Stunting remains unacceptably high across the continent, even in countries that have experienced robust economic growth or are relatively prosperous. The adverse impact of stunting on incomes in Africa is estimated at around 9 percent of per capita GDP. Africa is also losing out due to its gender gap. The United Nations (UN) estimate that discriminatory gender policies across SSA cost up to US$105 billion each year, or 6 percent of its GDP. In addition, despite peace building and conflict resolution efforts, almost one third of the world’s displaced persons are located in the Horn of Africa, Great Lakes and Central Africa, and the Sahel. Due to conflicts, the number of violent deaths has risen since 2012.

**Overall, much higher levels of growth will be needed to accelerate poverty reduction and promote broad-based prosperity.** Most countries need to implement deep reforms to facilitate structural transformation. This requires improving institutions to enable private sector growth, developing local capital markets, enhancing the efficiency of utilities, improving the quantity and quality of public infrastructure, and strengthening domestic resource mobilization. Developing the skills needed for a 21st century workforce is also a priority, especially given the large numbers of young people who enter the workforce each year and the potential impact of technology on jobs.

**Provided African countries can put the right policies in place, meeting the challenges can also provide opportunities.** The continent is home to massive untapped renewable energy sources—only about 9 percent of the continent’s economically viable hydropower potential is utilized. At the same time, technological innovation and competition among private producers is driving down the price of solar energy. The value of food consumption is expected to triple by 2050, with urbanization resulting in greater demand for processed food. This presents a huge opportunity along the agricultural value chain. While technology will disrupt jobs, it also brings new opportunities. Just as they moved straight to mobile telephony, bypassing land lines, African countries can learn from others and leapfrog using technology in other areas. Already mobile money has greatly facilitated financial inclusion, and mobile phones are providing farmers with real-time price information for crops. In East Africa, drones are being deployed to deliver blood and medicines to remote areas. Africa has the youngest population in the world, offering

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3 World Bank – Africa’s Pulse 2017 (TBC)
4 The overwhelming majority of women in Africa are paid less than their male counterparts. The UN estimates that African women hold two thirds of all jobs in the non-agricultural informal sector, and on average only make 70 cents for each dollar made by men. For details, see The Gender Gap Index (2015), it benchmarks national gender gaps on economic, political, educational and health criteria.
5 Displaced persons are estimated at about 15-20 million, and include refugees, asylum seekers, and internally displaced persons. They are often located in the poorest and most disadvantaged borderland areas of countries.
the potential of a demographic dividend provided economic opportunities can be created though education, skills and enabling entrepreneurship. On the positive side, young people on the continent are more connected to the rest of the world, less risk-averse, and technologically aware than ever before, and increasingly see the private sector as a pathway to progress.

The AU’s Agenda 2063 provides a long-term vision for a peaceful and prosperous continent, integrated regionally and into the global economy, and taking full advantage of its natural resources and people. Its ten-year road map (First Ten Year Implementation Plan – FTYIP), and accompanying five-year Medium-Term Plan (MTP)6, are currently under implementation. Agenda 2063 places integration at the heart of its vision and is integral to reducing poverty and achieving sustainable economic growth. At the same time, AU flagship initiatives, such as the Programme for Infrastructure Development in Africa (PIDA) and the Comprehensive African Agriculture Development Programme (CAADP), seek to address major challenges at the continental, regional, and national level. In 2017, the AU agreed that institutional reforms were needed to increase its global and continental impact, spur greater collective action to meet challenges and create opportunity, achieve results, and connect with African citizens. H. E. President Kagame of Rwanda was charged with producing a report and recommendations for action, based on which the January 2017 Reform Decision Assembly/AU/Dec/635 (XXVIII)) was made, adopting most of his recommendations.

The Report on the Proposed Recommendations for the Institutional Reform of the African Union7 articulates a clear road map for the AU’s transformation. The Decision tasked the Chairperson of the Commission to lead the implementation of the reform recommendations over a two-year period and report on progress to AU Summits. The process is overseen by the AU leadership troika—the current, former and next Chairpersons of the AU8. The AU January 2018 Summit assessed progress to date in implementing the Reform agenda, based on which the Heads of States issued the Decision on the Progress Report on the Status of Implementation of Assembly Decision on the Institutional Reform of the African Union (Assembly/AU/Dec.687(XXX)) highlighting key next steps. The Summit also moved forward on key regional integration priorities, the African Continental Free Trade Area (AfCFTA); the Single African Air Transport Market (SAATM); and the Free Movement of Persons (FMP), as regional integration is one of four key areas that the Reform agenda called for the AU to focus on. The AfCFTA was signed by 44 AU Member States at an Extraordinary session of the Assembly in March 2018 in Kigali. The FMP was signed by 27 Member States. The two legal instruments urge signatories to rapidly ratify, that is incorporate the legal instrument into their domestic legal system in compliance with their constitutional provisions, and provide for their entry into force upon ratification by 22 and 15 Member States, respectively.

B. Institutional Context: AU institutional reforms and AUC capacity needs

AU institutional reforms have six main features:

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6 AU Agenda 2063 was prepared and adopted in 2013. The AUC Strategic Plan process has been renamed Medium-Term Plan (MTP) to advance the implementation of Agenda 2063 in a more organized manner. The MTP for 2019-2023 is currently under preparation and will be submitted to the Heads of State for approval in the next summit.


Focus on fewer continental priority areas and develop a global voice to expedite and improve policy coherence. Although peace building and political affairs remain core areas of AU operations, in recent years increased attention has been paid to economic integration. In line with this, the AUC’s leadership has identified three key regional priorities, the African Continental Free Trade Agreement (AfCFTA), the Single African Air Transport Market (SAATM), and the Free Movement of Persons (FMP) for expedited action. These continental programs are expected to boost the job market across Africa, bring revenues to economies, encourage entrepreneurship among women and youth, and help improve the overall enabling environment for peace, conflict prevention, and resilience building on the continent. To build support and spur progress, the AUC plans to a) leverage its convening role with regard to member States, the private sector, media, and civil society; b) position itself institutionally by opening liaison offices in Regional Economic Communities (RECs) and in emerging development partners, such as China; and c) connect with African citizens, in particular youth and women across the continent.

Realign AU’s institutional structures and meet targets for gender and youth representation in these institutions. The AU’s institutional architecture is complex, with over 50 institutions and bodies spread across the continent, resulting in inefficiencies and lack of policy coherence. Realignment would require in-depth review, including with regards to operational efficiency and cost effectiveness and pooling of resources and capacity. Much can be achieved through increased use of technology and modernization of information technology (IT) infrastructure to bring all AU entities under one network, better data management and flow of information, a fully functional e-document system across institutions and AU Open Data Initiatives. With regards to gender and youth representation, the reforms set targets to increase the ratio of women from 28 to 50 percent among professional staff. The youth representation target is set at 30 percent from 15 percent within the AUC and other AU organs. The two goals will require skills review, gender mapping and proactive recruitment and leadership development efforts.

Manage the AUC and AU organs efficiently and effectively. Cutting down bureaucratic inefficiencies and becoming a role model in the region is a priority. Within the AU, the AUC has already embarked on this mission with quick wins and positive results from its institutional transformation process supported by the current project and other development partner assistance. Some of these improvement efforts such as IT, implementation of International Public Sector Accounting Standards (IPSAS) and human resources (HR) modernization are being appreciated by external actors and learning from the AUC (e.g. AUC has received visits from Southern Africa Development Community (SADC), New Partnership for Africa’s Development (NEPAD) and AU specialized agencies to exchange views. However, these reforms need to be consolidated at the AUC and expanded to other AU Organs to continue this transformation effort and to enable the institution to meet international targets.

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9 According to the African Youth Charter youth or young people refer to every person between the ages of 15 and 35 years.
Source: AUC.

10 At the AUC, organizational processes and service delivery has been strengthened. Skills training has been instituted to encourage professional development. State-of-the-art data center has been set up along with upgrade to IT infrastructure at headquarters to lay the foundation for better communication and information generation. SAP system, e-recruitment, procurement and training methods have been upgraded to strengthen performance. Financial management modernization is being pursued to save financial costs and improve quality of reporting. Annual financial statements are now prepared in accordance with IPSAS. Conference management tools have been modernized to facilitate the work of the Heads of State during summits and other key meetings, resulting in time savings and operational costs (e.g. US$600,000 were saved during the last summit on paper, printing and other costs).
standards. For example, effective accounting practices and use of standards to generate financial reports that allow effective program steering and accountability, budget, SAP modernization, e-recruitment, and procurement reforms at the AUC need to be taken to the next level and rolled out to other AU Organs and entities so that their benefits can spread. Some of the AU Organs such as the African Court, the African Union Advisory Board on Corruption (AUABC), and the Pan-African Parliament (PAP) are in different stages of developing and implementing their strategic plans aimed at strengthening their operations and improving management efficiency. The African Court has developed its strategic plan and is currently implementing measures that enhance its budget management and case monitoring systems. As planning efforts are currently high, support in that area should be expanded to cover all AU Organs and specialized entities, so that their actions are better aligned with the AU’s mission and reform priorities. Since AU institutional network is changing the capacity, upgrading needs to take place in a context of evolving rather than a stable institutional structure requiring constant adjustments and refinements.

- **Finance the AU sustainably and enhance results management.** A predictable and reliable budget to fund the AUC and AU Organs’ operations and development programs and ensure full ownership by member States is a perennial challenge. The AU’s budget, 25 percent of which is allocated to the operating budget and 75 percent to the program budget, has been funded through a mix of member States contributions and development partners’ assistance. The 2016 Assembly Decision on the outcome of the retreat on the Financing of the AU (Assembly/AU/Dc.605 (XXVIII)) instituted a 0.2 percent levy on all eligible goods imported into the continent in order to finance the AU operational, program and peace support operations budgets. The revenue generated by the import levy would cover the operating costs fully and the development and peace building programs would also be significantly covered over the medium term. Since the Agenda 2063 calls for a people-centered AUC, there is an urgent need to connect to citizens and listen to their feedback and opinions. According to the Afrobarometer survey, only about 15 percent of people in Africa know about the work performed by the AU. However, there is no reliable data on the citizens’ views on perceptions of the work of the AUC or AU Organs. In addition, although 93 percent of Africans have access to mobile phones, current communication channels are still weak, which contributes to the low social media impact of the AUC. There are no developed channels of engagement using these platforms.

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11 The AU architecture is rich and comprises about 50 AU entities generally coordinated by the AUC as the AU secretariat, and are spread across the African continent. The AU reforms, in line with Agenda 2063, call for better coordination and operations among the various AU entities, so as to realign priorities and policies. This strategic realignment process has been initiated by the AU to ensure institutional and policy coherence, ultimately permit a unified implementation of key regional priorities. The realignment process is currently facilitated by the AUC through better planning, organizational streamlining and coherent policy development, among other improvements. Indeed, the AUC offers support to AU organs in advancing this process, while gradually building its own capacity to maintain and sustain efforts, and ensure ownership to participating entities.

12 As a follow up to the decision, a select group of Ministers of Finance (F15) and the Bureau of the Association of African Central Banks have met in July 2017 to discuss modalities on the establishment of accounts at the Central Banks for the revenues emanating from the import levy for financing the AU. The AUC is also pursuing dialogue and collaboration with the AU-UN Partnership so as to operationalize the Peace Fund proposal, which was voted unanimously on November 2016 under the UN Security Council Resolution (UNSCR 2320) and a key component of the sustainable financing of the AU peace operation a major portion of AU’s budget. The AUC is also undertaking consultations with the Economic Community of West African States (ECOWAS) and the Economic Community of Central African States (ECCES) to garner lessons of implementing similar import levies that they have in place to fund their operations and to inform the process of financing the AU.
methods in the AUC or showcasing the work of the AUC or its programs. Consequently, there is a need to refine and implement a communications, outreach and feedback strategy through an integrated communications platform, with metrics and baselines for systematic engagement and outreach to citizens and stakeholders, so that an AU brand and image could be shaped and tracked for optimal impacts both on the continent and globally. Such stakeholder outreach is also important to feed back into ratification processes of various AU treaties, and to support their effective implementation.

- **Clear supervision mechanism for the implementation of the AU reforms.** The AUC Chairperson is responsible for implementing and coordinating the day-to-day reform activities. H.E President Kagame leads the supervision of reform implementation and is responsible for updating the AU Assembly (Heads of State) on the reform progress in collaboration with current and outgoing AU Chairpersons. To that effect, a Reform Implementation Unit (RIU) has been set up in the Office of the Chairperson. As per AU reforms, the RIU will receive Member States resources for carrying out its oversight and supervision responsibilities.

**More ambitious AU collective action requires a strengthened AUC.** According to Article 24 of the Constitutive Act (CA) of the African Union (AU), the AUC is the de jure secretariat of the AU. Based in Addis Ababa, Ethiopia, the AUC is responsible for planning, budgeting, coordinating, communicating, overseeing, operating and facilitating the affairs of the AU. Management of the AUC comprises the Chairperson, the Deputy Chairperson and eight Commissioners. Together, they implement AU policies, coordinate the body’s activities and meetings, and manage the AU staff and other resources. In 2017, the AUC’s budget was US$753 million, of which US$336 million went to the Peace Fund. Some 2,300 professional, administrative and support employees were assigned to various services and portfolio departments and units performing corporate, administration, and program functions. About 28 percent of the professional staff were women, while youth (under age 35) representation was about 15 percent.

**In performing its unique convening role to facilitate regional collective action, the AUC works with other AU organs as well as the RECs.** While AU policies and programs are implemented by member States, the AUC and RECs have “an important facilitating role, especially with respect to policy and strategy setting, coordination and catalyzing socio-economic and integration agenda, consensus building and advocacy, experience and information sharing, and generally setting the framework and putting in place the enabling conditions necessary for peace, security, political stability and [economic] growth—that is, the creation of continental and regional public goods”. In performing its administrative and facilitation functions globally and regionally, the AUC engages with multiple actors—including the media,

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14 The distribution of budget (after deducting the Peace Fund allocation) is approximately as follows: programs 75 percent; and operating costs 25 percent. Source: AUC.
15 The RECs include: Common Market for Eastern and Southern Africa (COMESA), Economic Community of West African States (ECOWAS), Inter-Governmental Authority on Development (IGAD), East African Community (ECA), Southern African Development Community (SADC), Community of Sahel–Saharan States (CEN-SAD), Economic Community of Central African States (ECCAS), and Arab Maghreb Union (AMU).
general public, private sector, civil society, as well as African Diaspora. The AUC, the United Nations Economic Commission for Africa (based in Addis Ababa) and the African Development Bank, work closely together and form the troika of African continental institutions. The AUC is also engaged with a wide range of development partners for advancing its peace building, humanitarian, military operations and integration programs\textsuperscript{17}.

Support to the AUC under the AF will build on the ongoing capacity development support under the current project, to help operationalize selected areas of AU’s institutional reforms and to deepen regional economic integration. In addition to the Agenda 2063, its MTP (2019-2023) and AU’s regional transformation priorities, the AF will align with the World Bank’s Africa Regional Integration Strategy (2018 forthcoming) which aims to scale-up regional economic integration under IDA18, and thereby promote economic development in SSA. The capacity development approach will also draw on the lessons of the recent Discussion Note of the World Bank on What’s Next for Capacity Building in Africa? 2018. It will continue to follow a learning process of institutional development (e.g., peer-to-peer learning and consensus building) to facilitate collective actions. In the overall context, support under the AF will encourage AUC knowledge sharing of AU programs and reforms with stakeholders, including member States, AU Organs, NEPAD and other AU entities, Permanent Representative Committee (PRC), RECs, private sector, civil society, media, development partners, the African Diaspora and citizens.

Support under the AF will also help promote learning about other Bank supported regional integration initiatives and facilitate their implementation. The AfCFTA and the FMP, which entry into force and subsequent implementation are supported under the AF, are expected to facilitate and open doors for other regional Bank projects, including the Great Lakes Region Trade Facilitation, the Southern Africa Trade and Transport Facilitation Project, the East Africa Regional Transport and Trade Development Facilitation, and the Abidjan-Lagos Trade and Transport- APL-2 projects, among others. Furthermore, the FPM, which will greatly facilitate student travel and movement easier will benefit the African Centers of Excellence Project that aims to deliver quality post-graduate education and build collaborative research capacity in the region, by granting easier access to students across Africa to PhD education in specialized centers across the continent and beyond.

C. Proposed Development Objective(s)

The revised PDO is to strengthen AUC’s capacity to facilitate regional integration results and transformation through enhanced institutional efficiency.

D. Project Description

In line with the AU reform and AUC strategic plan requirements, the proposed AF will scale up the ongoing support as follows:

Component 1: Strengthening Institutional Capacity. The aim of this component is to further strengthen and consolidate the systems that underpin the AU reform agenda by providing scale-up support to improve (i) strategic realignment; (ii) planning and management systems; (iii) budget execution and procurement; (iv) ICT; and (v) reinforce staff capacity. Through these various actions, the component will provide efficient functional knowledge, corporate services, and improved accounting and reporting within

\textsuperscript{17} For example, the EU has a multi-year Pan-African Program for support to the AUC, the RECs and other AU entities. Germany has a large military and security assistance, and funding for other areas. USA supports peace building and development areas including support for the Power Africa Initiative.
the AUC, the NEPAD Planning and Coordination Agency and other AU organs, AU Specialized Agencies and Representational Offices, as well as improving AU visibility.

**Component 2: Facilitating Regional Integration Results with Stakeholders.** On a pilot basis, this component aims to leverage the AUC’s unique convening role and to support results-oriented external partnerships and collective actions designed to enhance the implementation of key regional economic development initiatives. This would be largely achieved by “leveraging” the AUC’s convening role to advance priority economic integration programs through consensus building, policy harmonization, and advocacy in collaboration with RECs and other stakeholders; “positioning” of the AU globally for the voice and agency, through partnerships and representation in multinational institutions and global fora and diaspora engagement; and “connecting” the AU to its citizens especially women, youth as well as to civil society more broadly. It will, overall, provide funds for the piloting of innovative capacity development tasks that help build the AUC capacity to facilitate regional economic integration with stakeholders. This component will also provide experts, consultants, training, logistics and workshop support. It will also offer support for project management and coordination, as per Bank procurement, disbursement, financial management and operational reporting requirements and procedures.

**E. Implementation**

The AF will follow the same AUC project implementation arrangements as the current project. It will be implemented by the senior level AUC team assigned for project implementation. Regular coordination meetings would be arranged with various departments and units that will lead the planning and implementation of tasks, including technical, financial, procurement, project M&E and dissemination activities.

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

Not applicable.

**G. Environmental and Social Safeguards Specialists on the Team**

Samuel Lule Demsash, Social Safeguards Specialist
Tamru Demsis Temam, Environmental Safeguards Specialist
SAFEGUARD POLICIES THAT MIGHT APPLY

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<th>Safeguard Policies</th>
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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:
   Not applicable.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
   Not applicable.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
   Not applicable.

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.
   Not applicable.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.
   Not applicable.
B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)

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)

**CONTACT POINT**

**World Bank**

Waleed Haider Malik  
Sr Public Sector Spec.

Lourdes Consuelo Linares Loza  
Sr Financial Management Specialist

Verena Maria Fritz  
Senior Public Sector Specialist

**Borrower/Client/Recipient**

African Union Commission

**Implementing Agencies**

African Union Commission  
H.E. Mr. Moussa Faki Mahamat  
Chairperson  
mfmahamat@africa-union.org
FOR MORE INFORMATION CONTACT

The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 473-1000

APPROVAL

| Task Team Leader(s): | Waleed Haider Malik  
Lourdes Consuelo Linares Loza  
Verena Maria Fritz |
|----------------------|--------------------------------------------------|

Approved By

<table>
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<th>Safeguards Advisor:</th>
<th>Maman-Sani Issa</th>
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<tr>
<td>Practice Manager/Manager:</td>
<td>Hisham Waly</td>
<td>24-May-2018</td>
</tr>
<tr>
<td>Country Director:</td>
<td>Paul Noumba Um</td>
<td>24-May-2018</td>
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