



# Project Information Document/ Identification/Concept Stage (PID)

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Concept Stage | Date Prepared/Updated: 05-Jan-2021 | Report No: PIDC238600



**BASIC INFORMATION**

**A. Basic Project Data**

Project ID	Parent Project ID (if any)	Environmental and Social Risk Classification	Project Name
P175864		Moderate	Indonesia EITI Transition and Mainstreaming Support
Region	Country	Date PID Prepared	Estimated Date of Approval
EAST ASIA AND PACIFIC	Indonesia	05-Jan-2021	
Financing Instrument	Borrower(s)	Implementing Agency	
Investment Project Financing	Republic of Indonesia	Ministry of Energy and Mineral Resources	

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**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	0.60
<b>Total Financing</b>	0.60
<b>Financing Gap</b>	0.00

**DETAILS**

**Non-World Bank Group Financing**

Trust Funds	0.60
Extractives Global Programmatic Support	0.60

**B. Introduction and Context**

Country Context

Indonesia has abundant natural resource wealth which has served as a major driver of economic growth and development for decades. The country is now far more diversified than it was, nevertheless, the country remains rich in both hydrocarbons and minerals, being one of the top ten countries in the world for bauxite, tin, copper, gold and nickel reserves. The extractive industries still contribute important shares of exports and domestic revenue and growing shares of production are now used within the economy. State owned enterprises play an especially important role in the sector and in some sub-sectors, private domestic capital



plays an important role. Regions of Indonesia where resources are located, mostly outside Java, are far more resource-dependent than the country average.

The global commodity price environment has been challenging for some years since the end of the commodity “super-cycle”. Prices of coal, crude oil, natural gas and palm oil – the four most important of Indonesia’s exports – were considerably lower in 2019 than in 2018 and accordingly took a toll on total revenue collection of the country. Investment flows into extractive industries have not matched the potential of the country. The government looks to possible revenue-enhancing and investment-attracting policies. The current COVID-19 pandemic has further suppressed commodity prices and impacted investment.

As in many resource-rich countries, public perceptions of the oil/gas/mining sectors in Indonesia are mixed. Most Indonesians are aware that their country still possesses huge natural resource potential, and a number of civil society organizations (CSOs) have been active over the past decade in advocating for proper management of this wealth to contribute to broad-based economic development. Despite these efforts, the industry remains largely opaque to the average Indonesian, and long-standing perceptions around corruption and mismanagement plaguing the extractive industries are often reinforced by a deteriorating investment climate, regulatory uncertainty and delayed overhauls of high-level sector policies. Indonesia ranks very high in Mineral Potential Index—3rd out of 76 jurisdictions—, while it ranks very low in Policy Perception Index—64th, in the latest Fraser Institute Annual Survey of Mining Companies, 2019. These obstacles are more pressing in light of the recent downturn in global commodity prices, which are beginning to put pressure on the government’s fiscal balance as well as the medium-term sustainability of current investments.

Despite the challenging medium-term outlook for commodities, the natural resources sector will remain economically significant in Indonesia. Putting in place good strategies, reducing policy uncertainty, and enhancing transparency (to reduce the space for rent-seeking and corruption) within the natural resource sector will be even more crucial to help convert natural resource wealth into actual investment, collect revenues from the investments, and translate natural resource activities and revenues into desirable sustainable development outcomes.

#### Sectoral and Institutional Context

The benefits of Indonesia's participation in the Extractive Industries Transparency Initiative (EITI) are wide-ranging, particularly given the significant role that the extractive industries play in Indonesia's economy. For the government, successful EITI implementation can help to identify leakages in revenue collection, and as well as reinforce the government’s commitment to anti-corruption efforts and maintaining a stable and transparent environment for future investments in the sector. For companies, participation in the EITI can help improve the often-negative public perceptions of the extractives industry, and build trust between companies and the communities in which they operate. For civil society (NGOs, media, academic institutions, etc.), participation in the EITI can help deepen citizens' understanding of the sector, and strengthen these groups' ability to participate in policy dialogue on how the country's natural resources are being managed for



the benefit of all Indonesian people. In addition to the technical expertise required for EITI reporting, a strong public outreach strategy for this effort is critical for the success of EITI in Indonesia.

Since becoming an EITI-candidate country in 2010, Indonesia has made significant gains in achieving transparency in its oil, gas and mining sectors. To date, Indonesia has published seven EITI Reports covering 9 fiscal years' worth of extractive data (2009-2017) and established a portal for extractives data (<http://portal-ekstraktif.ekon.go.id>). These make available detailed and disaggregated data on production and revenues in the public domain, which have benefited citizens, governments and companies alike. Indonesia has also been active in EITI internationally. Representatives from Indonesia have served on the EITI International Board since 2011—both from the government and civil society. Most recently, the Secretary General of the Ministry of Energy and Mineral Resources (MEMR) was appointed as a member of the EITI International Board representing the Implementing Countries in the Asia Pacific region for 2019-2022 period. In 2017, Indonesia also hosted the Global Conference on Beneficial Ownership (BO), and issued the Presidential Regulation on BO (*Perpres* No.13/2018) as part of its commitment to prevent corruption, money laundering and terrorist financing. MEMR has also issued regulations to strengthen governance and transparency, including the Ministerial Regulation No. 48 of 2017 concerning Supervision of Operation in the Energy and Mineral Resources Sector, Ministerial Regulation No. 29 of 2017 concerning Licensing of Oil and Gas Business Activities, and Ministerial Decree No. 1796K/30/MEM/2018 concerning Guidelines for Implementation of Application for Evaluation and issuance of permits in the Mineral and Coal Mining Sector that apply requirements for implementing beneficial ownership in mineral and coal mining. Finally, the commitment of the Government to implementing EITI Indonesia has also been demonstrated through the transition to full government financing of EITI implementation since 2018. These achievements are all the more impressive given the deeply complex makeup of Indonesia's extractives sector and the vast number of stakeholders involved.

Despite the impressive progress over the past 10 years, work remains to institutionalize transparency and accountability in government mechanisms, as well as to link the disclosures to more inclusive policy-making process. The latest Validation against the 2016 EITI Standard—completed in December 2019—found Indonesia to have achieved Meaningful Progress, and provided a set of corrective actions which must be implemented by the next Validation in 18 months' time, i.e. 24 June, 2021. Furthermore, in light of both the 2019 EITI Standard, as well as the Presidential Regulation on One Data Indonesia (*Perpres* No. 39/2019), it is widely acknowledged by all stakeholders that the current EITI Reporting should move toward systematic disclosure. Since 2018, together with the World Bank, EITI Indonesia has been focusing efforts to move toward mainstreaming to embed data disclosure into government processes and systems, and shift away from the annual data collection, reconciliation and publication process. The World Bank has conducted a feasibility study for mainstreaming to inform the Multi-Stakeholder Group (MSG). Complementary to this, user research was conducted to collect feedback for the improvement of the Extractives Data Portal to better reach and serve its targeted audience. As part of the mainstreaming agenda, enhancement of the Extractives Data Portal is also necessary to shift its function from a platform to re-publish EITI report data into a platform to integrate data disclosures by government agencies in the mainstreaming setting.



The recent change to the government structure poses a challenge to the sustainability of EITI participation of the country. Since Indonesia applied for candidacy to EITI in 2010, the Coordinating Ministry for Economic Affairs (CMEA) had served as the lead agency for EITI implementation and the host institution of the National Secretariat. However, with the formation of new cabinet and reorganization of functions among ministries at the end of 2019, the mandate for coordination of extractive sector policies shifted from CMEA to the Coordinating Ministry of Maritime Affairs and Investment (CMMAI). Then most recently, the Presidential Regulation on COVID-19 Response and National Economic Recovery (*Perpres* No. 82/2020) issued in July 2020 transferred the responsibility for coordinating EITI implementation to MEMR and the Ministry of Finance (MOF). It has now been confirmed that the MEMR shall take on the leadership role for EITI-Indonesia, and become the host institution for the National Secretariat under its Secretary General.

The Coordinating Ministry for Economic Affairs (CMEA) and the Coordinating Ministry of Maritime Affairs and Investment (CMMAI) had requested the World Bank to provide technical assistance and financing support for the institutional transition process. With the latest transition, the Ministry of Energy and Mineral Resources (MEMR) has confirmed that it will be the Project Implementing Agency, as the institution responsible for leading the implementation of EITI-Indonesia as mandated by *Perpres* No. 82/2020 as mentioned above. This also marks an opportunity for Indonesia to refresh its approach to EITI implementation, through reflecting upon the progress and the lessons learned to date, and align with its reform priorities going forward. The intention of *Perpres* No.82/2020 is also to mainstream the EITI implementation into the key responsible institutions, i.e. MEMR and MOF, and is broadly aligned with the direction of EITI globally to move towards systematic disclosures. MEMR is committed to following up on EITI implementation in Indonesia in the process of developing a legal umbrella through a draft Ministerial Regulation on Guidelines for the Implementation of Extractive Industries Transparency. The World Bank is well positioned to support the transition process to renew the EITI in Indonesia to create greater impact for extractives sector governance reform and to ensure greater sustainability of transparency and accountability mechanisms through mainstreaming disclosures into government processes and systems.

#### Relationship to CPF

At the country level, the Project to support EITI-Indonesia transition and mainstreaming contributes to several of the World Bank's broader goals outlined in the Country Partnership Framework (CPF) for FY16-FY20.

Under Engagement Area 2: Energy for All, the CPF identifies "strengthening sector governance and sustainability" as one of four focus areas for the energy sector, as well as "enabling policy formation and investment planning in the gas sector" in particular. Beyond financial and revenue data, EITI Reports provide (often for the first time) policymakers across relevant ministries with a consistent and detailed overview of the oil/gas/mining value chain and highlights gaps and weaknesses in sector management, which can in turn inform subsequent technical support programs by the World Bank (and/or other donors) to address them.



EITI-Indonesia will also contribute to Engagement Area 6: Collecting More and Spending Better through its potential impact on strengthening budget monitoring and oversight at both the national and sub-national levels. In particular, EITI-Indonesia will support WBG's aims of "(i) supporting the revision of selective tax policies (ii) greater effectiveness and efficiency of tax compliance management through a move to a risk-based approach to compliance management; (iii) strengthening and mainstreaming non-tax revenue administration (e.g. mining non-tax)."

While the new CPF for FY21-25 is currently being finalized, EITI-Indonesia is relevant for Pillar 4 on Managing Natural Assets for Enduring Prosperity in Indonesia's latest SCD update (Indonesia: Eliminating Poverty, Bringing Economic Security to All). The SCD points to key challenges in the management of Indonesia's natural assets: "Despite progress, natural resource exploitation practices in Indonesia do not sufficiently benefit local communities and continue to be costly and inefficient." The focus of the Project on mainstreaming transparency and accountability measures into government processes and systems and to provide a multi-stakeholder platform for inclusive policy dialogue is also relevant to the SCD's cross-cutting theme of Enabling the pathways: The Government needs to strengthen institutions to govern better.

In addition, the Project is also aligned with Indonesia's National Medium-Term Development Plan (RPJMN) for 2019-2024, which includes a strategy to improve governance in natural resources.

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### C. Project Development Objective(s)

#### Proposed Development Objective(s)

The objective of the Project is to support the Government of Indonesia to strengthen the effectiveness and sustainability of extractive industries transparency initiative (EITI) to foster improved extractive sector governance. This will be achieved through strengthening the multi-stakeholder mechanism for public engagement and improving accessibility and quality of extractives data by mainstreaming systematic disclosures.

#### Key Results

The project comprises two components with the following key results:

**Component 1. Strengthening participation and collaboration among EITI stakeholders.** Successful re-establishment of EITI coordination under the Ministry of Energy and Mineral Resources (MEMR) as measured by:

- public engagement and outreach
- a series of thematic policy dialogues, based on technical briefings and policy notes developed, including gender-related topics; and
- implementation of corrective actions from the 2019 validation and preparation for re-validation against the 2019 Standard.



**Component 2. EITI mainstreaming implementation.** Successful implementation of systematic disclosures to promote extractive industry transparency as measured by:

- successful submission of partial mainstreaming application to the EITI Board;
- shared understanding among government as well as company stakeholders on the concept of mainstreaming;
- systematic disclosure by key institutions as planned in the mainstreaming roadmap
- enhancing MEMR's e-reporting platform for company reporting to meet EITI systematic disclosure requirements; and transition, enhancement and integration of EITI online platforms, with government data and Public Financial Management Systems.

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#### D. Preliminary Description

##### Activities/Components

Indonesia has been an EITI implementing country for the past 10 years and has successfully achieved Meaningful Progress status when it was validated in 2019. Since 2018, the Government has been fully financing its EITI operation from its own budget and the World Bank only provides a complementary support mainly on promoting the use of EITI information and supporting Gol in mainstreaming transition. However, the recent regulatory and institutional changes and ensuing uncertainties have affected the EITI implementation in 2020. With the confirmation of responsible institution, the grant is designed to support the smooth transition and strengthen the sustainability of the initiative.

This grant will support the MEMR to strengthen stakeholder engagement and promote policy dialogue through public outreach events, workshops, webinars, and other forms of activities that can actively engage stakeholders in using information that are disclosed through the EITI process. In addition to strengthening this engagement mechanism, the grant is also expected to equip MEMR with knowledge, skills, and capacity to gradually implement EITI mainstreaming in Indonesia.

Mainstreaming or systematic disclosures is a new requirement under the 2019 EITI Standard. The implementation of mainstreaming may affect how implementing countries should allocate resources in pushing transparency and accountability in extractive governance. This includes addressing existing legal and administrative barriers to information disclosures, through changes in regulations and improvements in the existing reporting and data management systems. MEMR acknowledges these challenges and remains committed to ensure Indonesia's active participation in EITI and will align the ongoing MEMR systems enhancement initiatives such as ESDM Data Enterprise with EITI requirements.

The grant comprises the following two components and associated activities:



**Component 1. Strengthening participation and collaboration among EITI stakeholders (\$50,000).** This component will focus on the re-establishment of EITI coordination under MEMR, promoting the EITI process to improve extractive governance, and addressing the recommendations of 2019 EITI validation report.

**Activity 1.1. Public outreach and dissemination of EITI Reports and Policy Dialogue Forums (January 2021 - December 2022)**

The MEMR has allocated budget for re-establishment of EITI secretariat including its operational cost and for the publication of the annual EITI reports. MEMR is currently working with the MSG members in completing the EITI report before the end of 2020. Currently, MEMR is only able to finance essential EITI operations. Resources for other activities such as public outreach and dissemination of EITI reports could not be allocated due to government budget constraint at this time. The activities under this component will support MEMR to not only prepare and publish the annual EITI reports, but also to promote the information and recommendations in the reports for advancing better public awareness and dialogue on extractives governance.

Activities include dissemination and outreach events to different stakeholders, both at the national and subnational levels. The outreach events are not necessarily to be held physically. Considering the current pandemic restrictions, the outreach events will be designed as creatively as possible that may include but not necessarily limited to: (i) webinars on video conferencing platforms, (ii) dissemination through social media channels, and (iii) public discussions on mass media or social media.

In addition to public outreach, MEMR will organize thematic policy dialogue with stakeholders. The richness of data and information in EITI reports may overwhelm policy makers and may disinterest them to delve into the details presented in the reports. Without a good strategy in extracting key information and messages from the reports and presenting them in ways appropriately tailored to different audiences, the reports may be deemed not useful. Hence, the thematic policy dialogues are designed to highlight and focus on selected issues. Some possible thematic issues identified for the series of policy dialogue include: (i) revenue sharing with subnational governments, (ii) license allocation, (iii) mining and gender, (iv) contracts and beneficial ownership disclosures, and (v) extractives data management. The list of issues may be adjusted based on further dialogue with MEMR and the MSG.

**Activity 1.2. Implementation of 2019 Validation Recommendations (April - December 2021)**

Validation is an integral part of the EITI process for member countries to measure the level of compliance in implementing the EITI Standard. Validation for Indonesia was completed in December 2019, and Indonesia was assessed as having achieved Meaningful-Progress. To achieve Satisfactory Progress, Indonesia has several issues that need to be addressed, inter alia: (i) the participatory nature of MSG in decision making, (ii) comprehensiveness, disaggregation, and quality of disclosed extractive information, (iii) monitoring SOE's contribution on quasi-fiscal expenditure, and (iv) follow-up on the recommendations to improve the governance and implementation of EITI in the country.





Due to the COVID-19 pandemic and the transition period for new EITI governance and implementation arrangements, MEMR is unable to allocate adequate budget to fully implement the recommendations from the Validation. The grant will support MEMR and MSG to implement corrective actions and address the concerns raised in the last Validation Report, as well as to prepare for future validation.

**Component 2. EITI mainstreaming implementation (\$550,000).** This component will support MEMR to implement the EITI mainstreaming requirements to shift towards systematic disclosures through government and corporate reporting systems in the day-to-day business process of extractive governance and management in Indonesia.

**Activity 2.1. Preparation of mainstreaming roadmap and partial mainstreaming application to the EITI Board (March - December 2021)**

Through the existing NR4D PASA, the World Bank has conducted a mainstreaming feasibility study to inform MEMR and the MSG. The objectives of this study are to: (i) identify the gaps for Indonesia to achieve full EITI mainstreaming, (ii) measure the efforts to close these gaps, and (iii) inform the sequence for Indonesia EITI mainstreaming roadmap implementation. The feasibility study is expected to be completed by the end of 2020.

Based on the preliminary finding of the feasibility study, it will be difficult for Indonesia to achieve full EITI mainstreaming in a short timeframe. Therefore, the mainstreaming approach will be a phased one, starting with partial mainstreaming to gradually replace conventional reporting. This allows EITI implementing countries to disclose information that is "mainstreaming-ready", while providing space to address the bottlenecks in disclosing the information that require further effort.

To be eligible for partial mainstreaming, Indonesia must prepare a time-bound action plan to achieve full mainstreaming and submit the request to the EITI Board and obtain their approval. The partial mainstreaming application must be able to present sufficient evidence on the list of mainstreaming-ready information and commitment of Indonesia in addressing the remaining ones including its plan to systematically disclose them in the future.

The grant will support MEMR in preparing the partial mainstreaming application. MEMR will convene the stakeholders to agree and finalize the mainstreaming roadmap and action plan. Once the application is finalized by the MSG, MEMR can submit this to the EITI Board for approval.

**Activity 2.2. Mainstreaming implementation: transition, enhancement and integration of EITI online platforms with government data and Public Financial Management Systems (January 2021 - December 2022)**

EITI mainstreaming requires improvement on (i) how extractive companies should report, (ii) how government agencies should automatically disclose their extractive related information, and (iii) how MEMR should present this information in the most meaningful way to the public. One aspect that is important to be



improved is the technology capacity of both companies and government agencies to automate the disclosure process.

This project will support the implementation of the mainstreaming roadmap, which will present the implementation sequence including which institutions and data points to be systematically disclosed first. The mainstreaming implementation will require not only addressing the technical aspects of data and information systems integration, but also addressing administrative and regulatory barriers, for example in tax revenues, contracts and beneficial ownership disclosures. To ensure the institutionalization of systematic disclosures, the activity will be designed to complement the ongoing initiatives in MEMR and other agencies, such as ESDM Data Enterprise that seeks to consolidate data and information within MEMR which are currently fragmented across DGs and technical unit silos.

MEMR is currently developing a comprehensive extractive and energy data management system to enable better data exchange and data use between agencies in extractive and energy industries. Although EITI will not cover all aspects of the ESDM Data Enterprise, relevant elements of the system can adopt EITI mainstreaming principles. Linking ESDM Data Enterprise with the EITI mainstreaming initiative will ensure the sustainability of EITI implementation and embedding disclosure mechanisms into the "business-as-usual" in MEMR processes and systems.

The grant will support MEMR to convene multiple stakeholders in the mainstreaming roadmap and to regularly coordinate them to ensure a successful implementation of the mainstreaming roadmap. This includes, but not limited to FGDs and workshops to unify the mainstreaming vision and to monitor the mainstreaming implementation in the various ministries and extractive companies.

In addition to incorporating the EITI principles in the ESDM Data Enterprise, the grant will also support MEMR to develop a one-stop solution to collate and present data and information along the extractives value chain which are managed by various institutions across the government. This aims to extend the existing MEMR initiative on Satu Data ESDM (MEMR One Data) initiative to a sector-wide approach (Extractives One Data).

In the past, the Bank has supported the Coordinating Ministry for Economic Affairs (CMEA) and the National Secretariat to develop an extractives data portal (<http://portal-ekstraktif.ekon.go.id/>) to make the datasets from EITI reports publicly accessible. The portal is designed to help citizens in understanding the EITI information and enable them to process this information for their needs. The grant will support MEMR to enhance the existing extractives data portal to integrate EITI mandated information and present them. MEMR will also link the portal to relevant data systems within MEMR and in other ministries and agencies, in particular the Ministry of Finance and SKK Migas (Upstream Oil and Gas Special Regulatory Task Force).

## Environmental and Social Standards Relevance

### E. Relevant Standards



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ESS Standards		Relevance
ESS 1	Assessment and Management of Environmental and Social Risks and Impacts	Relevant
ESS 10	Stakeholder Engagement and Information Disclosure	Relevant
ESS 2	Labor and Working Conditions	Relevant
ESS 3	Resource Efficiency and Pollution Prevention and Management	Not Currently Relevant
ESS 4	Community Health and Safety	Not Currently Relevant
ESS 5	Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
ESS 6	Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
ESS 7	Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Relevant
ESS 8	Cultural Heritage	Not Currently Relevant
ESS 9	Financial Intermediaries	Not Currently Relevant

**Legal Operational Policies**

Safeguard Policies	Triggered	Explanation (Optional)
Projects on International Waterways OP 7.50	No	
Projects in Disputed Areas OP 7.60	No	

Summary of Screening of Environmental and Social Risks and Impacts

The overall environmental and social rating is Moderate. The project intends to bring positive benefits on improving the transparency of the extractive sector through disclosure of key information and engagement with key stakeholders. ESS1 on Assessment and Management of Environmental and Social Risks and Impacts, ESS2 Labor and Working Conditions, ESS7 on Indigenous Peoples, and ESS10 on Stakeholder Engagement and Information Disclosure were assessed to be applicable for the proposed operation. The project does not support direct physical investments onsite, feasibility/design studies, nor procurement of harmful substances. The outputs of the project activities under the Grant also do not feed into the regulation system governing the extractives sector, hence downstream environmental and social implications are not expected. The moderate risk rating was informed by considerations of the institutional complexities attributed to the extractives sector in Indonesia and the likely challenges for publicly disclosing data and information on the extractives industries. The project design will need to ensure commitment from the Multi-Stakeholder Group that comprise government agencies, extractive industries and civil society organizations to undertake the project activities, and leveraging the participatory platform to allow an active engagement and information flow among them. An environmental and social focal point will be appointed by the MEMR to support project activities that may touch upon environmental and social issues of concern. The focal point will be trained by the World Bank on ESF to enable them improve their contribution to the project activities, better understand and properly record issues of concern on environmental and social matters. A stakeholder engagement plan



(SEP) will be prepared by the MEMR to support the project design and activities, which will continue to be updated by MEMR to guide the project's engagement strategy, scope of activities and boundaries of commitments and responsibilities and recording of issues raised, including relevant capacity strengthening measures and grievance mechanisms. Relevant communication protocols under the EITI implementation structure will be incorporated into the SEP. An Environmental and Social Commitment Plan (ESCP) will also be prepared to set out the material measures and actions required for the project to meet the relevant ESSs over a specified timeframe. A Project Operations Manual (POM) will be prepared to provide operational details about the project, including some operational details of safeguards instruments. The POM will cover consultant procurement processes that include the labor and working conditions requirements to ensure compliance with ESS 2.

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Borrower : Republic of Indonesia

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Implementing Agency : Ministry of Energy and Mineral Resources

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