1. Country and Sector Background
Mozambique has a favorable geologic environment for mining but the impact of mining on the economy is still very small: less than 0.25% of the Gross Domestic Product (GDP) and about 1.4% of exports (1997). The value of Mozambique’s mineral production rose from virtually nil in 1990 to around the US$ 7.0 in 1998, of which about US$ 6.0 million comes from industrial minerals and construction materials, and US$ 1.0 million from gold and gemstones. However, most of the activity in gold and gemstones stills takes place in the informal sector. The Ministry of Mineral Resources and Energy (MIREME) estimates that about US$ 10 million of gold and US$ 30 to 40 million of semi-precious stones are illegally exported from Mozambique each year. Annual fiscal revenues arising directly from mining (including surface rental fees for exploration) represent about US$ 1 million.

The Government of Mozambique is actively seeking to attract private and foreign investment to promote growth in the sector. The sector policy approved on February 1998 by the Council of Ministers clearly defines Government’s role as a regulator, promoter, facilitator and supervisor of mining activity, leaving the operational and implementation role to the private sector. Because of the country’s geological potential and Government’s pragmatic approach to the implementation of the sector policy, investors have shown positive interest in terms of exploration. However, foreign investment in mining projects has yet to materialize. The joint MIREME/World Bank report "Mining Sector Policy Review", part of the country's Economic and Sector Work for FY 1999, identified four major constraints for the development of the sector: insufficient geological information available on the country, a deficient legal and regulatory framework, lack of capacity of government institutions in the sector, and lack of infrastructure.

The conclusions of these reports have been discussed in the Mining Policy Dialogue Seminar "Policy and Strategies for Mining Development in Mozambique: Attracting Foreign Investment into mining held in Maputo in July 1999 and funded with an IDF Grant. Four key issues requiring immediate action have been identified in the seminar: (i) Introduce a new mining code to bring
Mozambique into line with contemporary international mining legislation; (ii) Improve inter-ministerial co-ordination and build capacity for efficient and effective administration in the relevant government agencies; (iii) Collect, process and make available the geoscientific data currently available in Mozambique; and (iv) Simplify and standardize procedures for granting mining titles, and create a separate unit for their administration.

Other issues that have been identified in the Mining Sector Policy Review for Mozambique include: (i) Current barriers for mineral exploration by large mining companies have to be reduced, so that Mozambique can attract the annual flow of US$ 50-100 million in exploration investments needed to develop the sector; (ii) The focus of overall mining taxation should be shifted towards profit-related taxes and away from royalties; (iii) Transparency and security for investors should be improved by the introduction of standard mining agreements with stability clauses and automatic incentives, reducing to the maximum extent possible the derogation to the common regime subject to case-by-case negotiation; (iv) Public mining institutions need equipment, financial resources, and qualified and trained staff, in order to fulfill their mandates and enforce the law; (v) Capacity building for mining institutions has to be integrated in a broader framework of coordination among governmental institutions, through initiatives like the creation of shared information systems (such as GIS based information systems); (vi) Mozambique needs carefully designed environmental protection regulations and procedures that take into account the specificity of mining along the different phases of the investment cycle. (vii) There is a need to clearly define the respective mandates and competence of the Ministry of Environmental Coordination (MICOA) and MIREME in the draft environmental regulations that have been prepared for mining. MIREME should also develop its capacity for the enforcement of environmental regulations, baseline studies, social assessments, public consultation, as well as the environmental problems and challenges related to small-scale mining, for which the dissemination of international best practices could be particularly useful; and (viii) Innovative solutions for private sector involvement on the financing of infrastructure need to be developed.

2. Objectives
The overall objective of the proposed Mineral Resources Management Capacity Building Project (MRMP) is to provide technical assistance to the Government of Mozambique (GOM) for: (i) institutional development and regulatory reform designed to encourage the expansion of private investment in mining in a socially and environmentally sound way; and (ii) targeted interventions to alleviate poverty in areas of strong incidence of small-scale and artisanal mining. Specific project objectives include: (a) improving the legal and regulatory reform to help establish an enabling environment to promote private investment into mining, while ensuring real and sustainable contribution to economic growth; (b) institutional capacity building to develop capabilities to effectively enforce laws and regulations, administer mining titles, and monitor the sustainable development of small-scale mining; (c) development of a data bank and geological maps to strengthen the Government’s capacity to make essential geoscientific and natural resources information available to potential investors; (d) institutional strengthening to establish capacity in the country for environmental management, and to develop the understanding of and the capacity to address social impacts from mining; and (e) identify and adopt appropriate mechanisms to increase revenues and improve the quality of life in selected areas of strong
concentration of artisanal miners, through the establishment of legal rights for their activity and the provision of extension services to improve the social, welfare, health and environmental conditions of artisanal miners.

The project has been designed to provide a learning experience for the country, the Bank, and investors with respect to implementing sector reform and attracting private sector investment into the country. Learning will relate to the process of negotiating contracts, including interface between public and private sectors and communities; dealing with foreign investors, meeting investor needs; understanding cross-sector dynamics in the context of regional development; establishing effective inter-relationships with environment agencies; and conducting baseline environmental studies and social assessments prior to introducing mining operations in an area.

3. Rationale for Bank’s Involvement
Experience in the country. Since 1992, Mozambique is making good use of the Bank’s experience in macroeconomic and sector reform, particularly with respect to capacity building of public institutions, modernization of its legal and regulatory framework and privatization of state-owned enterprises. Given its experience and established presence in the country, Bank involvement would facilitate the implementation of the project in a timely and efficient manner and ensure that the Government maintains its focus on the objectives of the project.

Bank’s competitive advantage in mining. The Bank has been the leading provider of assistance to mining sector reform in African and Latin American countries during the last decade and in this capacity has contributed to an upsurge in mining activities in both continents. The Bank is the only donor capable to provide an integrated approach to the technical assistance to the given to Government for institutional development and regulatory reform designed to encourage the expansion of private investment in mining in a socially and environmentally sound way. Bank involvement will also be catalytic in attracting additional funds and support from bilateral donors particularly for the implementation of the social mitigation measures, and in providing the environment for encouraging private sector investment.

4. Description
A) Institutional Reform and Capacity Building of public mining institutions. The project would assist in: (i) strengthening the policy making, regulatory and sector management capabilities in MIREME; (ii) rationalizing the role of the State from being an owner and operator of mining assets to a regulator and administrator by reducing State involvement in exploration and mining by allowing and promoting private sector participation; (iii) finalizing the implementation of an enabling legal and regulatory framework aimed at promoting private mining enterprises; and (iv) restructuring and modernizing of the National Directorate of Mining (DNM) and the National Directorate of Geology (DNG), based on the redefinition of their mandates and internal procedures, in order to transform them into a sector promotion tool providing a good base for the provision of sound geological information; (v) deconcentrating DNM and DNG away from Maputo, into four inter-regional points (Nampula, Tete, Manica and Niassa); (vi) establishing proper computer-based cadastre and mine-reporting systems as well as explicit criteria and non-discretionary procedures for the granting and foreclosing of mining rights; and (vii) improving capacity at MIREME to attract private sector investment by allocating resources for promotional programs, and institutional
development.

B) Development of the Country’s Geological Infrastructure. The main objective of this component is to provide the basic and reliable geological information necessary to facilitate the promotion of private investments in the mining sector and to support the planning of the social-economical development of the country. The actual coverage of geological and geophysical surveys in Mozambique is relatively extensive because of investigations realized during the colonial time and a major effort made after independence in the eighties. However, the major part of the maps and the data have not been published and are under a great risk of dispersion and loss. Moreover, recent geological maps to a large extend are based on remote sensing with restricted fieldwork and thus are not sufficiently reliable for mineral exploration. The use of the geological information is not limited to the mining sector but also forms the base for the planning of the development of the infrastructure (roads, etc.), land use planning, urban development, and the management of the environmental resources. Therefore, the production of the geological infrastructure is an integral part of the social and economical development of the country.

In order to achieve this goal, the component would: (i) complete the regional airborne geophysical coverage of the country, and finance a denser coverage over selected promising areas; (ii) update and improve of the existing coverage of geological maps at 1:250,000 scale, and support the detailed coverage of selected areas of high mineral potential; (iii) compile the existing geochemical survey data, including the re-analysis of existing samples and some complementary sampling; (iv) strengthen the network of seismic stations to monitor the seismic activity of the country; (v) establish a modern and computerized Minerals Information System (MIS), to compile and catalogue dispersed data, and modernize and improve DNG’s documentation center; (vi) conduct an inventory of industrial minerals and construction materials in Mozambique in order to promote investment opportunities to the local private sector; and (vii) strengthen the National Museum of Geology; and the Central Laboratory of the DNG. Main sub-components include:

Subcomponent B.1: Component Supervision and Coordination: Considering the highly specialized technical activities to be carried out within the present component, external assistance will be necessary for the coordination and supervision of the works and consulting services in order to minimize the technical contingencies that used to arise from such activities. The Project will finance under a "twining" arrangement the engagement of a foreign geological survey ("supervisor") with the experience in contracting geophysical airborne surveys, geological mapping and in the establishment and operation of mineral information systems. The supervisor shall oversee the work, coordinate the different consulting firms and contractors engaged for the execution of the component, evaluate the product’s quality and advise the DNG in case of problems.

Subcomponent B.2: Geophysics Airborne Survey (IDA + parallel financing). The objective of the Geophysics Airborne Survey is to efficiently furnish essential geological information of public domain to private investors. The Project will finance (parallel financing) the completion of the airborne geophysical coverage in the southern part of Mozambique along the Zimbabwe border as well as higher density surveys in selected areas of high mineral
potential of the northern part of the country. The parallel finance shall also finance the compilation and treatment of the data from the previous airborne geophysical surveys including the digitalization of the analogical records whenever their quality justifies the operation.

Subcomponent B.3: Geological Mapping of Mozambique (parallel financing). Mozambique possesses an extensive coverage of geological maps. However, almost all the maps present disconformities at the boundaries with the lack of continuity of the geological formations from one map to another. The entire mapping carried out in the past has to be revised, updated and homogenized regarding the stratigraphy and regional structures. The previous mapping programs generated a large amount of documents (maps, reports, laboratory results and samples) that are under the risk of dispersion or loss due to inadequate infrastructure and cataloguing. Therefore, it is urgent to compile, scan and catalogue this information for its preservation. This program would support geological mapping of previously unmapped or inadequately mapped areas, and publish professional quality packages of new as well as existing, but previously unavailable, data and maps.

Subcomponent B.4: Geochemical Sampling (parallel financing). The activities of the sub-component will comprise the inventory of all available information, sample maps, analytical results, and sample material as well as the scanning of the documents and the digitalization of the samples position, together with the analytical results in a GIS format. This information will be transferred to the MIS. Moreover, the sub-component shall also finance new regional geochemical surveys to confirm areas of high mineral potential identified during the geological mapping.

Subcomponent B.5: Seismological network (parallel financing). DNG has the responsibility to monitor the seismic activity within the national territory in collaboration with the surrounding countries. This monitoring will be used for the establishment of the seismic zonation of the country and the micro-zonation of the urban areas at risk for land use planning and the establishment of construction norms adequate to the seismicity of the area. Towards the end of 1998, the Council for Geosciences, with the financing of the RSA Government and own funds, installed two seismological stations in Mozambique. This collaboration will continue as part of the Project under parallel financing from RSA and CGS own funds.

Subcomponent B.6: Documentation Center (parallel financing). The access to Mozambique’s geological information is difficult due to the dispersion over different offices within DNG. The information is not centralized and some information may be found in the regional offices. The project will support a centralized documentation center within the DNG where all the paper documents will be classified, indexed, and preserved.

Subcomponent B.7: Minerals Information System (MIS) (parallel financing). Basic geological information is an essential tool for the development of private investments in the mining sector, especially into high-risk exploration activities. The Mineral Information System (MIS) sub-component will finance the establishment within the DNG of a computerized information system based on GIS technology and relational databases. The MIS shall also provide the access to information through the Internet to customers in Mozambique and abroad through e-commerce facilities.
Subcomponent B.8: Industrial Minerals Survey (parallel financing). DNG, through the past geological investigations, accumulated an extensive documentation on the industrial minerals and building materials potential of the country. The present sub-component shall finance the strengthening of the extension of services to the industrial minerals and building material sector by the DNM and the DNG under parallel financing.

Subcomponent B.9: Rehabilitation of the geological Museum (IDA + parallel financing). Including the rehabilitation of the building and the collections and technical assistance for the management.

Subcomponent B.10: Reinforcement of DNG’s Central Laboratory Network (parallel financing). DNG needs a basic laboratory to process rapidly a limited number of samples to support geological investigations. Funds will be provided within the Project (parallel financing) to restore the elemental analytical and sample preparation capacity of the National Laboratory (purchase of new equipment and repair of the existing instrument).

C) Environment Management System. The general objective of this component would be to set up a preventive environmental protection for mining. This system should bring together the mining administration agency with MICOA and private environment entities. It would assist in the: (i) preparation of an environmental and social sector assessment that will help identify the location of protected areas and areas of high value biodiversity that should be restricted to mining activities, as well of prospective locations for the development of mining operations where environmental baseline studies should be carried out; (ii) definition of sector specific environmental regulations and standards, including the procedures for the rehabilitation of the area after mine closure; (iii) implementation of adequate procedures and guidelines for the preparation of environmental impact studies in mining; (iv) capacity building of MIREME’s Mining Environmental Management Unit to monitor and enforce environmental regulations; (v) preparation of socio-economic baseline studies over selected mining districts as a basis for development of methodology and capacity to assess and monitor social, cultural and economic impacts of mining on local communities, and (vi) development of consultation and participatory procedures; and (vii) establishment of environmental management system data basis for the environmental impacts of mining, with linkages with other relevant environment data banks in other ministries, namely MICOA’s area planning department. MIREME’s and MICOA’s capabilities to deal with sector environmental issues would be strengthened through the training of their staff, in order to ensure that mining operations are conducted in compliance with sound environmental practices.

D) Sustainability of Small Scale and Artisanal Mining. Artisanal and small-scale mining activities represent an important source of direct and indirect income for a relatively large rural population. However, such activities usually generate a number of technical, legal, environmental and socio-economic problems. From a regional perspective, the medium term socio-economic balance could be negative, and costs greater than benefits, in terms of the use of a non-renewable resource, environmental impacts, health conditions or sustainability of economic activities when the deposits are exhausted. Experience in other countries shows that these problems have to be addressed by assistance programs of integral character aimed at promoting the development of small-scale and artisanal mining on a technical, environmental
and social sound basis, and providing for the sustainability of these activities. The component is intended to improve the general awareness of small-scale and artisanal on the ways to improve their technical and environmental performance and the overall impacts of their activity on the local communities. It will: (i) support an integrated management and technical assistance program to enhance technical yields, reduce the current serious adverse impact on the environment, improve living conditions of artisanal miners, and increase tax revenues; (ii) support the Mining Directorate to design and deliver technical advice, geology information, and extension services to small-scale miners, including the establishment of a pilot training center for small scale miners; (iii) build capacity within MIREME for the management of social issues in the sector, namely the preparation of a generic framework for potential resettlement and compensation, and alternatives for revenue sharing with local communities; and (iv) health hazards campaign to improve health conditions within small scale and artisanal miners communities.

Small scale and artisanal mining activities are often temporal occupations to provide additional incomes for the rural populations or are subject to massive and sudden migrations of population in response to "gold rush" or the discovery of bonanza superficial deposits. The human settlements associated with this activity are generally very precarious and the living conditions close to promiscuity. This mode of life generates health hazards additional to the risk of the mining activities themselves. As part of project preparation under the PHRD grant, a consultant is assisting MIREME in preparing a sector strategy for fighting HIV/AIDS. As part of present sub-component the Project shall finance education campaigns to raise the awareness of the population occupied in small scale and artisanal mining with respect to health hazards and specially concerning the HIV/AIDS contagion. The activities of the project focused on the health hazards awareness and prevention shall be carried out in close cooperation with the Ministry of Health and Welfare and other state or private NGOs organizations active in the mining areas.

E) Project Coordination and Management. MIREME shall establish and maintain, during the execution of the Project, a Mining Project Coordination Unit (UCPM) to coordinate project implementation, and manage: (a) procurement, including all contracting for works and purchases, and the hiring of consultants, (b) project monitoring, reporting and evaluation, (c) the contractual relationship with IDA, and (d) financial record keeping, the Special Account and disbursements. UCPM shall ensure the coordination between the different institutions of MIREME participating in the Project as well as other state and private institutions stakeholders in the Project’s objectives. The UCPM shall also be the direct link to the World Bank concerning the Project implementation.

5. Financing

<table>
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<th>Source</th>
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<td>Government</td>
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<tr>
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<tr>
<td>IDA</td>
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<td>AFRICAN DEVELOPMENT FUND</td>
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<td>NORDIC DEVELOPMENT FUND</td>
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<td>GOVERNMENT OF THE REPUBLIC OF SOUTH AFRICA</td>
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<tr>
<td>Total Project Cost</td>
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</tbody>
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6. Implementation

Project Implementation Period
The proposed project would be implemented over a period of 5 years. Project completion date would be December 31, 2005 and the Credit closing date would be June 30, 2006

Project coordination and oversight
The Ministry of Mineral Resources and Energy (MIREME) would be responsible for the implementation of the project.

Executing agency
The Ministry of Mineral Resources and Energy (MIREME), through an officially designated coordinator, will be responsible for the overall implementation of the project.

Implementation arrangements
MIREME will create a Mining Project Coordination Unit (UCPM) to coordinate project implementation, and manage: (a) procurement - including all contracting for works and purchases - and the hiring of consultants, (b) project monitoring, reporting and evaluation, (c) the contractual relationship with IDA, and (d) financial management, the Special Account and disbursements. MIREME has prepared a Project Implementation Manual that has been reviewed by the Bank during appraisal and found satisfactory. Government will hire three senior-level staff for the UCPM: a Project Coordinator, a Procurement Expert (and Acting Project Coordinator), and an Accountant. The first two positions have been advertised during project preparation, using terms of reference acceptable to the Bank. A Steering Committee will be created at the Minister’s level, as part of MIREME’s structure, to supervise project implementation. It will be composed of the following members: MIREME’s Director of Economy, the Director of Geology, the Director of Mines, and two Advisors, one representative from MICOA (Head of Environment Impact Assessment Department), and the Supervisor of the Geologic Infrastructure component.

Co-financing arrangements
The Nordic Development Fund has approved funding for activities included in the project to an extent of US$ 9.2 million, while the Government of the Republic of South Africa has agreed to commit support to planned activities to an amount of US$ 1.3 million. Arrangements are being made to secure parallel financing by the African Development Bank with a view of obtaining US$ 3.5 million.

Accounting, financial reporting and auditing arrangements
Under the supervision of the Project Coordinator, the UCPM will be responsible for ensuring that financial management and reporting procedures will be acceptable to the Government, the World Bank and other Cooperating Partners. The principal objective of the UCPM’s financial management system (FMS) will be to support management in their deployment of limited resources with the purpose of ensuring economy, efficiency and effectiveness in the delivery of outputs required to achieve desired outcomes, that will serve the needs of the people of Mozambique. Specifically, the FMS must be capable of producing timely, understandable, relevant and reliable financial information that will enable management to plan, implement, monitor and appraise the Project’s overall progress towards the achievement of its objectives.

For the UCPM to deliver on the aforementioned objectives, its FMS will be developed in accordance with the Financial Management Action Plan presented in Annex 11. Salient features of the Action Plan include: the retention of a Financial Management Consultant to advise on the selection and installation of the Project’s FMS (using an integrated accounts package), to prepare the Project’s Financial Procedures Manual and to train staff in the operation of
the system; the establishment of a representative Financial Management Committee; the recruitment of a Project Accountant and the availability of support staff; capacity building; the establishment of a Fixed Assets Register and a Contracts Register; monthly bank reconciliation and quarterly reporting of financial information; cash flow management including variance analysis; and an annual external audit will be undertaken on terms of reference acceptable to the Bank.

By credit effectiveness, the UCPM will not have in place a FMS that can provide, with reasonable assurance, accurate and timely information as required by the Bank for PMR-based disbursements i.e. the Project Management Report (PMR). Thus, in the short-term, existing disbursement procedures, as outlined in the Bank’s Disbursement Handbook, will be followed i.e. Direct Payment, Reimbursement and Special Commitments. However, the successful implementation of the Project’s FMS under the supervision of the Project Accountant should facilitate the conversion to PMR-based disbursements within 18 months of credit effectiveness. In that regard, an institutional capacity assessment of the UCPM team and the FMS proposed will be conducted by a World Bank Financial Management Specialist before effectiveness, and a financial management review of the Project will be undertaken by a World Bank Financial Management Specialist within 12 months of credit effectiveness to assess progress.

Supervision, Reviews and Monitoring
Not later than 45 days after each quarter, the UCPM will submit to the IDA quarterly progress reports covering all project activities, including procurement, and a financial summary report. A Mid-Term Review, 30 months after effectiveness, would provide detailed analysis of implementation progress towards development objectives, including performance to date on selected indicators of project benefits. Baseline data on these indicators will be gathered prior to this mid-term review and used in the assessment.

7. Sustainability
The project will contribute to the institutional strengthening of the Government of Mozambique to manage key areas in the mining sector (policy, institutional, environmental, social), through a set of prerequisite steps that will lay the ground for future private investment and whose implementation will provide a sound basis for Mozambique in exploiting, over the long term and in a developmentally sound manner, the significant potential of its natural resources. Sustainability will be enhanced through the project’s strong emphasis on institution building, training, human capital development and environmental awareness in the public as well as private sectors.

8. Lessons learned from past operations in the country/sector
Lessons have been learned from the ongoing projects being implemented in Mozambique, from other countries where the Bank has financed similar capacity building operations for mining (e.g., Burkina Faso, Ghana, Guinea, Madagascar, Mali, Mauritania, and Tanzania), as well as from a Bank review on mining sector reform in Latin America (A Mining Strategy for Latin America and the Caribbean, 1996).

Experience in Mozambique with capacity building and public sector reform suggests that emphasis on beneficiary participation in project preparation, intensive supervision, organization and coordination in the field are critical for timely and effective implementation. Given the limited availability of highly skilled staff, ownership and political commitment to
project objectives are key to ensuring strong local leadership, availability of counterpart funds, and clear delineation of ministerial authority and responsibilities.

Experience in other countries indicates that improving the enabling environment increases the ability of a country to attract and retain appropriate private investment. The last 25 years have seen significant changes in the international mining industry, in large measure because of the liberalization of economic and mining policies of previously restrictive governments in mining countries. These reforms have had three broad objectives, to improve sector performance and growth and the contribution of mining to the national economies, to ensure the sustainability of the mining industries in the developing countries, and to ensure that the host countries get a fair share from the benefits of growth of the sector.

In the context of a generally healthy metal commodity price scenario, the result has been an upsurge in mining investment in those countries which have adopted legal, institutional and taxation reforms. Between 1989 and 1997 Latin America, the region where the reform was implemented more thoroughly, saw a four-fold increase in investment in exploration (for the countries of the region with comprehensive reform programs the increase was twelve-fold) while the world total increased by 90%. Furthermore, the reforming countries have achieved progress in the economic, environmental and social aspects of mining, thus strengthening the sustainability of the sector. Ghana provides a similar example in Africa. In the late 1980s the country undertook significant reforms, supported by the Bank and other donors, to improve the enabling environment for private sector investment in mining. The result has been a four-fold increase in gold production, a mining investment climate that is consistently ranked among the best in the world by investors, and the privatization of state-owned mining enterprises.

Work Bank involvement in the reform process of successful mining countries shows that, for this to happen, the enactment of the necessary legal, fiscal and environmental policies and the establishment of strong mining institutions to implement and administer them have proven to be the keys to success. This includes: (i) a background of sensible economic policies and a coherent general legal framework; (ii) a mining law providing security of tenure, clarity and transparency and access to land (including the release of reserved areas held up by the State and full transferability of concessions to remove all barriers to the entry of investors), and an investment framework providing access to foreign exchange and a stable and equitable fiscal regime; (iii) public mining institutions that apply properly the sectoral policies; (iv) a sensible environmental management system, and (v) clear, economically efficient rules dealing with enterprise restructuring and privatization. Further progress will depend to a large extent on the continued development of institutional capabilities, in an environment of sensible macro-economic policies, to ensure the sustainability of the progress achieved.

9. Program of Targeted Intervention (PTI)  N

10. Environment Aspects (including any public consultation)  
    Issues :  N

11. Contact Point:  
       - 10 -
Note: This is information on an evolving project. Certain components may not be necessarily included in the final project.

This PID was processed by the InfoShop during the week ending February 16, 2001.