I. Introduction and Context

Country Context

Ethiopia is a large and diverse country. It is located in the Horn of Africa and is a land-locked country with an area of 1.1 million km². Its bio-physical environment includes a variety of contrasting ecosystems, with significant differences in climate, soil properties, vegetation types, agricultural potential, biodiversity and water resources. Ethiopia is a country of many nations, nationalities and peoples, with a total population of 91.7 million (2012). Only 17 percent of the population lives in urban centers, the great majority of them in Addis Ababa. At a current annual growth rate of 2.6 percent, Ethiopia’s population is estimated to reach 130 million by 2025, and is projected by the UN to be among the world’s top ten, by 2050. Ethiopia is vulnerable to terms of trade shocks from international food and fuel prices, and to large domestic weather-related shocks as the 2011/12 East Africa drought demonstrated.

Ethiopia has a federal, democratic government system, established in the early 1990s, with nine autonomous states (regions) and two chartered cities. Decentralization of governance to the regional and district (woreda) levels has been actively pursued, intensively since 2003. The Ethiopian People’s Revolutionary Democratic Front (EPRDF) has been in power in Ethiopia since 1991. EPRDF comprises four regionally-based parties from the four major regions (Amhara, Oromia, Southern Nations, Nationalities and Peoples (SNNPR), and Tigray).

Ethiopia follows a developmental state model, with a strong role for the Government of Ethiopia (GoE) in many aspects of the economy. The manufacturing sector remains small, although efforts are being made to increase its size. The development model adopted by GoE relies heavily on high levels of largely government-led investments, but faces low saving rates and
limited availability of domestic resources. However, despite double-digit economic growth, more efforts are required on the poverty reduction front.

**Sectoral and Institutional Context**

Ethiopia’s growth rate has far surpassed the regional average of Sub-Saharan Africa. Economic growth in Ethiopia has been very strong over the past decade, and the trend continues with reported annual GDP growth of 9.9% in 2013, and forecast annual GDP growth of 10.2% for the years 2014 and 2015 respectively. It is even more impressive when compared to the regional Sub-Saharan African annual growth rate of 4.9% (2013), and forecasts of 4.6% (2014), and 3.4% (2015).

Ethiopia suffers from a significant trade deficit. One possible option of addressing this deficit is to increase the value of exports and reduce the value of imports. Given this scenario, the extractives sector becomes especially important to the country’s economic health. For instance, during the years 2011-2014, the contribution of exports to the G.D.P ranged from 16.7% (2011) to 11.6% (2014), while expenditure on imports ranged from 31.5% (2011) to 29.1% (2014) of the G.D.P. Minerals contribute majorly to exports, with gold and gemstones being the main exported commodities. Exports of gold alone made up around 17% of Ethiopia’s exports in FY 2010-11, increasing to 21% in the year 2015. Imports of fossil fuels made up 17.3% of Ethiopia’s total imports of goods in 2014. Therefore, improving governance in the extractives sector, including by adding value to gold and gemstones prior to export, and proper management of potential domestic oil and gas discoveries can go a long way in addressing Ethiopia’s trade deficit.

It is to be noted that there would be a large amount of inputs initially required through FDI in the mining sector to build the mines that will eventually generate the exports. Thus in the short run, development of large scale mining could increase imports but it would increase exports in the long run.

Ethiopia is a low income country, but has progressed on poverty alleviation over the past decade. The country’s Gross National Income per capita has steadily increased from USD 390 (2011) to USD 550 (2014). However, it is still substantially lower than the regional average of USD 1,646. The poverty headcount ratio at USD 3.10 a day reduced from 68.3% of the population in 2011 to 67% of the population in 2012.

Effective poverty alleviation requires the benefits of the economic growth to trickle down to the poor, and the artisanal mining sector (ASM), which employs an estimated 500,000 to 1 million workers, is potentially a vehicle of change through which poverty alleviation measures can be implemented.

Mining has occupied an important role in the Growth and Transformation Plans of Ethiopia. GoE has recently finished implementing its Growth and Transformation Plan (GTP; 2010/11-2014/15), which had set a long-term goal of becoming a middle-income country by 2023, with growth rates of at least 11.2 percent per annum during the plan period. Although the planned target of 11.2% per annum was aspirational, the plan period still witnessed a high growth rate mentioned above. Having gone through the GTP plan period, the country has finalized a subsequent GTP2 plan for the next plan period.

The focus for the mining sector in GTP 1 were to create a favorable environment for private investors for exploration and development, put in place a comprehensive policy and regulatory framework that create an institutional framework conductive for the development of the sector’s contribution to the economy as well as collect, analyze and interpret basic geo-science information
for potential investors.

Under GTP2, the mining sector remains a priority of the government in the Second Growth and Transformation Plan. The main strategic directions of the mining sector during the GTP II are expanding the production of minerals for foreign exchange generation and import substitution for local industries. The details of GTP2 on the use of local gas reserves was not available for research, and is therefore not mentioned herein.

The major objectives of the GTP2 plan for the mining sector are: improving policy, legal-frameworks, regulatory and working systems; adding value to minerals, producing minerals inputs for the manufacturing sector development; enabling the mining sector to meet national and international environmental standards and regulations, and expanding the geo-sciences mapping coverage of the country both in quality and accessibility.

However, the GTP 1 and 2 do not delve into detail on how the potential discoveries in the natural gas sector can be leveraged for import substitution. Considering this aspect of the extractives sector as well will help the government attain its broader GTP2 objectives.

Current State of Sector Development

The Extractive Industries sector in Ethiopia has been developing at a brisk pace. Exploration for oil and natural gas is currently taking place in a number of areas in Ethiopia, including in parts of the Ogaden Basin in Southern Ethiopia, Afar in Northeastern Ethiopia, Southern Rift Basin, and Main Ethiopian Rift Basin regions. According to the government, the wells in the Calub and Hilala fields in the Ogaden Basin should show deposits of 4.7 trillion cubic feet of liquid natural gas (LNG) and 13.6 million barrels of associated liquids. The deposits were discovered in the 1970s.

China's POLY-GCL Petroleum Group Holdings Ltd has finished drilling two appraisal wells in Ethiopia's southeast. The project involves developing the fields and building a pipeline from landlocked Ethiopia to the coast of neighbouring Djibouti, where it will build an LNG plant and export terminal, according to a company website. POLY-GCL estimates the cost at USD 4 billion and initially expected to start LNG production by mid-to-late 2018 at 3 million tonnes a year at first, rising to 10 million tonnes.

Foreign firms have acquired licences to explore in more than 40 blocks in Ethiopia over the past four years, mostly in the southeast near Somalia. The government of Ethiopia has also recently established a State-owned oil and gas company for further exploration and production, especially of natural gas.

In mining, there are some 15-20 international exploration companies currently active in Ethiopia. Gold is Ethiopia's main mineral export and has been mined since ancient times, primarily as alluvial or free gold. At present, Ethiopia has a single large-scale gold mine, Lega Dembi, in the southern area of the country, owned by Midroc (98%) and the Ethiopian government (2%). Another advanced project exists at Tulu Kapi, in the west central area of the country, owned by Nyota Minerals Limited. Exploration for gold is also taking place in Oromia and Tigray States.

In addition to gold, Ethiopia has reserves of copper, potash, and natural gas. On a global scale, Ethiopia is also one of the five largest producers of Tantalum in the world (reserve estimates are unknown). Tantalum, classified as a conflict mineral for the purposes of the Dodd-Frank Act of the U.S., is a new-age metal. Tantalum use has been estimated at more than 50% for electronics applications of which capacitors are the leading end use. Tantalum will be used widely as the world moves towards using renewable energy sources for its consumption. Other key minerals produced in Ethiopia include niobium, tantalite, cement, salt and gypsum, clay and shale, and soda ash.

There are also a number of domestic companies mining industrial minerals, mainly cement raw
materials, on a smaller scale.

The Mining Industry is a source of high employment. The Strategic Mining Sector Assessment (SMA) study conducted by the World Bank and other development partners concluded that the large scale mineral sector can contribute a probable USD 322 million in revenues and create around 4300 jobs; a number that may possibly extend up to USD 480 million, and around 8000 jobs respectively. The Artisanal and Small-Scale Mining Sector (ASM) is also a major source of employment in Ethiopia and shows scope for development, currently employing an estimated 300,000 to 350,000 people directly, with 5-7 million people being dependent upon it for their livelihood.

The first EITI Report has increased transparency in the sector. According to the report, in 2014 the mining sector's production value was a little more than one per cent of the GDP. The extractive sector represented more than 14% of the country's export earnings for the 2013/14 fiscal year.

Gold is the main mineral export. Export values of gold reached USD 456 million in 2014, a more than hundred-fold increase from 2001.

Total revenues received from the extractive industries amounted to ETB 3,123 million in EFY 2006. ERCA accounted for 80.5% of the total revenue stream generated by the sector, followed by MoM and then MoF, accounting respectively for 12.8% and 2.9% of total extractive industry revenues.

Mineral production data for the reporting period received from MoM covered only six types of minerals. The data from reporting extractive companies included in the reconciliation scope provide a much larger array of minerals. However, from amongst the reported commodities, the value of gold production forms 82.7% of the value of the total value of the sector.

After adjustment and reconciliation work, a net difference of ETB 305 million representing 11% of Government revenues remained unreconciled, with 14% of the unreconciled revenues being paid to the Ethiopian Customs and Revenue Authority.

The World Bank’s Support to the Extractives Sector

The World Bank is providing comprehensive support to development of the Extractives Sector in Ethiopia. The interventions began with a series of studies, beginning with the SMA, which identified major areas of intervention in the extractives sector. Following this study, in-depth research into the policy, legal and regulatory, and institutional reforms and capacity building in the oil and gas, mining and artisanal gemstones sectors was completed in 2016, funded by the Extractive Industries Technical Advisory Trust Fund (EI-TAF). The EI-TAF funded project provided the basis for the Government of Ethiopia to identify and request further IDA based support from the World Bank Group in FY 2018 for the entire extractives sector. This request was the result of the government recognizing the importance of the sector for inclusive growth, economic development, diversification and creating a favorable balance of trade. Apart from these projects, the World Bank is also implementing a JSDF funded recipient executed grant for USD 3 million to support Artisanal Miners in Ethiopia (P125487).

The Ethiopian Extractive Industries Revenue Transparency Initiative seeks to increase transparency in the sector. Apart from the above-mentioned efforts, the World Bank Group, since 2011, through the erstwhile Multi-Donor Trust-fund (EITI-MDTF), and moving forward through the EGPS Trust Fund, has been supporting the implementation of EITI in Ethiopia. EITI is a global standard in transparency and accountability in the Extractives Sector, the details of which are available at www.eiti.org, and the major changes brought about by the EITI Standard, 2016 are discussed in ANNEX...
I. The World Bank’s Support has supported Ethiopia to become a candidate with the Extractive Industries Transparency Initiative (EITI) on 19 March 2014. The Ethiopia EITI 2014 Annual Activity Report (published July 2015) outlines progress made with implementing the EITI in the country. The first Ethiopia EITI Report covering fiscal year July 2013 - July 2014 was published in February 2016. The report makes data on the country’s extractive sector available for the first time and shows that the mining sector contributed USD 131 million to government revenue in the fiscal year 2013 - 2014. This was 2.1% of total government revenue in 2014. Ethiopia must commence EITI validation by 19th September, 2016.

The track record of EEITI implementation thus far has been satisfactory. Some salient points to note are:

1. Ethiopia’s first annual and EITI reports were published on time, and the disbursement rate for the recipient execute grant against the activities of the annual activity plan was very high. This is a good precedent, especially given the capacity constraints that MoMPNG faces in Ethiopia, and shows that the EEITI Secretariat, though housed in the MoMPNG, has a better capacity to receive and disburse bank funds going towards recipient executed projects. There is reason to believe that a similar efficient execution of future projects will be likely.

2. A NSC (National Steering Committee) was established that has collaborated effectively to make sure the reports and other activities where of good quality. Most importantly, the Civil Society constituency of the NSC has been replenished through a free and fair election process despite the prevailing laws of Ethiopia that curb Civil Society participation in advocacy activities. The NSC, as part of their communication and outreach activities, of a number of workshops in all mineral rich regions: bringing together Large Scale Miners, Small Scale Miners, woreda representatives, regional government representatives, civil society, etc., to discuss local mineral sector governance and other key issues related to the sector. Subsequently, concerns raised in the regions have been brought to the attention of the Minister during EITI-NSC meetings. This is an innovative approach towards mainstreaming EITI into sector governance that proves the added value EITI can bring.

However, while the publication of the first EEITI Report is an important milestone, it is not an end by itself. Several steps now remain in disseminating the report and engaging upon the recommendation of the report with relevant stakeholders. Communications with all stakeholders, and allowing for continued free and fair engagement of civil society on the EEITI Report and process will be vital while heading towards EITI Validation. The details of improvements required to the first EEITI Report moving forward are mentioned in ANNEX II.

Direct Support to Civil Society Organizations (CSOs) in Ethiopia. Civil Society Organizations play an essential role in implementing EITI; the EITI Standard, 2013 requires them to be involved in several steps and roles during the implementation process. The WBG is encouraged by the interest shown towards EEITI by CSOs in Ethiopia. The CSOs, led by the CSO representatives in the multi-stakeholder National Steering Committee, have drafted an action plan to support the implementation of EEITI. The World Bank Group is currently supporting activities identified in the said action plan through its direct support initiative to build capacity in CSOs. Through a phased approach using two technical advisory facilities, support was provided directly to CSOs, acknowledging the fact that imparting direct training to CSOs would benefit a larger independent CSO constituency around EITI.
Phase I of the activities had involved the World Bank, through the Energy and Extractives, and Governance Global Practices, imparting training directly to CSOs, and successfully form a CSO network on EEITI. The network of CSOs on EEITI now numbers more than 40.

Phase II of the activities required ongoing training at the various regions being imparted through field-based consultants. To implement Phase II of the activities, PACT - an international association with extensive international experience in sustainable and transparent natural resource management, was hired under the direct support program as a facilitator to organize the training of local CSOs by expert consultants on EEITI. The said trainings have been performed satisfactorily. PACT has also performed a desktop review of mapping local CSOs for the purposes of EEITI. However, certain other activities from the CSO Action plan, which were to be performed by PACT, were left unfinished due to misunderstandings. These included (i) Field visits to complete the CSO mapping on EEITI; (ii) creation of a communication plan for the CSO-MSG representatives to communicate with the broader CSO network, and (iii) creation of a dedicated forum within the official EEITI website, in which the CSOs can engage in a free and fair manner.

The laws of Ethiopia have a chilling effect on the functioning of CSOs and lead to their self-censorship. Amongst the directly funded activities, the workshops delivered by the World Bank Group remain the main comfortable source of information for the MSG. Onward training of CSOs by other CSOs and further engagement in this sphere amongst CSOs inter-se has been severely restricted due to the laws of Ethiopia, particularly the CSO Proclamation. The CSO Proclamation classifies CSOs on the basis of the origin of their funding, and restricts CSOs engaging in advocacy from accepting foreign funding beyond a nominal percentage of their total funding. This, therefore, restricts the CSOs engaging in advocacy to look for domestic sources of funding, which are very limited. Therefore, Ethiopia stands the risk of not being compliant with the EITI Standard, 2016 and the associated EITI CSO Protocol governing the functioning of civil societies. This has been conveyed to the government by the World Bank Group through its various missions. However, having said this, given the stringent local context, the government has been overall supportive of the engagement of CSOs on EEITI.

In response to the World Bank’s feedback, the government has suggested to all donors and development partners to route all funds through the EEITI National Steering Committee, following which the training of CSOs as well can be performed under the supervision of the CSO representatives of the National Steering Committee.

Implementation of EEITI is sustainable from a financial, as well as political point of view. In terms of interest in EEITI, the highest levels of governance in Ethiopia, including the Prime Minister’s office, Ministry of Finance, and MoMPNG are aware of its implementation and are working its success. In financial terms, donors that are interested in supporting EEITI implementation include DFTAD (Canada), DFID (U.K.), and the European Union. The government has also allocated some of its limited available finances towards the initiative, showing State ownership of the initiative— an amount of $20,000 was allotted towards its implementation by MoMPNG in the calendar year 2016. Based on feedback obtained from the Head of the National EEITI Secretariat, this allocated amount has been increasing steadily year-on-year.

**Relationship to CAS/CPS/CPF**

The World Bank Group’s Country Partnership Strategy (CPS, FY13-16) builds on the progress achieved by Ethiopia in recent years and aims to help GoE address structural transformation and assist in the implementation of the GTP. The most recent version of the CPS, which aligns to GTP2 is still being finalized. The CPS framework includes two pillars. Pillar One, Fostering competitiveness and employment, aims to support Ethiopia in achieving: (i) a stable
macroeconomic environment; (ii) increased competitiveness and productivity; (iii) increased and improved delivery of infrastructure; and (iv) enhanced regional integration. Pillar Two, (Enhancing resilience and reducing vulnerabilities), aims to support Ethiopia in improving the delivery of social services and developing a comprehensive approach to social protection and risk management. Good governance and state building form the foundation of the CPS. In line with the GTP, gender and climate change have been included as cross-cutting issues to strengthen their mainstreaming across the portfolio. The programs of IFC and MIGA are well aligned with the CPS framework, contributing mainly to the strategic objectives under Pillar One.

The World Bank’s Country Partnership Strategy for Ethiopia (CPS) establishes priority areas of targeted reform in the country. The CPS notes that to succeed in meeting the desired GTP goals and sustaining high economic growth, the following requirements, inter-alia, need to be met: (i) increased productivity and competitiveness of the industrial and services sectors for rapid and sustained job creation; and (ii) improved government effectiveness.

Implementing EITI resonates with the CPS. The increased transparency in the extractive sector arising from implementing EITI will help support pillar one of the CPS, i.e. fostering competitiveness and employment by making the sector more competitive and attractive for investments. Pillar Two, i.e., enhancing resilience and reducing vulnerabilities is also supported through the increased tripartite dialogue between the industry, citizens, and government on sector issues. As a result, any risks associated with operation of extractive industries will be mitigated.

II. Project Development Objective(s)

Proposed Development Objective(s)

The development objective of the grant is to support the effective implementation of the Extractive Industries Transparency Initiative in Ethiopia. Specifically, the grant will support the National Steering Committee (i.e. Multi-Stakeholder Group), and the Implementation Secretariat (National EITI Secretariat) in Ethiopia in implementing the activities and processes required for Ethiopia to successfully undergo Validation in accordance with the EITI Standard, 2016.

Key Results

The proposed performance indicators are given below:

1. Number of communication and training activities targeted at CSOs, media and/or parliamentarians (Report number of communications and trainings)
2. Number of CSOs engaged in EITI through coalitions (Report number of CSOs engaged)
3. MSGs design and implement an M&E system (Provide a Y/N answer)
4. Communications Strategy approved by NSC (Provide a Y/N answer)
5. Communications strategy ensures that reports are presented in formats accessible to different users (Provide a Y/N answer)
6. Communications Strategy displays special communication channels to target women (Provide a Y/N answer)
7. Percentage of female representation on the MSG (State the % female representatives on MSG)
8. Number of months to procure reconciler (Report number of months (on averaged) required to procure reconciler.)

III. Preliminary Description

Concept Description
A. Rationale for EITI Grant

The EITI in Ethiopia has been titled EEITI, and is overseen by the National Steering Committee (which is the national Multi-Stakeholder Group), which has regular meetings. The Honble Minister of Minerals, petroleum and Natural Gas, Ethiopia functions as the EEITI chair, while the State Minister of Mines is the deputy-chair of EEITI. An Implementation Secretariat (national EITI Secretariat) has been housed within the ministry of Minerals, Petroleum and Natural Gas to conduct day-to-day activities.

The National Steering Committee has created a draft work-plan for the year 2017, and is in the process of finalizing its work-plan to implement EITI. The Government of Ethiopia (GoE) has requested technical as well as financial assistance from the World Bank to support EITI implementation, given the latter’s global expertise in assisting countries to implement EITI. And considering that we have been supporting them successfully over the past 2 years.

B. The activities to be financed by the Grant include the following:

Proposed Activity and indicative Date of Delivery

Capacity Building and Training

Capacity building workshops for EITI stakeholders completed for:
- Publishing Roadmap for declaring beneficial ownership by January 1, 2017
- Improving participation of Stakeholders
- Reporting regionally on contributions of Artisanal and Small scale Mining (ASM)
- Increasing reporting disclosures along the gold-buying value chain for ASM, i.e. reporting on the further transfers of gold from the Central Bank, and other onward transferees. Exchange missions to EITI-implementing countries (2016-2018)

Preparation of Reports

TOR for reconciliation firm completed; and vendor selected (2016, 2017, 2018)
Second EITI Report completed and published (2016)
Third EITI Report completed and published (2017)
Fourth EITI Report completed and published (2018)
Annual Activity Reports published 1st July of each year: (2016, 2017, 2018)
Beneficial Ownership Roadmap published (January 1st, 2017)

Communication and Dissemination Campaign

Website of EEITI properly established and administered (2016-2018)
Implementing EEITI Communications Strategy (2016-2018)
Disseminate EITI Report findings widely using various media / meetings / workshops in the Communications Plan (2016-2018)
Broad dissemination of results of EITI Reports at sub-national level (2016-2018)

Operational Support for the Executive Secretariat
Supporting the office of the Implementation Secretariat with adequate infrastructure and staffing needs (2016-2018)
A description of the above activities is as follows:

(i) Capacity building
- Organize training activities for key stakeholders to increase their understanding of the EITI and to encourage their participation in the implementation of the Initiative. Key stakeholders include National Steering Committee representatives, especially from civil society and broader civil society organizations outside the Committee (both at the local/municipal and national levels) that are involved in transparency and extractive industry issues, business and professional associations, and the media, as well as public institutions relevant to extractive industries and/or transparency, access to information, accountability and Open Government more broadly.
- Organize exchanges with other EITI implementing countries, particularly in Africa.

(ii) Preparation of Reports
- Finance the National Steering committee in conducting ongoing scoping studies on EITI implementation, and creation of an EITI Reporting Template: including with regard to scope of the reporting sectors; level of detail of the reconciliation/audit process; defining materiality with regard to payments and revenue streams; degree of data disintegration; inclusion/non-inclusion of sub-national, in-kind, and social payments; etc.
- Finance the hiring of an Independent Administrator to prepare the subsequent EITI reports, including the reconciliation of payments made by mining and oil companies to the Government and direct payments by mining companies to specific municipalities.
- Finance the publication of other reports relating to EITI, such as the annual activity reports, beneficial ownership roadmap, etc.

(iii) Awareness-raising / Communication
- Implement the EITI Communications strategy by a communication company to communicate the merits of transparency of mining and oil revenues; the EITI process in Ethiopia and the results of the first EITI Report at the municipal and community level, with the objective of provoking public awareness and debate over these issues.
- Carry out other EITI dissemination activities, including postings in government websites, newspaper articles, press conferences, TV shows and radio spots.
- Set up the EEITI website, along with required contents showing progress on implementation periodically.
- Organize outreach activities by civil society engaged in EITI in rural Ethiopia.

(iv) While performing the above-mentioned activities, gender-based issues shall be mainstreamed into the grant implementation through the following steps:
(a) Representation of Women in the NSC: Ensuring that men and women groups are well represented in the Multi- Stakeholder Groups (MSGs) with an initial minimum target representation of 20% of the entire National Steering Committee across all stakeholder groups, covering not just civil society but also government and industry participation. Women will be included not only as members, but also in leadership positions to avoid the risk of tokenism where women are included but not given equal standing as men. Though the NSC has already been formed, the minimum target representation for women will be encouraged while replenishing/refreshing the MSG membership.
As the EITI implementation in Ethiopia is overseen and monitored by the NSC, this will help ensure that the implementation monitoring team is also gender inclusive.

(b) Gender-Inclusive Participation in Trainings, Workshops and other activities: In funding workshops for civil society organizations, it is important to ensure that the Secretariat has a gender
inclusive list in order that men and women participate, contribute and benefit from awareness raising sessions/programs.

(c) Gender-Informed Communication Implementation Plan: In considering the EITI communication and dissemination campaign, easily accessible communication medium will be used which can reach both men and women as target groups in the EITI engagement. For those in remote locations, use of the local leadership to pass messages as well as radio will be explored.

(d) Operational support
- Provide operational support to the Implementation Secretariat, including the procurement of personnel and the purchase of office equipment.
- Provide financial support to civil society members of the National Steering Committee to enable them to participate in the Committee’s meetings (i.e. to cover transportation and accommodation costs) if they are based in the same city as the said events.
- Finance operating costs of workshops, including travel costs of the civil society members that will monitor the implementation of the EITI so that they can attend the workshops and meetings with to coordinate the preparation of the EITI Report and assist in communication about EITI.

IV. Safeguard Policies that Might Apply

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V. Financing (in USD Million)

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