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# Engagement with Civil Society



An EITI  
Implementation  
Case Study



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**World Bank Group's Oil, Gas, and Mining Policy Division  
Oil, Gas, Mining, and Chemicals Department**

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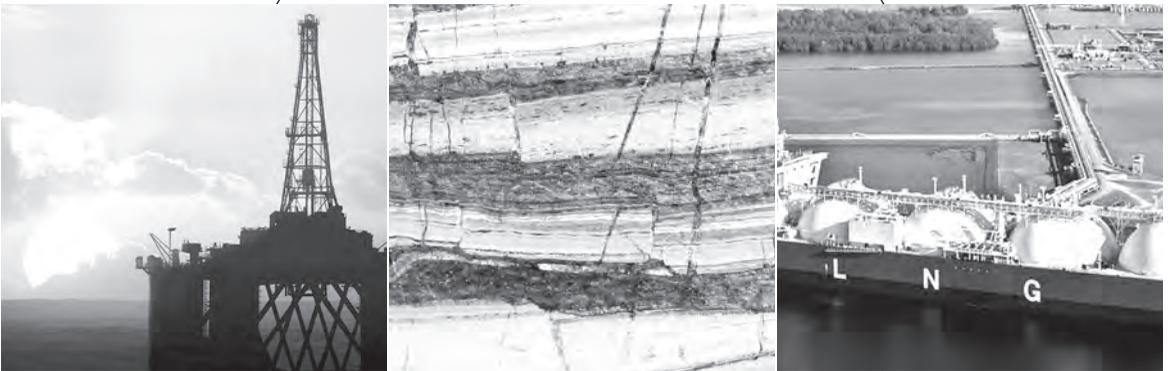
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Cover photos: Oil rig, hematite-banded ironstone, LNG tanker

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# Abbreviations

COCPO	Oil, Gas, and Mining Policy Division
CSO	civil society organization
DGF	Development Grant Facility
EITI	Extractive Industries Transparency Initiative
MDTF	Multi-Donor Trust Fund
PWYP	Publish What You Pay
RWI	Revenue Watch Institute
WBG	World Bank Group

All monetary amounts are current U.S. dollars, unless otherwise specified.

# Abstract

Within the World Bank Group (WBG), the Oil, Gas, and Mining Policy Division (COCPO) is responsible for policy and advisory services in the oil, gas, and mining sectors, including World Bank lending. The unit also manages WBG participation in a number of donor-funded global programs and partnerships, including the Multi-Donor Trust Fund (MDTF) for the Extractive Industries Transparency Initiative (EITI).

The COCPO work program, especially in the mining sector, has a significant component related to community, social, and gender issues, and to engagement with civil society. For three of the global programs and partnerships managed by COCPO, including the EITI, the division successfully sponsored grants from the WBG's grant window, the Development Grant Facility (DGF). These grants benefit in-country stakeholders and partners; in the case of the EITI, they support civil society organizations (CSOs) in countries and build capacity to enable the CSOs to play an active part in national EITI processes.

The EITI is a global voluntary initiative managed by the EITI Board, a multistakeholder entity comprised of representatives of implementing and supporting countries, industry/private sector investors, and civil society. This format is replicated in the 30 countries to date that participate in the EITI.

The main finding of this paper is that the direct support to CSOs through the DGF mechanism (July 2005 to June 2008) was well received and met key program objectives. In particular, DGF funding catalyzed the EITI in countries by helping strengthen CSOs' ability to play their role in the initiative. Working closely with the Revenue Watch Institute (RWI) during the later part of the DGF grant cycle helped COCPO build partnerships with CSOs. The CSOs also found the strategic nature of the DGF interventions to be positive, given that the grants allowed them to carry out a broad range of activities (advocacy, research, capacity building, and communications) around the sensitive topic of extractive industries/EITI.

In parallel, overall COCPO technical assistance and MDTF-funded grants to EITI countries and multistakeholder groups has advanced the

EITI in those countries, such as by meeting CSOs' capacity-building needs as components of the MDTF grant work programs. The COCPO MDTF supports almost all current EITI-implementing countries. As of June 2009, MDTF grants had been signed with 18 EITI countries, with more in the pipeline.

As the EITI begins to mature in many countries, especially those approaching the validation deadline, the World Bank has a clear development opportunity to strengthen engagement with and support for CSOs as part of an integrated strategy to help countries and stakeholders, including CSOs, consolidate EITI processes and embed them into national public financial management systems for extractive sector revenues. CSOs have a strong role to play in promoting transparency and accountability.

In this respect, given the MDTF strategy of focus on country EITI goals including validation, other concrete avenues for direct CSO support should also be explored, such as stand-alone trust funds and other funding sources, to build on the achievements of the initial DGF program. Another message going forward, in addition to funding options, calls for a more systemic engagement with CSOs by WBG staff at the country level to achieve two-way dialogue on the EITI and broader sector issues of mutual concern.

# Introduction

The World Bank Group Oil, Gas, and Mining Division is the sector unit responsible for policy and advisory services in the oil, gas, and mining sectors, including World Bank lending. The unit also leads WBG participation in a number of donor-funded global programs and partnerships, such as Communities and Small-Scale Mining, Global Gas Flaring Reduction, and the Extractive Industries Transparency Initiative, which is the focus of this paper (box 1.1).

The COCPO work program, especially in the mining sector, has a significant component related to community, social, and gender issues, and to engagement with civil society as part of its advisory services to countries. For the three global programs and partnerships mentioned above, COCPO successfully sponsored grants from the Development Grant Facility, the World Bank's grant-making window for in-country stakeholders/partners. The goal of DGF funding for the EITI was to support CSOs in various countries and build capacity to enable them to play an informed and active part in the then-nascent EITI.<sup>1</sup>

The purpose of this paper is to discuss the following:

- **Experience to date**—to showcase COCPO's experience in engaging with and supporting CSOs involved in the EITI process through the DGF and ongoing technical assistance support from the Multi-Donor Trust Fund
- **Results so far**—to outline the results obtained for countries' EITI processes from this DGF and MDTF interaction and support
- **A look ahead**—to articulate strategies and jointly explore options where COCPO can further strengthen engagement with and support for CSOs as part of an integrated strategy to help countries (and

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<sup>1</sup> Civil society organizations have been described as “not-for profit, non-governmental institutions (NGOs), covering a wide range of organizations from development NGOs and think tanks to trade unions, foundations, faith-based organizations, disabled persons organizations, community-based organizations, media (independent and non-profit), and business associations.” Source: World Bank, *Issues and Options for Improving Engagement between the World Bank and Civil Society Organizations* (Washington, DC: World Bank, 2005).

### **Box 1.1 Extractive Industries Transparency Initiative**

The EITI is a global voluntary initiative formed in 2003 and overseen by the EITI Board, a multistakeholder body comprised of representatives of implementing and supporting countries, industry/private sector investors, and civil society. The EITI Board's work is supported by an EITI International Secretariat based in Oslo.

The EITI, through its principles and criteria, provides a standard for promoting transparency in the oil, gas, and mining sectors through publication of payments by companies and revenues received by governments. It sets out a *participative* process, so that each EITI-implementing country replicates the multistakeholder nature of the EITI with full civil society involvement from launch, through issuance of EITI reports, to EITI validation.

To date (June 2009), some 30 resource-rich countries in Africa, East Asia and Pacific, Europe and Central Asia, and Latin America and the Caribbean are implementing the EITI. Other countries have expressed interest in joining. The EITI framework has an external validation mechanism that countries must undergo within a specified timeline to remain part of the global EITI. So far, one country (Azerbaijan) has completed validation, with Liberia, Ghana, and Nigeria in the process.

*Source:* [www.eiti.org](http://www.eiti.org).

CSOs) consolidate EITI processes and embed them into national systems of public financial management, with strengthened demand-side accountability.

The preparation of this paper involved a desk review of reports submitted by DGF grant recipients as a self-assessment exercise. A consultant assisted in this review and also sought external inputs and views, including from key CSO stakeholders. A dialogue workshop followed, with a keynote address by Obiageli Ezekwesili, vice president for the World Bank Africa region, and with broad CSO and WBG participation, to discuss the findings of the paper and the options ahead.

# Support for the Central Role of CSOs in the EITI

As noted, a core principle, hard wired into the EITI criteria and validation requirements, is that the EITI is a participative process with an integral role for civil society alongside governments and industry. This CSO involvement occurs both on the international EITI Board and in EITI-implementing countries as part of national steering groups and/or as part of related advocacy groups, such as the Publish What You Pay (PWYP) coalition. Such advocacy is key: it is generally accepted that the EITI as now constituted (as a global voluntary initiative) would not exist without the concerted advocacy by civil society groups coming together to accept EITI goals with governments of key resource-rich countries and the oil, gas, and mining industry. However, as outlined in appendix A, CSOs also face problems in some cases in fulfilling their EITI roles at the country level.

Since the EITI's inception, support for it has been an integral part of the WBG corporate strategy for the extractive sectors and of the World Bank strategy for governance and anticorruption. COCPO has delivered on the EITI work program along two tracks so far:

- DGF grant support to CSOs at the launch of the EITI (fiscal 2005–08)
- COCPO-provided technical assistance and MDTF grant funding to countries to set up EITI structures and implement their national EITI work plans (including CSO capacity building) and undergo validation as EITI compliant (ongoing since fiscal 2005)

# Grant Support to CSOs through the DGF

In 2005, the COCPO successfully bid for funds to support civil society groups involved in the EITI from the World Bank's DGF. These funds totaled \$0.5 million per year for three years (for a total of \$1.5 million) from July 2005 to June 2008. Box 3.1 summarizes disbursements through the DGF program, as well as the recipients and the countries in which they operate. Summary details of the individual DGF grant recipients are provided in appendix B.

The DGF activities (launched before many countries had taken up the EITI) were designed to

- build capacity and strengthen demand-side mechanisms in EITI countries;
- increase CSOs' awareness of the then-nascent EITI;
- improve understanding among CSOs of the EITI principles, criteria, and implementation process;
- develop an understanding among CSOs of the essential elements of the oil, gas, and mining industries and related fiscal arrangements to improve their understanding of the EITI;
- strengthen the capacity of CSOs to communicate with the broader population about the EITI and its implementation in their country;
- improve coordination among CSOs to play a more effective role as stakeholders in the EITI implementation process—including CSOs outside metropolitan centers that operate in oil, gas, and mining regions;
- strengthen coordination among CSOs at the regional and global levels.

## The DGF Grant Process

Initially, CSO grantees were identified by advertising the DGF funds on the Bank's Web site, promoting the availability of funds through international civil society groups, engaging with local Bank communications

### **Box 3.1 DGF Support to Civil Society Groups: Key Indicators**

*Total DGF support fiscal 2005–08: \$1,060,899*

- Disbursed via RWI: \$473,586
- Undisbursed: \$439,081

*Additional RWI funds leveraged: \$185,804*

*24 recipient organizations*

- 14 countries
- 13 are now EITI candidate countries
- 9 of which have produced EITI reports
- 1 of which is now EITI compliant

*Regional breakdown*

- Africa: \$474,237 (31.6%)
- East Asia and Pacific: \$114,485 (7.6%)
- Europe and Central Asia: \$462,530 (30.8%)
- Administration: \$9,647 (0.6%)
- Returned: \$439,081 (29.3%)

officers who have the responsibility to maintain contact with CSOs, and engaging with CSOs with an established track record on extractive industry and anticorruption issues.

From July 2006 onwards, for a period of two years, COCPO partnered with the Revenue Watch Institute. RWI administered approximately one-half of the annual DGF funding, as well as provided subgrants to civil society groups working on EITI issues in Sub-Saharan Africa.

## **Activities Funded by DGF Grants**

Activities carried out by DGF grant recipients have reasonably clearly followed the objectives of the program outlined above. A survey of reports from grantees shows DGF funds supported the following kinds of activities:

- **Training** on a wide variety of topics, including understanding the EITI; budget analysis and monitoring; oil and mining industry operations; and laws, contracts, and taxation issues
- **Communications activities** focused on making people aware of the EITI, including training for journalists to better understand the EITI, budget, and extractive industry issues; development of radio and

television programs on the EITI; and publication of journal and newspaper articles on the EITI

- ***Consulting and working with communities outside of the capital city*** to involve them in the EITI process; these activities often focused on including civil society groups in oil- or mineral-producing regions
- ***Helping build EITI coalitions*** to improve the effectiveness of civil society in three key ways: (1) coalitions are able to be more representative and therefore harder to ignore in negotiations; (2) coalitions are able to develop shared programs of capacity building; and (3) coalitions are able to leverage the expertise of member groups—for example, groups familiar with the extractive industries are able to share their knowledge with budget monitoring/anticorruption groups, and vice versa
- ***Analyzing EITI reports*** and other public information on government revenues and extractive industry company payments

## Perceived Strengths of the DGF Program

The overall message of COCPO self-assessment of the DGF program, confirmed by feedback from CSO stakeholders, is that the program came at exactly the right time for many CSOs in a number of countries. It had a positive catalytic impact, not just for CSOs, but also for the overall trajectory of the EITI in those countries.

When DGF funding began in mid-2005, the EITI was still a relatively new initiative. Many CSOs were only beginning to focus on it, and coalitions existed in just a small number of countries. Because the World Bank has a network of offices across the world, it was often able to deploy financial resources through the DGF more quickly than many international civil society groups could.

RWI's narrative report about its involvement in the DGF concluded:<sup>1</sup>

The Development Grant Facility was a great success. It succeeded in building a broader base of EITI knowledge and support in the target countries, it enhanced the sophistication of knowledge among civil society of EITI processes and their (CSOs) role for influencing that initiative at the country level, and it improved the capacity of stakeholders to follow-up on recommendations from EITI reports and take forward new projects in direct response.

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<sup>1</sup>RWI, "Revenue Watch Institute Final Report for the World Bank—Development Grant Facility" (April 30, 2008), <http://siteresources.worldbank.org/EXTOGMC/Resources/rwi-narrative-report-fy06-fy07.pdf>; accessed November 10, 2009.

Most activities funded by DGF grants focused on capacity building for local civil society groups. In most countries, coalitions were formed by organizations that had a background either in transparency and anticorruption advocacy, or in advocacy on environmental and human rights issues related to the extractive industries. DGF funding often supported training that helped bridge the knowledge gaps among these groups.

The contribution of the DGF to the overall progress of the EITI in a country is evidenced by the strong correlation between those countries in which CSOs received DGF funds and countries that have produced EITI reports. Eleven countries have produced EITI reports to date (June 2009), nine of which received DGF support for local civil society groups. The DGF mechanism could thus be used by World Bank task managers alongside the MDTF in EITI countries to support EITI implementation from more than one direction.

Indeed, during times of political transition (when government activity may have slowed down), local civil society groups often kept EITI activities going: that is, the DGF program helped build genuine ownership of EITI programs beyond governments and donors. In countries with changes of government, such as Mongolia and Sierra Leone, anecdotal evidence indicates that civil society groups encouraged the new government to maintain the country's commitment to the EITI process.

Finally, DGF funds were moderately successful in leveraging funding for local CSOs from other sources. Recipients of DGF funds received a further \$185,804 from RWI. In other countries, donors and embassies contributed additional funding to recipients. Donors tend to have a strong preference for “not going it alone,” particularly with small CSOs that might only be newly engaging with a subject. The DGF, as the “first mover” in funding CSOs on the EITI, may have reduced the risk perception of other funders.

## **DGF EITI Program Outcomes Compared to DGF Eligibility Criteria**

The World Bank's DGF program uses an eight-point eligibility framework to judge competing bids for scarce DGF funds sponsored by World Bank units. Independent evaluations of the COCPO MDTF and the DGF program for the EITI (a requirement of the DGF process) were completed separately; COCPO's brief self-assessment of the DGF outcomes against the eligibility framework is presented below. This assessment can serve as a reference point for any future proposals that COCPO may sponsor to

help cement the EITI and strengthen demand-side accountability, as discussed later in this paper.

1. ***The program should further the Bank's development objectives but not compete with regular Bank instruments.*** The funding to CSOs directly contributed to helping the WBG meet its development objectives, particularly those identified by the World Bank's Management Response to the Extractive Industries Review (2005) and its public commitment to actively support the EITI. It clearly complemented WBG technical assistance. Because the DGF could work in countries before the country became an EITI candidate (and hence eligible for MDTF support), it also clearly complemented the MDTF.
2. ***The program should operate where the Bank has a distinct comparative advantage and not replicate the role of other donors.*** At the time of the approval of the program in 2005, only one other donor—the United Kingdom's Department for International Development—could claim some expertise in the EITI and even then had limited experience in the extractive industries. COCPO, as one of the larger units in any development bank focused on extractive industry issues, was able to fully understand the EITI's developmental implications and provide technical assistance to support effective EITI implementation.
3. ***The program should encompass multicountry benefits or activities not appropriate to undertake at the country level.*** The EITI is a global initiative, and the Bank's program of DGF support of the EITI was spread across 14 different countries.
4. ***The program should reinforce partnerships with key players in the development arena.*** The support enabled the Bank to strengthen its relationship with civil society groups in developing countries and with key international CSOs such as RWI and the PWYP coalition.
5. ***The program should provide significant leverage for generating financial support from other donors.*** The DGF program was able to directly generate additional funding from RWI for CSOs. More importantly, as noted, the DGF seed funding at an early stage of the EITI has led, three to four years later, to a high degree of momentum on the EITI in 30 countries, a strong EITI brand, and strong donor partnership and funding support. The MDTF managed by the World Bank has grown from a single launch donor to 11 donors and cumulative funds of more than \$23 million (as of May 2009).

6. **Grants should be given to organizations that have a record of achievement and financial probity.** While difficult to answer for smaller grant recipients, partnering with RWI as an agency in the latter two years of the DGF program clearly met these criteria.
7. **Grants should be given to organizations that have an arm's-length relationship with the Bank's regular programs.** All grantee CSOs were clearly independent of the Bank; indeed, some of them had a clear record of criticizing the Bank's previous engagement in the extractive industries.
8. **Grant programs should have an explicit disengagement strategy tailored to individual circumstances.** While individual CSO grantees were asked to develop such strategies, COCPO itself has not developed a specific disengagement strategy from the EITI or CSO support at this time, given the current stage of progress of the global EITI. Ahead, a key development opportunity exists to build on the initial DGF contribution to launch and cement the EITI and to strengthen the role of CSOs in EITI implementation, as part of established national systems for transparency and accountability—with a CSO voice.

## Lessons Learned from the DGF Program

Lessons to guide future development of the program also emerged, including the four outlined below:

- **Slow start resulting in unspent allocation.** In the first year of operation (fiscal 2005), COCPO only disbursed \$104,943 (21 percent) of the \$500,000 provided. Subsequently, disbursements totaled \$455,310 (91 percent) in fiscal 2006 and \$500,000 (100 percent) in fiscal 2007. The very low disbursements in the first year are attributed to COCPO's slower-than-planned start-up capacity to design a full program of grants and identify CSO recipients. COCPO was slow to identify the potential for intermediation by a partnership with RWI. In the following years, RWI took on the responsibility to identify and make subgrants of DGF funds to civil society groups in Sub-Saharan Africa. Initial grants were only made to civil society groups in Azerbaijan and the Kyrgyz Republic, which generally had greater administrative capacity and longer track records than CSOs in some other countries.
- **Regional distribution focused on better-established CSOs.** Relative to the overall regional distribution of EITI candidate countries (currently,

almost two-thirds in Africa), a disproportionate level of DGF funding was allocated to just three countries (Azerbaijan, Kazakhstan, and the Kyrgyz Republic) in the Europe and Central Asia region. This is partly a reflection of the WBG/DGF fiduciary rules around managing grant funds, bank accounts, audited financial statements, and so on, which the better-developed administrative capacity of CSOs in these countries met more easily. They were also better equipped to submit coherent, well-designed proposals for EITI work program activities.

- ***Need for dedicated task management of the DGF.*** Although cost indicators show minimal administrative costs charged to the DGF, progress and positive outcomes from the DGF would not have been possible without program costs borne elsewhere, in particular (1) WBG staff and consultant time funded by COCPO and the MDTF, and (2) RWI and PWYP staff who did not charge for their time. Even though individual DGF grants were relatively small (\$35,342 on average), helping to design/review and monitor grant proposals does need a meaningful investment to ensure optimal outcomes on the ground and that grant objectives are fully met.
- ***Gearing up for small grants on a fiscal year basis.*** Because, as with all WBG Board–approved budgets, DGF funds are allocated annually on a “use-it-or-lose-it” basis, the time window for a small grants process is extremely compact. Within the space of a fiscal year, potential grant recipients must develop and submit proposals, activities must take place, reports must be prepared, and funds must be disbursed. This timetable does mean that grantees generally focus their work on short-term deliverables (such as training sessions and seminars) at the cost of longer-term activities to strengthen capacity. RWI and PWYP staff feedback confirmed this perception, noting the opportunity cost of being unable to strategically support CSOs on EITI issues over a longer time frame.

# Technical Assistance and Funding Support through the MDTF

In parallel with the DGF program of CSO support for the EITI, COCPO's major partnership program is the MDTF for EITI implementation support, which began in 2005 with the United Kingdom's Department for International Development as the launch donor. As of May 2009, the MDTF had total funding in excess of \$23 million from 11 donors: Australia, Belgium, Canada, the European Commission, Finland, France, Germany, the Netherlands, Norway, Spain, and the United Kingdom. Other donors (Switzerland and the United States) were in the process of joining.

## Activities Funded

These MDTF funds, together with WBG budget contributions, have helped COCPO deliver technical assistance and funding support to countries to set up national EITI structures, begin EITI implementation, and move toward validation. COCPO not only works with a large number of EITI countries (the current MDTF work plan at May 2009 covers more than 40 countries, including countries not yet in the EITI), but also ensures that engagement with civil society is an integral part of COCPO's technical assistance work in EITI and pre-EITI countries. The status of MDTF grants to EITI countries is summarized in table 4.1.

The key point with respect to MDTF grants is that although they are signed with governments for fiduciary accountability, the national EITI work plan and other uses of MDTF funds are overseen and approved by national steering groups—which include CSOs. This oversight applies especially to major expenses, such as hiring administrators for EITI reports and vendors for CSO capacity-building programs.

**Table 4.1 MDTF Grant Agreements with EITI Countries (May 2009)**

Status	Country
MDTF grants signed (19 countries)	Cameroon
	Central African Republic
	Côte d'Ivoire
	Equatorial Guinea
	Ghana
	Guinea
	Kazakhstan
	Kyrgyz Republic
	Liberia
	Madagascar
	Mauritania
	Mongolia
	Niger
	Nigeria
	Peru
	São Tomé and Príncipe
Sierra Leone	
Timor-Leste	
Yemen, Republic of	
In process/likely pipeline	Congo, Dem. Rep. of
	Mali
Recent candidates	Albania
	Mozambique
	Tanzania
	Zambia

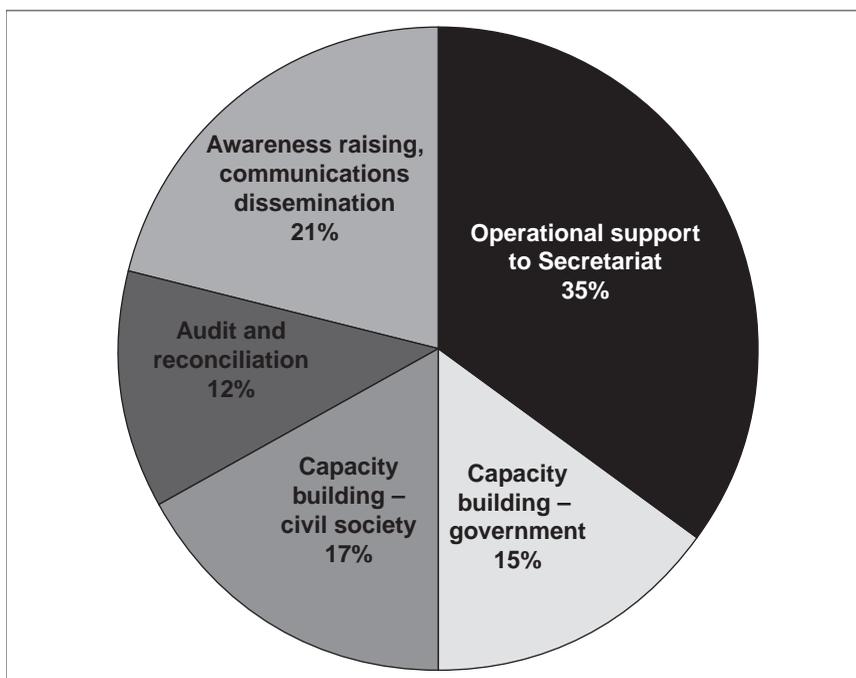
Source: WBG, "EITI Technical Assistance Work Program: Country Portfolio Summary," [http://siteresources.worldbank.org/INTEXTINDTRAINI/Resources/country\\_portfolio\\_05-31-09.pdf](http://siteresources.worldbank.org/INTEXTINDTRAINI/Resources/country_portfolio_05-31-09.pdf).

MDTF grants contribute to the various expense categories of national EITI work plans, mainly to (1) help establish the national EITI Secretariat, (2) help produce the EITI reports, (3) provide capacity building for government and CSOs on the EITI, and (4) support communications and outreach. An indicative estimate of the share of MDTF grant funds devoted to different aspects of national EITI work plans (carried out in May 2008 based on a full EITI work plan generated by the governments of nine EITI countries<sup>1</sup>) is shown in figure 4.1. About 17 percent of MDTF grant funds, or \$804,000, was allocated to civil society capacity building across the nine countries sampled.

As a caveat, these numbers must be treated as indicative. Although they are the broad planned expenditure categories, a country's actual

<sup>1</sup>MDTF grants to Cameroon, Ghana, Guinea, Liberia, Mauritania, Mongolia, Nigeria, Peru, and the Republic of Yemen (as of May 2008).

**Figure 4.1 Indicative Breakdown of MDTF Grant Funds by Expense Category**



Source: World Bank.

expenditures may differ somewhat as expenses may be categorized or aggregated differently within government accounting systems, even though overseen by an EITI national steering group. However, major changes to MDTF grants do have to be reviewed and approved by WBG task team leaders.

Looking ahead, in addition to CSO support contained in the existing MDTF grant agreements, support for CSO capacity building will continue to be an integral part of the MDTF proposals in upcoming grants to new EITI candidate countries.

The country-executed MDTF grants are also supplemented by World Bank-executed technical assistance work programs to benefit the national EITI process usually (but not always) in countries still at the early stages of the EITI and/or not yet EITI candidates. Such support tends to be focused on specific pieces of consultancy support, study, and travel for stakeholders, as well as local consultants, international consultants, and World Bank staff providing direct technical assistance to EITI programs. The MDTF also supports global knowledge and learning work,

such as the production of guidance and research on the EITI, as well as supporting regional or global training events—and ad hoc support for CSO participation in these events. The CSO regional event organized by the World Bank and the MDTF described in box 4.1 is illustrative of the latter type of learning events.

#### **Box 4.1 Regional Training Program for CSO Representatives in West Africa**

The World Bank, supported by the MDTF and working with a range of CSOs including PWYP, Global Witness, and Secours Catholique, held a focused series of training programs for CSO members in Kribi, Cameroon, in 2005 and a “training of trainers” follow-up event in Limbe, Cameroon, in 2007.

Approximately 40 participants, mainly from West African countries, took part in the 2007 event. The focus was largely on the oil industry and oil-producing countries where EITI implementation was taking place.

The purpose of this training was to boost the capacity of the most active and promising civil society leaders in Sub-Saharan Africa to actively participate in EITI processes in their own countries. It addressed challenges related to CSO capacity building around the EITI in West Africa, including (1) increasing coordination of CSOs participating in the EITI at a regional level to ensure continuing exchange of best practices; (2) training on the EITI principles and criteria; (3) EITI validation processes; (4) understanding and addressing issues such as the impact of different fiscal and contracting arrangements for extractives, international best practices on licensing, and model revenue management laws; and (5) concepts related to how the national budget links to budgetary management of oil revenues and the EITI.

Ultimately, the MDTF contribution strengthened participants’ capacity for involvement in EITI implementation and monitoring mechanisms designed to ensure transparency in the management of revenues from extractive industries.

## Results of MDTF Support for the EITI from a CSO Lens

Finally, the self-assessment mode of this paper must address whether support to CSOs through MDTF grants executed by countries/national EITI steering groups is effective. Looked at purely from the single beneficiary lens of CSOs, this is difficult to answer, because MDTF grants are designed as an aggregate—to support the entirety of the national EITI process, not just individual aspects. MDTF grants go to governments and are overseen by national steering groups. CSOs, as a constituency on the steering groups, could lack the clout to ensure fullest access to MDTF funds and/or shaping of activities within the broad MDTF EITI work program.

Nonetheless, one reference point to address the question can be found in a May 2009 independent program evaluation of EITI MDTF activities. The evaluation concluded the following, among others, in terms of program delivery:

Globally, EITI has achieved considerable traction since its launch and become the established standard for transparency in the oil, gas, and mining sector. MDTF has played a significant factor in this success, in particular the strong take-up and implementation of EITI by countries (including governments and local civil society). Leveraging the full network of WBG country offices, MDTF/WBG has provided (or is processing) trust fund grants and is delivering technical assistance in all but 3 of the 26 current EITI-implementing countries. It is also conducting active outreach and dialogue with several other candidate countries. This technical assistance work by MDTF/WBG has clearly helped launch the EITI process in many countries and created mechanisms for tri-partite work where none existed before. Similarly, the national EITI processes (which typically include an impressive civil society participation) have generated EITI Reports and revenue information where none was available before (9 out of the 11 EITI-implementing countries which have issued EITI reports so far have an active MDTF technical assistance program and TF grants).

Box 4.2 illustrates the contribution of the MDTF in targeted communications work designed to reach out to CSO groups in different parts of a country, in this case Kazakhstan.

It is useful to view World Bank support to civil society groups in the EITI context through more than a narrow financial lens. First, COCPO staff (as do all World Bank staff) have access to senior government

#### **Box 4.2 Kazakhstan EITI National Conferences, 2008–09**

Involving civil society is a core part of the MDTF's support to the EITI in Kazakhstan, as acknowledged by members of the EITI multistakeholder steering committee. MDTF support centered around a series of conferences held throughout the country between February 2008 and January 2009, designed to advance the EITI implementation process and increase public awareness through active collaboration with representatives of government, companies, and CSOs.

In order to build strong and credible EITI implementation mechanisms, a primary objective of these national conferences was full and early involvement of civil society groups (national and regional CSOs) on a par with the representatives of government and extractive companies. The workshops, fully funded by the EITI MDTF, were an ideal opportunity to convene a large number of independent CSOs to debate the structure of Kazakhstan's EITI implementation. More than 100 representatives of CSOs and the media from all over the country took part in the workshops. The CSO coalition selected Yuri Krivodanov as its representative to assist the event organizers in preparing the workshop. He coordinated the participation of CSO representatives, ensured CSOs had a single and agreed-upon position toward the EITI implementation process, and was a key speaker at the workshops.

The total MDTF contribution specifically to ensure CSOs' participation at the workshops amounted to approximately \$60,000, without which CSO representation might not have been as comprehensive. The close collaboration and interaction between the CSOs and other stakeholders at the workshops was a major outcome of this MDTF investment, helped to build trust and credibility among the members of the EITI steering committee, and made the communication process move more smoothly and efficiently. For example, the first and second EITI reports for Kazakhstan were widely discussed and approved by the multistakeholder steering committee at these EITI national workshops.

ministers and policy makers that others may not have. In the case of the EITI, the COCPO staff consistently advocates not just for adopting the EITI, but also for ensuring a proper role for CSOs in that process (as a minimum, to ensure that COCPO advice to countries is fully in line with EITI criteria).

Further, the World Bank (COCPO and WBG managers in country offices) can play—and indeed has been called on to play—a role in helping raise the matter of protection of civil society participants in the EITI when difficulties arise. There is clear World Bank operational guidance on working with civil society groups,<sup>2</sup> although the World Bank’s own articles of agreement explicitly state that World Bank staff “shall not interfere in political affairs of any member.”<sup>3</sup> Within the boundaries of these WBG procedures, our assessment is that COCPO and WBG technical assistance interventions for the EITI via the MDTF are generally positive for CSOs.

There is room to do more. For instance, although WBG task managers and consultants have engaged well with local CSOs on EITI issues, consultation and engagement may be patchy on broader extractive industry issues. A common refrain in this self-assessment process was that civil society groups in some countries perceived that COCPO or WBG staff do not connect with the CSOs or consult with them enough. As the RWI final report (2008) on DGF funding states:

...efforts should be made to accommodate other legitimate transparency and accountability of concerns of EI [extractive industry] producing communities that may not fall directly within the current EITI mandate. As the World Bank begins to embark on the new EITI++ framework, these concerns, as well as consultations with civil society, must be taken into consideration during the strategic planning.

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<sup>2</sup>World Bank (2005), p. 18.

<sup>3</sup>Both the International Bank for Reconstruction and Development and the International Development Association—the two core organizations of the World Bank—have provisions in their articles of agreement prohibiting “political activity.” See <http://go.worldbank.org/W01PGBIFM0>.

## Workshop and Discussion with CSOs

As an integral part of this COCPO exercise, the major findings outlined in this paper were discussed at a workshop held in May 2009, with broad participation from CSOs from Part I and Part II countries, donor agencies, the EITI Secretariat Oslo team, and WBG staff. (See appendix C for agenda and panel discussants.)

The featured speaker was Obiageli Ezekwesili, vice president for the World Bank Africa region, who gave a thoughtful and well-received talk about the innovative and strategic work of the EITI and the CSO role in it. Ezekwesili brought a unique view to this discussion, having addressed the issues from all three perspectives—government, civil society, and World Bank. She reiterated her belief that the Bank needs to continue to reach out to CSOs and encourage greater civil society–government relations, as in the EITI.

She stressed three key messages: (1) a general failure to regulate markets effectively and hence the central role for transparency, accountability, and regulation including in extractive industries; (2) the very important monitoring role of CSOs in this respect—although dysfunctions that sometimes characterize the civil society sector (as in the government and private sectors) can lead to fragmentation and weak CSO coalitions and voice; and (3) a better balance in leadership of the advocacy agenda so that the agenda is not just supply-driven (from external nongovernmental organizations) but also demand-driven (from within the country, led by empowered national civil society groups that effectively engage governments).

A discussion followed on the salient findings of this paper and options for collaborative WBG-CSO work ahead on the EITI. Participants expressed interest in continued WBG-sponsored funding for a CSO role in EITI projects, and on continued operational collaboration in specific countries on the EITI and on CSO capacity building.

# Conclusion and Options Going Forward

Given the stage of the EITI globally, DGF involvement from 2005 to 2008 and funding of CSO groups had a positive impact, in particular to help catalyze and build momentum for the initiative. This momentum resulted in tremendously increased country demand for the EITI and in resource mobilization by donors to support EITI countries. Had DGF outreach and disbursement been higher in the first year (2006) and more widely distributed across countries, the impact may have been correspondingly greater.

More broadly, the partnership established with RWI in the second year of DGF funding was positive, and has remained positive even in non-DGF areas (such as collaborative work in selected countries). Overall, COCPO sees this as a good example of DGF funding playing its intended catalytic role and meeting its objectives—and could be continued as discussed below.

Looking ahead, COCPO will consult within the Sustainable Development Network vice presidency and with regional vice presidencies for strengthened use of MDTF grants and other alternative funding sources in ways that build on the successful track record of the EITI globally and of multistakeholder processes to promote transparency. The goal of such funding should be carefully structured to focus on countries and CSOs with a demonstrated EITI track record. This funding would help cement the EITI and the CSO role therein, so that the EITI is consolidated at the country level, is embedded in national systems for transparency of revenue and public finances, and promotes demand-side accountability. Equally, an important goal for COCPO will be to support CSOs in their broader work on mining sector issues, such as in building a voice for communities affected by mining and their role as a stand-alone, discrete stakeholder group.

This goal is particularly important given that the focus of the EITI MDTF is and will be on validation support to countries. Further, the

accepted need to be highly selective in future MDTF activities (given the boom in demand for funding support from new and existing EITI countries, which requires making choices) means that other forms of WBG support to civil society groups in the EITI may not be forthcoming.

In addition to funding options, a message for COCPO is for a more systemic engagement with CSOs by WBG staff on the EITI and related matters at the country level. On country-specific work for both the EITI and broader oil, gas, and mining sector issues, the COCPO staff will need to redouble its efforts, including internal learning events to strengthen CSO liaison, to more systematically consult with and engage country-level CSOs in a two-way dialogue on sector and EITI issues of mutual concern (such as on the extractive industries value chain/EITI++ work).

As part of this effort, COCPO will work closely with the World Bank's civil society team to establish a tailored training program for its team on CSO engagement, planned for later in 2009, with participation by CSOs. Active ways to engage groups of CSOs in different countries via the Global Distance Learning Network on sector issues will also be explored.

Finally, at the global level on extractive sector issues, COCPO and WBG management remain well engaged with CSO representatives through forums established for this purpose, including the Extractive Industries Advisory Group and structured meetings on EITI issues at the Bank/Fund annual meetings and spring meetings. This engagement will continue in close concert with the World Bank's civil society team.

# CSO Role in the EITI: Issues Experienced in Certain Countries

With a wide range of countries now implementing the Extractive Industries Transparency Initiative, it is possible to discern certain patterns of issues that affect CSOs and their role in the EITI, albeit in a small number of countries. These issues include the following:

- ***Defining civil society.*** Civil society is a generally self-defining group, but some EITI countries have little tradition of independent civil society, at least in the extractive industries sector. Nongovernmental groups may be seen as politically associated, either with the current government or with political opposition groups. Still others may be local affiliates of major international CSO groups with little local representation. A common issue in some EITI countries is the perception that EITI processes include CSO groups selected so they will be uncritical of the other EITI stakeholders.
- ***Selection of civil society representation in EITI processes.*** In all EITI processes, there is an inevitable tension between selecting a multi-stakeholder group to manage the process that is small enough to meet and function efficiently, yet large enough to represent those interested in the process. The result is that in many countries, for reasons of practical administration, not all organizations wanting to be involved in an EITI stakeholder group are able to be. Thus, in some EITI countries there has been disagreement on whether the “right” CSOs are involved in the EITI process.
- ***Civil society veto over the EITI process.*** The issue of whether CSOs have a veto within the multistakeholder EITI process is a recurring one. Globally, the EITI Board only makes decisions when all three constituencies are in agreement. Yet the EITI is a voluntary—not mandated—process in the vast majority of countries. Hence, decisions are

(mostly) made by consensus or, if voting, by simple majority—meaning civil society groups can be outvoted—although the validation process would surface major problems.

- **Actions affecting civil society groups involved in the EITI.** In a very small number of countries, the full and effective participation of civil society in the EITI process can be viewed as restricted by government action of various types, such as actions affecting CSO members in countries like Angola and Gabon. The EITI Board and other stakeholders globally have been consistent in asking for protection of CSO members involved in the EITI process.
- **Acceptance of civil society as a legitimate and valid partner by all stakeholders.** While the role of CSOs in the EITI process is clearly recognized in the EITI criteria, implementation may be patchy in some EITI-implementing countries. Combined with (in some countries) a “history” between government and civil society, civil society groups may have difficulty in being accepted as a legitimate and valid partner in improving transparency and accountability. As a recent publication on mining revenues states:<sup>1</sup>

Increasingly, civil society does not want to be spoon-fed information on the benefit and revenue streams, but it does want to participate with the company and government in the design of the methods to collect and monitor the benefits and revenue streams on a continual basis. Moreover, once the monitoring and evaluation system is designed and operational, certain members of civil society would like it to identify benchmarks against which a company’s or government’s performance can be evaluated. This can substantially raise the stakes for companies and governments because it could imply a set of targets that may or may not be within the company’s or the government’s sole competence to achieve.

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<sup>1</sup>J. Otto, C. Andrews, and others, *Mining Royalties—A Global Study on Their Impact on Investors, Governments and Civil Society* (Washington, DC: World Bank, 2006), p. 252.

## Appendix B

# Details of DGF Grant Recipients, 2005–08

Country	Organization	Project name/description	Grant (\$)
<b>Recipients: July 2005–June 2006</b>			
Azerbaijan	Open Society Institute acting as a financial agent for the Public Finance Monitoring Centre	Series of training sessions to improve public awareness about the EITI process in Azerbaijan	41,149
Azerbaijan	Center for Economic and Political Research	Improving public awareness about the extractive industries activities in Azerbaijan (grant provided as part of support to CSO coalition)	11,952
Kyrgyz Republic	Community and Mining Development Institute	Engaging local government and mass media representatives in the process of raising awareness of the EITI	27,042
Kyrgyz Republic	Economic Policy Institute "Bishkek Consensus"	Enhancing the transparency of benefit streams of the extractive industries in the Kyrgyz Republic	24,800
<b>Total DGF disbursements in fiscal 2006</b>			<b>104,943</b>
<b>DGF funds undisbursed</b>			<b>(395,057)</b>
<b>Recipients: July 2006–June 2007</b>			
Azerbaijan	Open Society Institute as a financial agent for the Union of Traders and Producers	Raising awareness of the extractive industries in the regional communities of Azerbaijan	10,753
Azerbaijan	Open Society Institute	EITI international conference: pilot countries experiences (brought together representatives from Europe and Central Asia subregion)	88,640
Azerbaijan	Open Society Institute	Core funding for the CSO coalition on the EITI	30,000
Cameroon	CRS	Regional training program and conference for CSOs from West Africa	60,000 (+10,000 from RWI)

Country	Organization	Project name/description	Grant (\$)
Congo, Dem. Rep. of	ASHADO Katanga	Capacity building for local CSOs; awareness-raising workshops in mining regions; promoting the EITI with local CSOs	41,030 (+28,970 from RWI)
Ghana	ISODEC	Educating CSOs on the principles of the EITI; building CSO capacity, particularly at the community level	27,000 (+43,000 from RWI)
Kazakhstan	NGO "Echo"	Creating favorable conditions for the effective implementation of the EITI in Kazakhstan	51,700
Kazakhstan	Public Association "Demos"	Organizing and conducting training sessions for NGOs in the Oil Revenues Under Public Oversight Coalition	10,855
Kyrgyz Republic	Community and Mining Development Institute	Engaging local government and mass media representatives in the process of raising awareness of the EITI	18,200
Kyrgyz Republic	HDC "Tree of Life"	Participation of civil society in the EITI process in Kyrgyz Republic	23,868
Mauritania	AFCF	Building the capacity of local CSOs to engage on EITI issues; training on resource revenue management	18,410 (+11,590 from RWI)
Mongolia	Open Society Institute	Capacity building for CSOs and promotion of the EITI	30,000
Nigeria	Institute of Human Rights and Humanitarian Law	Lifting the "resource curse"	10,500
Sierra Leone	National Coalition for the Extractive Industries	Educating CSOs on the EITI; consulting on the EITI with regional CSOs; improving public awareness of mining company operations	35,000 (+35,000 from RWI)
<b>Total DGF disbursements in fiscal 2007</b>			<b>455,310</b>
<b>Disbursed by RWI</b>			<b>181,642</b>
<b>Additional RWI funds provided to recipients</b>			<b>128,560</b>
<b>DGF funds returned</b>			<b>(44,024)</b>
<b>Recipients: July 2007–June 2008</b>			
Azerbaijan	Open Society Institute as a financial agent for the CSO coalition	Core funding for the CSO coalition; review of the EITI process thus far in Azerbaijan	55,000
Cameroon	CRS	Support to local PWYP coalition; training on budget, extractive industries, and CSO management issues; public awareness campaigns	49,000 (+15,000 from RWI)

Country	Organization	Project name/description	Grant (\$)
Côte d'Ivoire	PWYP coalition	Training and awareness seminars on the EITI for CSOs; working with parliamentarians to institutionalize the EITI	70,000
Congo, Dem. Rep. of	Eastern Kasai Coalition	Capacity building for local CSOs; awareness-raising workshops in mining regions; promoting the EITI among local CSOs	32,016 (+42,244 from RWI)
Guinea	AGT	Building the capacity of local CSOs to engage on the EITI; training on the EITI and mining revenue management	53,185
Indonesia	Transparency International	EITI socialization: raising the awareness of key stakeholders on the need for transparency in the extractive industries	24,485
Kazakhstan	Public Foundation "Local Self-Government Development Centre"	EITI implementation in Kazakhstan	20,364
Kazakhstan	Public Association "Demos"	Training courses for mass media representatives on the EITI	32,207
Kyrgyz Republic	Community and Mining Development Institute	Organizing and conducting training seminars for civil society groups in the regions affected by mining operations to promote a greater understanding of the EITI	16,000
Mongolia	Open Society Foundation	Advancing the EITI through empowerment of civil society	60,000
Niger	RJDH	Jointly managed project to increase capacity of local PWYP coalition through training; communications programs (production of radio programs and print materials); including the CSOs outside major metropolitan areas	29,488
Niger	ROTAB		48,608
RWI costs for translation of proposals and project documents			9,647
<b>Total DGF disbursements in fiscal 2008</b>			<b>500,000</b>
<b>Disbursed by RWI</b>			<b>291,944</b>
<b>Additional RWI funds provided to recipients</b>			<b>57,244</b>
<b>Total DGF disbursements from July 2005–June 2008</b>			<b>1,104,277</b>
<b>Disbursed by RWI</b>			<b>516,944</b>
<b>Additional RWI funds provided to recipients (leveraging)</b>			<b>185,804</b>

Source: World Bank.

Note: Shading indicates where DGF funds were disbursed via RWI.

# May 2009 Workshop Agenda

**WBG Oil, Gas, and Mining Policy Division (COCPO)**  
**Working with Civil Society to Implement the Extractive Industries  
Transparency Initiative: An Implementation Case Study**

May 12, 2009 – 15.00 – 18.00 hrs – Room F8P-100  
2121 Pennsylvania Avenue, NW, Washington, DC

## AGENDA

- Session 1: A Review of Recent Bank Support to Civil Society  
Groups Working on the EITI**
- 15.00 – 15.10 Introductions**  
*Paulo de Sa* (Sector Manager, COCPO)  
*John Garrison* (World Bank Civil Society Unit)  
*Jonas Moberg* (Head, EITI Secretariat, Oslo)
- 15.10 – 15.40 Civil Society’s Role in EITI: A Country and World  
Bank Perspective**  
*Obiageli Ezekwesili*, Vice President, World Bank  
Africa Region
- 15.40 – 15.55 Summary of Issues Raised by DGF and EITI  
Trust Fund Support to Civil Society**  
*Sefton Darby*, S.E.B. Strategy Ltd., and *Esther Petrilli-  
Massey*, COCPO
- 15.55 – 16.10 Case Study: Implementing a Civil Society Pro-  
gram on the EITI**  
*Valery Nodem*, RELUFA, Cameroon
- 16.10 – 16.30 Discussion and Questions**  
Moderated by *John Garrison*
- 16.30 – 16.45 Coffee**

**Session 2:**            **Panel Discussion: How Can the World Bank Strengthen and Deepen Its Work with Civil Society Groups Involved in the EITI in the Future?**

16.45 – 18.00

*Jonas Moberg*, Head, EITI Secretariat

*Radhika Sarin*, Publish What You Pay

*Morgan Mandeville*, Revenue Watch Institute

*Valerie Nodem*, RELUFA, Cameroon

*Dorjdari Namkhajantsan*, Open Society Forum,  
Mongolia

*Anwar Ravat*, Program Manager, EITI, COCPO

Moderator: *John Garrison*



## **Extractive Industries for Development Series**

- #11 *Changes in CO<sub>2</sub> Emissions from Energy Use: A Multicountry Decomposition Analysis*, Masami Kojima and Robert Bacon
- #10 *Government Response to Oil Price Volatility: Experience of 49 Developing Countries*, Masami Kojima
- #9 *Mainstreaming Gender into Extractive Industries Projects: Guidance Note for Task Team Leaders*, Adriana Eftimie, Katherine Heller, and John Strongman
- #8 *Gender Dimensions of the Extractive Industries: Mining for Equity*, Adriana Eftimie, Katherine Heller, and John Strongman
- #7 *Financial Surety: Guidelines for the Implementation of Financial Surety for Mine Closure*, Meredith Sassoon
- #6 *Changing Patterns of Household Expenditures on Energy: A Case Study of Indonesia and Pakistan*
- #5 *Emerging Players in Global Mining*, David Humphreys
- #4 *Mineral Rights Cadastre: Promoting Transparent Access to Mineral Resources*, Enrique Ortega Girones, Alexandra Pugachevsky, and Gotthard Walser
- #3 *Extractive Industries Value Chain: A Comprehensive Integrated Approach to Developing Extractive Industries*, Eleodoro Mayorga Alba
- #2 *Changes in End-User Petroleum Product Prices: A Comparison of 48 Countries*, Masami Kojima
- #1 *Vulnerability to Oil Price Increases: A Decomposition Analysis of 161 Countries*, Robert Bacon and Masami Kojima



## **The World Bank Oil, Gas, and Mining Policy Division**

The World Bank Group's role in the oil, gas, and mining sectors focuses on ensuring that its current interventions facilitate the extractive industries' contribution to poverty alleviation and economic growth through the promotion of good governance and sustainable development.

The Oil, Gas, and Mining Policy Division serves as the Bank's global sector management unit on extractive industries and related issues for all the regions of the world. It is part of the Oil, Gas, Mining, and Chemicals Department, a joint World Bank/International Finance Corporation department.

Through loans/credits/grants, technical assistance, policy dialogue, and analytical work, the Division leads a work program with multiple activities in more than 70 countries, of which almost half are in Sub-Saharan Africa. More specifically, the Division:

- Advises governments on legal, fiscal, and regulatory issues and on institutional arrangements as they relate to natural resources, as well as on good governance practices.
- Assists governments in setting up environmental and social safeguards in projects in order to promote the sustainable development of extractive industries.
- Helps governments formulate policies that promote private sector growth and foreign direct and domestic private sector investments.
- Advises governments on how to increase the access of the poor to clean commercial energy and to assess options for protecting the poor from high fuel prices.

The Oil, Gas, and Mining Policy Division serves as a global technical advisor that supports sustainable development by building capacity and providing extractive industry sector-related advisory services to resource-rich developing country governments. The Division also carries out an advocacy role through its management of the following global programs:

- The Extractive Industries Transparency Initiative (EITI) Multi-Donor Trust Fund, which supports countries in implementing EITI programs.
- The Global Gas Flaring Reduction (GGFR) Public-Private Partnership, which brings governments and oil companies together to reduce gas flaring.
- The Communities and Small-Scale Mining (CASM) Partnership, which promotes an integrated approach to addressing issues faced by artisanal and small-scale miners.
- The Gender and Extractive Industries Program, which addresses gender issues in extractive industries.
- The Petroleum Governance Initiative (PGI), which promotes petroleum governance frameworks, including linkages to environmental and community issues.



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