

OXFAM AMERICA
Project Evaluation Report

**IMPROVING PETROLEUM
GOVERNANCE THROUGH
INFORMED AND ENGAGED CIVIL
SOCIETY IN GHANA,
MOZAMBIQUE & TANZANIA**

**PROJECT EVALUATION REPORT –
OVERALL BRIEF**

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As part of our commitment to accountability and learning, Oxfam will share conclusions and recommendations from end of project evaluation reports. Internally we will share with relevant stakeholders, ensuring that they have an opportunity to participate in discussion of those results in meaningful ways. We will also publish the evaluation reports on our website in accessible language.

As a rights-based organization, accountability, particularly to the communities we seek to serve, is of the highest importance to us. For Oxfam, accountability requires Oxfam to regularly and honestly assess the quality of its work, share and learn from its findings with primary stakeholders, and apply that learning in future work.

This is a Project Evaluation for Oxfam America's Improving Petroleum Governance through Informed and Engaged Civil Society in Ghana, Mozambique and Tanzania. The program has been operating in Ghana, Mozambique and Tanzania since March 2017.

The fieldwork and research for this report took place in February and March 2019, and was carried out by Katinka C. van Cranenburgh, Chiqui Arregui and Rob Denny. The findings, interpretations, and conclusions expressed in this report are entirely those of the author(s) and should not be attributed in any manner to Oxfam America Inc. or its affiliated organizations, or to members of its Board of Executive Directors or the countries they represent.

The assessment was managed by Kim Miller, Monitoring, Evaluation & Learning Advisor, Extractive Industries Global Program from Oxfam America.

For additional information regarding the study Terms of Reference, please refer to the report appendices.

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ABBREVIATIONS AND ACRONYMS

CSO	Civil Society Organization
CCIE	Civic Coalition for Extractive Industries
DAC	Development Co-operation Directorate of OECD
E&P	Exploration & Production
EITI	Extractive Industries Transparency Initiative
E&P	Exploration & Production
FID	Final Investment Decision
IMF	International Monetary Fund
LNG	Liquefied Natural Gas
MSOAPO	Mtwara Society against Poverty
NORAD	Norwegian Agency for Development Cooperation
OECD	Organization for Economic Co-ordination and Development
O&G	Oil and Gas
PE	Project Evaluation

Note: This report summarizes three separate country reports produced for the Project Evaluation of **Improving Petroleum Governance through Informed and Engaged Civil Society in Ghana, Mozambique and Tanzania**. Full details are to be found in those individual country reports.

1. PROJECT AND EVALUATION OBJECTIVES

The NORAD-funded **Improving Petroleum Governance through Informed and Engaged Civil Society in Ghana, Mozambique and Tanzania** is a 2-year program managed by Oxfam in 2017-2018, extended into a third year for 2019. It aimed to contribute towards responsible management and governance of Oil and Gas (O&G) resources through the promotion of active citizenship and the protection of community rights.

The objective of the project evaluation (PE) is to analyze and document (i) progress of activities; (ii) results achieved; (iii) relevant contextual changes; (iv) program management practices and (v) put forth recommendations for the remainder of 2019 and to support the potential extension of the program for after 2019. Also, the PE assesses the program using criteria for the assessment of development assistance from the Organization for Economic Cooperation and Development (OECD)¹. This evaluation builds upon the NORAD 1-funded program and associated evaluations conducted in 2014, 2016 and 2017.

2. TARGET-COUNTRY CONTEXT

If well spent (that is, to serve the population's long-term interests), O&G revenues can play a vital role in national economic and social development. The 'appropriate' distribution of O&G revenues is a fiercely contested issue, especially because it concerns non-renewable natural resources with high economic value. However, as a minimum, responsible management and governance of O&G resources should include an open climate where active citizens can hold decision-makers accountable for their decisions and where affected communities' rights are protected. A level playing field whereby governments, private sector companies and organizations representing civil society have similar access to knowledge and similar levels of capacity to debate and influence fair O&G decision-making is key to promote equality and prevent misuse of publicly-owned resources.

In Ghana, Mozambique and Tanzania governments are facing civil society, media and community criticism around O&G management, pushing them to be open and honest about how O&G is managed. However, economic and political powers sometimes push for 'quick and dirty' decisions rather than following a transparent and consultative route often promoted by civil society, media and communities that can be more impactful.

Political landscapes, stages in which O&G industry developments are at and the level of duty bearer commitment to good extractive governance in the three countries targeted by the program had a significant impact on the way the programs were formulated. The

¹ <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

Ghana government has been struggling to respond to eligibility requirements for EITI compliance and to IMF bailout restrictions. With a new party in political power in Ghana since early 2017, most decision-makers around O&G in government have changed. Whilst some former highly knowledgeable O&G colleagues from Oxfam and partners now hold decision-making positions in the government, many other governmental networks have to be rebuilt. The new political regime in Ghana seems eager to market new offshore fields as the potential revenues to be managed by those in power are significant.

In Tanzania, President Magafuli has maintained his vigorous and interventionist approach to Government. He has continued with actions against corruption and incompetence in public services. He also did not scare away from taxing the private sector, with the climax being the \$300 million tax settlement with oil company Acacia reached in February 2019 after a long dispute. Nevertheless, civil society in Tanzania, along with the media and the political opposition, show signs of nervousness in the face of Government intolerance. With civic space shrinking, civil society organizations (CSOs) attempt to define a coherent and useful role for themselves in the changed political circumstances. In Tanzania, the development of gas has been slower than anticipated, and the subject has, to a considerable extent, dropped off the front pages and political agenda, with attention more focused on mining.

Mozambique is under the shadow of its enormous unaccounted State debts. Despite the recently worsened security situation in Mozambique, international companies continue showing interest in pursuing O&G exploration; even if final investment decision has not been made for the huge LGN project in the northernmost district of the country, Palma. In the interim, the trajectory and growing potential of inadequate management of social and environmental issues in a growing mining industry have required permanent CSO, media and community attention. Equally important has been the surge of additional impacts associated to poor management of mining operations. The precedent created by some mining companies has rightly created a foundation for suspicion by watchdogs on the level of responsibility – or not – of all extractive industry companies and government. The role played by the media, CSOs and affected communities continues to be critical for the ongoing development of the legal and regulatory framework and the improvement of practices in the areas in which these companies operate.

The Oxfam program on O&G has supported national and local CSOs by creating international and national linkages, supporting strategic decision-making, opening avenues and sharing the knowledge and raising the awareness of the general public. The program has contributed, along with other players, to build the capacity of the media, CSOs and communities to develop themselves as authorities in O&G in their respective countries. Oxfam's partners in Ghana have managed to maintain this position in recent years, despite challenges in terms of reorganization. In Tanzania, Oxfam has now also ensured a more solid and valuable partnership with CSO partners. In Mozambique, Oxfam has made important strides in generating evidence and adequately using it to influence advocacy processes.

It is evident that the program has contributed, albeit not alone, to governments informing and consulting CSOs on O&G development. In Ghana, this is done at both at national and community levels, in Tanzania largely at community level, while in Mozambique the link has been made between evidence on the ground for awareness raising and advocacy purposes.

Internal contextual changes, specifically in relation to the Oxfam infrastructure transformation process, in 2017 and 2018 were most relevant in Ghana, which Oxfam

in Tanzania finalized before. The Oxfam office in Mozambique has seen important staffing changes during this period, while it continues to make progress in the final stages of its transformation process. Ghana staff has been over-occupied with adjusting to new systems. Nevertheless, they managed to limit negative effects on the program whilst being swamped with internal changes. In Tanzania, Oxfam has restored its reputation as a reliable and knowledgeable partner on O&G, after an unsettling period during the restructuring process of 2016. All three country Oxfam offices now have a stable situation in terms of staffing, ensuring continuity and increased in-depth engagement with peers and partners.

Further country specific aspects of relevance in 2017 & 2018 are:

- **Ghana:** After the rambling election year of 2016 and the milestones reached in terms of passing of the long-awaited Exploration and Production (E&P) Bill and transparency of beneficiary ownership, the program managed to keep the momentum and show persistence in implementation of (political) promises and laws. Following up increased transparency due to the public access to oil contracts and ownership structures, ensuring new laws translated into relevant and complete legislation and regulation and motivating media to stay on top of developments were the main activities. Whilst being sufficiently equipped to deal with the current oil revenue management systems, the risk of being understaffed as soon as new oilfields (offshore and onshore) will be on the market is to be taken into account going forward.
- **Tanzania:** There has been almost no visible progress made in developing the country's LNG potential in this period, with the government preoccupied with other issues such as the revenue received from mining operations. The program took on new partners at regional and national level, continuing to support a network of locally-based community animators in affected villages, at the same time as improving the coordination of civil society action around extractives issues. This latter role is especially important in a context of a "shrinking civic space."
- **Mozambique:** The program has engaged with only one CSO partner based in the country's capital and through it, to a newly created splinter group of the National Platform of CSOs for Natural Resources and Extractive Industry, namely the Civic Coalition for Extractive Industry (CCIE). Together, they have engaged in furthering civil society voice in the development of the overarching framework for extractive governance: institutions, laws and regulations. The linkages between research / production of evidence, capacity building, awareness-raising and advocacy interventions has seen substantial improvements in relation to Norad 1. The security situation in Cabo Delgado Province imposes important challenges for which solutions are not easily foreseen, given sudden population displacements, the permanent threat of poor safety and security and how these may affect access to communities and information.

The country has also been twice hit by powerful cyclones devastating specific areas in the central region as well as in Cabo Delgado Province. The attention that reconstruction in affected areas will require could take public attention away from extractive sector issues; in such a context, it is possible that both lobbying and awareness-raising efforts require increased attention.

3. METHODOLOGY

The PE was implemented in three discrete phases: (i) inception; (ii) data collection; and (iii) analysis and production of deliverables. The PE was based on a qualitative approach, which included a thorough literature review encompassing academic articles, partner reports, publications, media clippings and in-country news, and interviews. A total of total of 88 interviewees were reached across the three countries of which 26 had participated in a former evaluation conducted by CWP during the first Norad grant (see Table 1).

Table 1: Respondents in the three countries

	total # of respondents	of which participated before	total # of female respondents
Ghana	24	11	5
Tanzania	46	6	16
Mozambique	18	9	7
Total	88	26	28

Women (28 in total) represented 30% of the interviewees reached, a percentage close to similar to the evaluations of 2016 and 2017, reflecting the continued predominance of male participation among stakeholders working on O&G issues in the three countries.

Several of the non-statistical quantifiable indicators from earlier evaluations were again used with PE interviewees, allowing to track change over time.

4. FINDINGS

This section presents summarized findings for each country targeted by the program. Progress in the implementation of planned activities is mixed across the 3 countries. For historic and contextual reasons, the Ghana program was focused on ensuring results achieved before 2017 were contained and followed up. Mozambique has managed to implement most of activities planned and also integrate unplanned activities of relevance to the context. Results from implemented activities are very positive. In Tanzania, due to the continuous postponement of gas production and the lack of an enabling environment at national level, the program focused on community level results.

Community work in Ghana and Tanzania is done through models of volunteer community mobilizers. Mobilizers in Ghana originally worked on general community concerns such as solving local disputes, advocating for public improvements or fishing concerns, but now spend a majority of their time on how O&G impact their lives. In Tanzania, so-called Animators were exclusively created for O&G, but have grown into a role of general-multi-purpose community mobilisers. In Ghana, CSO partner Friends of the Nation provides direction and support, while the same role is played in Tanzania, with respect to the animators, by two regional CSOs MSSUAPO and LANGO. Levels of education and access to media differ from place to place. Work at national level is connected with regional CSOs and issues filtered up from Community mobilizers as well as field research.

The importance of fulfilling a watchdog role in the three countries is highly relevant as governments are, in Ghana and Mozambique, speeding up and scaling up contract deals with private sector companies which (can) have significant impact on national and local economies. In the meantime in Mozambique, the mining sector has gained increasing importance as mining operations expand and, in some cases, the results of inadequate practices are visible on communities. In Tanzania, whilst O&G is on hold, things could potentially turn around if there is progress in the negotiations between the Government and the the O&G companies Equinor and Shell with respect to the Host Government Agreement defining the fiscal terms of LNG development. Putting societal needs at the center of O&G development is key to ensuring good governance when the industry accelerates.

To indicate the level of performance in each country, we apply the OECD's Development Co-operation Directorate (DAC) criteria for evaluating development assistance². In the following sections we highlight the *relevance, effectiveness, efficiency, impact and sustainability* of each country, followed by very brief outcome statements.

4.1 Ghana



With the expected significant growth of the O&G industry in Ghana, the relevance of having to grow the program is beyond doubt. Six new offshore blocks are in the process of being assigned an oil exploration and production company. Unconfirmed information mentions another large area of onshore oilfields to be expected on the market in the year or years to come. As onshore O&G requires an additional set of skills from CSOs, the media, the government and civil society, this will require additional programs on top of the offshore-related capacity building work. The program has been effective in terms of obtaining governmental transparency on oil contracts and ensuring oil-revenue expenditures are made available to CSOs early on in the process, rather than after the government had spent the revenues. Efficiency is difficult to measure as outputs cannot be directly related to inputs as other grant makers are active in the same area of work. However, the program management issues of reorganization and adaptation to a different Oxfam monitoring & reporting system has not been good for the program's efficiency. As the project was not finalized at the time of this PE, it is difficult to argue in how far it has impacted or even influenced government decision-making. Private sector companies have hardly been impacted by the program, at least not directly. If donors continue funding O&G programs such as this one for at least another five years (when laws and regulations are implemented, and CSO monitoring and engagement is continuous and structural), then a sustainable role for civil society is foreseen.

Oxfam works with highly knowledgeable and reputable CSOs that have demonstrated their capability to create impact. Going forward, much progression can be made in the area of CSO coordination. Also, despite reduced funding in the area, CSOs are continuing to motivate the media to get the wider public engaged on O&G governance. Not many national and regional journalists are trained, but those that have received training are trained well and have been able to specialize. The program-supported Oil4Money online platform or other one-stop-shop platforms are however not sufficiently effective nor feasible. In terms of community engagement, the role of two regional/local CSOs (one supported through the program) is evident: communities have grown in terms of knowing the channels available to raise their concerns. Not necessarily are these concerns followed up upon, but the dialogue and engagement are increasing.

² <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

The Shama model is a best practice of community engagement with district level government and national government and has large potentials for upscaling.

Despite organizational changes in staffing and usage of new systems, continuity of the program has been high due to highly motivated and knowledgeable staff. It has to be noted though that local Oxfam staff would have benefitted from more procedural flexibility during the transition phase in reporting from Oxfam US to Oxfam GB.

It is recommended that the program, for the remainders of 2019 and, if relevant, beyond, considers the following:

- Structural partnerships between Oxfam supported CSOs with other Norad-funded CSOs such as NRGI.
- Persistency and upscaling of support for journalists to further specialize in O&G.
- Structural partnerships/engagement agreements between community activists and district level governments in affected areas. Involvement of private sector in engagement efforts.

4.2 Tanzania



Over the last two years, there has been considerable government attention and media focus on the extractive industries in Tanzania – but it has been almost entirely directed at mining, not O&G. There has been no visible progress in negotiating a Host Government Agreement on exploiting the country’s LNG potential, development of which is now described in terms of “if” not “when”. Existing production of onshore gas reserved for electricity production is on a small scale. Despite the recent agreement to build an oil pipeline to export Uganda’s oil reserves through the port of Tanga in northern Tanzania, the program needs to realign with the changed context of O&G in the country.

The program’s efficiency and effectiveness rely heavily on its 3 civil society partners. Only one, the Lindi-based organization LANGO, has continued on from the earlier phase of the program. In Mtwara, the well-established regional NGO MSOAPO has replaced a previous partner in running the network of animators in this gas-producing region. An exciting new development has been the formalization of Oxfam’s relationship with HakiRasilimali, the premier CSO coordinating mechanism around extractives. This mix of national and regional partners plays to the critical strength of Oxfam as identified by key informants: its ability to bring issues coming up from the community level to national debate and policy consideration.

The impact of the program in maintaining the knowledge and technical capacity of CSOs to engage with decision-makers has been established, and CSOs are now better coordinated in their approach to the extractive industries, including O&G. The annual Extractives Conference provides both a venue for engaging with policymakers as well as a platform to publicize civil society thinking around key issues. The program has also continued to run the network of community animators in areas impacted by gas production. There have been some conspicuous successes, such as the campaign in Songo Songo which has succeeded not only in ensuring that 20% of the Service Levy paid by the gas company should go to the producing community, but also in putting in place a form of participatory budgeting to decide on the use of that money. However, there have been other areas such as the prospective LNG site at Likongo where the

program has not been able to help the local community raise its voice with duty-bearers.

For the remainder of the current year, the program should focus on:

- Supporting communities affected by the stalling of LNG development in Tanzania.
- Addressing live issues from the current phase of the program such as the future of the Service Levy payments and other specific issues arising from the work of the animators.
- Analyse future program directions in terms of EACOP, gender, and the comparative social performance of different O&G companies, in the light of the changing O&G context in Tanzania.

4.3 Mozambique



The program in Mozambique has seen substantial activity at a time in which extractive sector news revolve around negotiations between global O&G companies for the LNG Project in northern Inhambane and the expected Final Investment Decision (FID). The sole program partner Sekelekani, who also participated in the Norad 1 program, and the CCIE, a newly created civil society group working on extractive governance, have engaged on issues of primordial relevance in the Mozambican context: resettlement, distribution of benefits from company royalties to affected communities and influencing the process of establishment of a genuine transparent High Authority for Extractive Industries, among others. Specific efforts have been invested in linking the dots by ensuring that due attention is given in generating evidence that can be used to raise public awareness, build stakeholder capacity and advocate in across policy and practice realms. However, the work done by these organizations is still not as known as it could be, but is praised by those who have worked with them or been exposed to them.

Together, Sekelekani and the CCIE have made important strides in bringing to the table issues of relevance for both the country's O&G and mining sub-sectors, some of the issues being common to both. At present, focusing on only one of the areas, that is, either O&G or mining in Mozambique does not make sense given what appears the unstoppable growth of activities in both fronts. As such, the dual focus placed by partners on extractives is actually to the advantage to both mining and O&G.

While Oxfam and its partners are not alone in investing towards the improvement of extractive governance in Mozambique, interviewees and the consultant in charge of the PE in Mozambique are of the opinion that immediate program results thus far, are positive; important progress has been made in an important number of fronts with limited funding. It will be important that the program focuses on continuing to advocate so that efforts to date actually see long lasting effects in the realms it is aiming to effect: institutions, policies and practices. It is very likely however, that given that results are not immediate, advocacy efforts would require continuity beyond the end of the project timeframe.

While the program has been well managed, it has continued to witness delays in funding transfers which the partner has been able to maneuver, but which other partners may not be able to work with. Addressing these delays requires due attention.

It is recommended that in the remaining part of the program:

- The project partner and the CCIE focus their attention in the geographic spaces in which they have an added value that players at other levels don't: awareness raising, capacity building of other stakeholders in the topics in which they have developed expertise, and national level advocacy. Other partners at sub-national level are better placed to build the capacity of communities.
- Make increased efforts in making their work known among larger audiences. Other players who respect the organization are not always familiar with the valuable work done by Oxfam partners under this program.
- Ensuring adequate coordination and collaboration with other Norad funded players in the country who are working on extractive governance and beyond. All efforts should continue to be invested by the CCIE to instill and effectively achieve collaboration with other CSOs, especially those within the National Platform of CSOs on Natural Resources and Extractive Industry.
- Given the impacts that extractives can have on women and on gender relations it would be beneficial to integrate a highly competent player such as Women and Law in Southern Africa in programs of this nature, who could assist in bringing in a robust gender lens to program interventions.

4.4 Overall Program Management

In all three countries, Oxfam has been able to build partnerships with strong and reputable CSOs. In Ghana, that has been the situation for various years and the challenge is to keep the knowledge within these organizations, as several key individuals have moved on or are showing interest to make a move to government or the private sector. Sharing the knowledge and capacity amongst several staff members, both at Oxfam offices as well as at partner CSOs is therefore key for stability. Ghana's strategy of working in private to pressure government accountability requires continuity and persistence in order to maintain results achieved in the past. Also, from time to time the Oxfam office has to demonstrate its impact amongst target audiences (donors, governmental institutions) in order for their strategic, but not highly visible, role to be recognized and appreciated. Donor coordination at US/EU level will be helpful, not only for demonstrating the relevance of multi-donor initiatives, but also to prevent double reporting burdens on the CSOs and avoid misuse of funds. In Tanzania, CSOs can work to protect civic space by coordinating their efforts around specific issues and grasping opportunities to cooperate with the private sector. There is scope to broaden animators' roles outside the scope of O&G and apply the lessons from past experience, including the management of rent payments made to villages, to the future East Africa Crude Oil Pipeline. Also, as the government has demonstrated its interest to fight corruption and tackle tax evasion, strategies based on Oxfam's learnings in Uganda and Kenya would come in useful. More challenging in Tanzania is knowledge creation and distribution as the government is placing barriers for research and publications. For Mozambique, program management has improved largely despite the internal staff challenges (3 country directors since 2014) as well as considering the poor security situation. Whilst Oxfam in Mozambique is tempted to take up an active implementing local role as an international authority, its direct participation in the implementation of *ad hoc* activities is still questioned by local players.

All countries have been trying to integrate gender sensitivity into the programs. However, this remains a clear area of concern for all country offices. Rather than integrating gender into each component of the program, initiatives are limited to the level of counting participation of women in workshops, conferences and, as done in this

evaluation, in reporting mechanisms. In Mozambique, Sekelekani produced a reference document on gender which has a chapter on extractives. More could still be done, supported by Oxfam America; creating synergies with very capable women rights organizations would certainly benefit further strengthen the quality of analysis from the point of view of the degree to which the governance challenges identified affect women's rights in all three countries.

Reporting mechanisms used by the program are supposed to feed into Oxfam's global extractive industry strategy, however, a risk of lack of relevance exists due to overcomplicated reporting structures and guidelines.

5. CONCLUDING REMARKS

This program is more or less a continuation of the first multi-country program Oxfam conducted for Norad as part of Norad's Oil for Development program. The program's selection of partners has now stabilized in Mozambique and Tanzania, as happened earlier in Ghana. Reliable local partners drive the implementation of the program in addressing priority needs identified in the O&G sector. Local CSOs supported by Oxfam under Norad funding have become or are becoming reputable and well-established organizations taken seriously by O&G stakeholders from government. Engagement with the private sector should be stepped up as part of the wider effort to promote responsible business behaviour, and combat instances of corporate social and environmental abuse. With the western world development policies changing largely "from aid to trade," it is advised to look into the possibility for Oxfam to work not only through non-for-profit CSOs, but also connect with social impact enterprises. They need not to be financially self-sustaining yet, should adhere to the grantmaking countries' new strategies and requirements.

This year, Oxfam received its first fund from Norad for improving public financial management in Uganda and Kenya. That program includes, but is not limited to, good governance of petroleum revenues and tax justice. Cross-fertilization within this program as with the Uganda/Kenya program is anticipated, and country staff have shown wider knowledge of the O&G industry due to the involvement of their colleagues in related programs as members of the Oxfam Extractive Industries Knowledge Hub.

In addition, the benefit of having Oxfam's global knowledge and authority is significant for country-office development. The absence of an O&G program-wide project manager in 2018 has resulted in less political and policy support provided by Oxfam America. An Oxfam specialist advocating at Washington-based institutions for e.g. civic space and freedom of press would benefit the work done in the three countries. The support of Oxfam US to country teams was mainly found in structuring reporting systems from partner CSOs to Oxfam country offices and further on to Oxfam US. Whilst this has helped country staff to stay focused and to ensure CSO partners execute plans as agreed upon, it lacked the strategic guidance and backdoor-political support through global linkages, two of the great benefits of being part of the Oxfam brand.

In formulating the new global strategy for Oxfam's EI activities, the framework for having good governance of O&G can be further detailed based on the analysis of the programs in the three countries. For each O&G stage (pre-production, production, alignment with national energy needs, tackling of adverse effects to climate), relevant standards for ensuring civil society engagement can be drafted. Good governance aspects for pre-production and production are already known: legislation, availability of data and research, media knowledge and distribution of knowledge, CSO capacity,

participation of key actors in the revenue debate, monitoring tools and final impact of revenues. These aspects can be drafted for the stages of integration with national energy needs and tackling of adverse effects to climate. All can then be combined in an Oxfam toolkit, in line with Oxfam policies; outlining standards for CSOs operating in O&G. With this information, Oxfam can further attract grant makers to support their efforts by demonstrating experience, knowledge, strategy and tools based upon a data culture.

ANNEX 1: TERMS OF REFERENCE

Oxfam - Improving Petroleum Governance through Informed and Engaged Civil Society in Ghana, Mozambique and Tanzania

Project Evaluation - Request for Proposals

I. Background

Oxfam is the recipient of a two-year grant from the Oil for Development program of the Norwegian Agency for Development Cooperation (NORAD) over 2017-2018 with a 1-year renewal to the end of 2019. The *Improving Petroleum Governance through Informed and Engaged Civil Society in Ghana, Mozambique and Tanzania* project (also referred to as NORAD 2) aims to contribute towards responsible management and governance of Oil and Gas (O&G) resources through promotion of active citizenship in transparency, accountability, and the protection of community rights. The NORAD grant involves three Oxfam affiliates, led by Oxfam America (OUS).

The NORAD 2 grant follows the three-year NORAD 1 grant, *Accountability through Active Citizenship Project: Improving Petroleum Governance in Ghana, Mozambique and Tanzania*, which was implemented July 2014 – March 2017. A cumulative end line evaluation was conducted during January-March 2017 across the three project countries to review achievements made and lessons learned from grant implementation, and a learning event was held at the end of March 2017. The learning event served as an opportunity for country and global staff to review the NORAD 1 end line evaluation findings, to reflect on lessons and challenges, and to apply the lessons in the planning of the NORAD 2 grant implementation. Based on the lessons of the implementation of NORAD 1, the project team revised the grant's Results Framework (RF) for NORAD 2 to better capture the connection of the NORAD grant to the ultimate Oxfam program goal and broaden the grant's project outcome and intermediate outcomes to link the results across the three project countries. Due to the revisions of the NORAD 2 RF, the project team collected baseline data against its indicators over June-August 2017. The NORAD 2 baseline focused on the country CSO and partner organizations' perceptions around engagement with duty bearers, and went deep in Tanzania with an externally commissioned community-level survey of voice and influence related to social accountability mechanisms.

This project evaluation will be conducted over January-April 2019 in Ghana, Tanzania and Mozambique. It is a formative evaluation that will build upon the NORAD 1 evaluation and the NORAD 2 baseline methodologies and findings. The final report will capture progress over the past 2 years and inform the next phase of the project.

II. Purpose and Audience

Purpose: The project evaluation will compare the current state of the program against baseline values, assess effectiveness of strategies and tactics, and identify key lessons learned for teams to incorporate into future work.

Audiences: The primary audience for this evaluation is NORAD, the back donor of the grant, and Oxfam staff and partners involved in the implementation of the grant. The project evaluation should help inform ongoing strategy to increase the effectiveness of community training and policy influencing efforts in the next phase of the grant.

Wider audiences include interested units/teams within Oxfam America's Global Programs and Campaigns Divisions and Extractive Industries and Policy & Advocacy teams across the Oxfam

confederation. Additionally, Oxfam will publish the evaluation report on its Policy & Practice website.

III. Scope and Objectives

This project evaluation is meant to evaluate the current status of interventions to support and strengthen civil society and to target policy and practice change from government agencies and companies to promote economically, environmentally and socially responsible management of petroleum resources in Ghana, Mozambique and Tanzania. Progress will be measured quantitatively and qualitatively against baseline values determined in 2017 and against the first phase evaluation conducted in early 2017. The objectives of the evaluation are:

- To assess the program’s progress against the program baseline and intended outcomes
- To surface any unintended consequences (positive or negative) of Oxfam’s program work
- To evaluate the effectiveness of Oxfam’s program strategies in-country and identify key lessons
- To identify areas of improvement in program delivery and effectiveness
- To address country team’s specific learning questions
- To make recommendations for the next phase of the project

IV. Process

The consultant will work with Oxfam America’s EI Global Program Monitoring, Evaluation and Learning (MEL) Advisor in consultation with the grant’s Project Officer and evaluation steering committee to agree on a final methodology within the budget constraints provided, finalize the set of key informants and stakeholders to interview and/or survey, the questionnaire or survey instrument questions, as appropriate, and to ensure the evaluation team has adequate access to relevant documentation.

Additionally, the consultant will work with the consultant who will administer the second round of the community-level survey in Tanzania to incorporate the quantitative data into the final evaluation report.

The consultant will carry out the project evaluation, presenting early findings, and draft a final report to the Project Officer and MEL Advisor, on a schedule to be agreed, for review and deliberation with the evaluation steering committee. This iterative review of preliminary and draft findings is intended to ensure that the final report fully meets the needs of the program staff and their teams, and that any methodological adjustments that may be warranted are identified early on in the data collection process.

The final report will be delivered after the draft findings have been reviewed and commented on, responding to any remaining questions or data analysis needs identified, and that can be accommodated within the established timeframes and budget.

Periodic project management meetings with the Oxfam MEL Advisor will be held, as appropriate.

V. Indicative Timeline

Timeframe	Activity
Early January	Select Consultant(s)
End of January	Finalize methodological approach; sign MOU based on agreed scope, approach and schedule
January	Oxfam field staff work with consultants to identify key informants, review any questionnaire &/or survey instruments & provide documentation
Beginning of February	Consultant submits inception report

February – March	Consultant conducts field research and data collection; consultant shares initial findings with country teams while still in the field for validation
Beginning of April	Consultant submits first draft of evaluation; Oxfam submits comments
End of April	Consultant submits final evaluation report.

Phase I: Familiarization Phase – January – Beginning of February 2019 (7-10 days)

- Initial project overview documents
 - Interviews with key staff for preliminary orientation to the program
- At the end of this phase, the consultant will deliver a short synopsis of program understanding (5-10 pages) to demonstrate and harmonize program understanding. The consultant should attempt to articulate back to Oxfam the goals and trajectory of the project/program under evaluation, including scope, actors involved and major activities, so that any gaps in knowledge can be caught early.
- In addition, the consultant will submit a refined research design for the remainder of the research, including preliminary research instruments for comment by evaluation steering committee.
- The commencement of the subsequent phase is contingent on an approved research design.

Phase 2: Research Phase – February – Early March 2019 (20 days)

List of key people to interview, and a list of additional documents and literature will be provided.

Research Sites include:

Ghana, Tanzania, and Mozambique

The initial findings will be presented by the consultant in a validation meeting with Oxfam staff before leaving the field.

Phase 3: Data Analysis/Write up – April 2019

As writing quality is extremely important to Oxfam, adequate time must be cleared in the consultant’s calendar. We estimate at least 10 days of dedicated analysis and writing to arrive at a first draft.

In the initial proposal, the consultant should outline their approach to data analysis and write-up, including research assistant support available, and primary roles and responsibilities related to the quality of the write up. It is expected that the principle research coordinator has final accountability to the quality of the writing, not research assistants.

Oxfam’s evaluation review committee will turnaround comments to the consultant within 5 – 7 business days of receipt of the draft.

The consultant should spend no more than 2 working days to finalize the evaluation based on feedback.

VI. Deliverables

1. Signed MOU, including key evaluation questions, methodology, interviewees, timeline, deliverables and payment schedule. 1/25/19
2. Inception report 2/15/19
3. Draft evaluation report 4/5/19
4. Final report 4/30/19

VII. Profile of the ideal evaluator

1. Experience conducting evaluations of complex social and political change processes, ideally in the extractives sector with a gender lens

2. Very strong qualitative analysis skills, particularly with analysis of textual sources and public statements (documents, media coverage interviews, speeches, testimony, etc.)
3. Strong quantitative analysis, particularly in media, including ability to examine multiple national contexts
4. Experience either working on or managing an NGO-led campaign – with a particular focus on public policy around poverty alleviation
5. Experience in Ghana, Tanzania or Mozambique (Portuguese proficiency is required for the Mozambique consultant)
6. Experience and knowledge in extractive industries, strongly preferred.
7. Excellent analytical, writing and synthesis skills
8. Excellent group facilitation skills around evaluation findings validation and utilization.

VIII. Proposal Submission Process

Consultants/Evaluators are invited to submit an expression of interest and evaluation proposal (max 5 pages) in response to this RFP. Submissions should be sent to Oxfam's Extractive Industries Program MEL Advisor, Kimberly Miller (kimberly.miller@oxfam.org) no later than Friday, January 18, 2019.

Following components must be included in the proposal:

1. Evaluation plan & estimated budget (including travel and expenses)
2. List of available enumerators and assistants for field study
3. Curriculum vitae of lead consultant/s
4. 1 or 2 samples of past evaluations, and/or references

Forty percent of the people on our planet—more than 2.5 billion—now live in poverty, struggling to survive on less than \$2 a day. Oxfam America is an international relief and development organization working to change that. Together with individuals and local groups in more than 90 countries, Oxfam saves lives, helps people overcome poverty, and fights for social justice.

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