

OXFAM AMERICA
Project Evaluation Report

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

**PROJECT EVALUATION REPORT –
TANZANIA**

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April 2019



As part of our commitment to accountability and learning, Oxfam will share conclusions and recommendations from this report. 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 major activities for producing this report took place in February 2019. The study was carried out by Rob Denny and the findings, interpretations, and conclusions expressed in this report are entirely those of the author 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
EACOP	East Africa Crude Oil Pipeline
EITI	Extractive Industries Transparency Initiative
FAWOPA	Faidika Wote Pamoja
FEED	Front End Engineering and Design
FGD	Focus Group Discussion
FID	Final Investment Decision
IFC	International Finance Corporation
LANGO	Lindi region Association of NGOs
LGA	Local Government Authority
MSOAPO	Mtwara Society Against Poverty
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NRGI	Natural Resource Governance Institute
PURA	Petroleum Upstream Regulatory Authority
REPOA	Research on Poverty Alleviation
O&G	Oil and Gas
PWYP	Publish What You Pay
RAP	Resettlement Action Plan
TEITI	Tanzania Extractives Industry Transparency Initiative
TPDC	Tanzania Petroleum Development Corporation

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EXECUTIVE SUMMARY

NORAD aims to improve petroleum governance in Ghana, Mozambique and Tanzania. Whilst the 2014-2017 NORAD grant focused on accountability of decision-makers through active citizenship, the second NORAD grant (2017-2019) focuses on civil society being informed and engaged. In Tanzania, the grant was managed by Oxfam in Tanzania, who partner with three Civil Society Organizations (CSOs), two at provincial level and one at national level.

The objective of the PE is to analyze and document progress, results achieved, and barriers identified within the context of societal change and internal factors. It also aims to assess the program against OECD criteria for the development projects¹; and to make recommendations for any further phase of the program beyond 2019. This PE follows evaluations done by Community Wisdom Partners in 2014, 2016 and 2017 under the first NORAD grant.

Over the last two years, there has been considerable government attention and media focus on the extractive industries in Tanzania, but it has been mostly directed at mining not O&G. There has been little visible progress in negotiating a Host Government Agreement on exploiting the country's LNG potential. However, agreement has been reached on the construction of an oil pipeline to export Uganda's oil reserves through the port of Tanga in northern Tanzania; and the exploitation of onshore gas reserves for domestic consumption has continued with little change.

The PE was conducted in February and March 2019, evaluating the program performance by means of interviews and desk-research. A total of 46 people, of which 16 were women (35%), were interviewed during field research in Dar es Salaam, Mtwara and Lindi. This was accompanied by a review of available literature such as partner reports, research produced by the program, academic articles, partner reports, media clippings and in-country news.

Oxfam has worked with 3 civil society partners in the implementation of the program. The Lindi-based organization LANGO has continued on from the earlier phase of the program with its work focused on mobilizing animators and training local government officials. In Mtwara, the well-established regional NGO MSOAPO has replaced a previous partner in running the network of animators and reaching media and local government. An exciting new development has been the formalization of Oxfam's relationship with HakiRasilimali, the lead CSO coordinating action around extractives at national level. This mix of national and regional partners plays to the key strength of Oxfam as identified by informants: its ability to bring issues coming up from the community level to national debate and policy consideration.

The reputation of Oxfam in extractives has been enhanced over the course of the program. Peers and partners alike expressed appreciation for the improvement in Oxfam responsiveness, and its reputation now stands solid as a reliable and knowledgeable partner committed to the use of Tanzania's O&G resources for responsible development.

The key findings per outcome indicator are as follows:

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

Outcome 1 (CSOs engage with decision-makers) Findings:

- The program has maintained the knowledge and technical capacity of CSOs to engage with decision-makers.
- Through the work of HakiRasilimali, supported by Oxfam, CSOs are now better coordinated in their approach to the extractive industries, including O&G.

Outcome 2 (Public engaged on critical oil and gas governance) Findings:

- Despite the fact that media interest in O&G is currently low, except in the gas-producing provinces of Mtwara and Lindi, the program has enabled relevant journalists to acquire and retain their knowledge of the sector.

Outcome 3 (Communities actively engage) Findings:

- There is evidence that the network of community animators run by program partners has been able to make an impact in raising the community voice.
- However, good examples of promoting accountability such as the Service Levy campaign in Songo Songo should be set against other cases where the program has not been able to support the affected community, such as Likong'o, or where the program does not operate.

Key PE recommendations:

- Any future phase of the program should address the issue of relevance (i.e. how the program should adapt to the changed O&G context in the country).
- Oxfam's local partners should be encouraged to undertake comparative research of the social performance of different O&G companies.
- The program should explore the scope for a more systematic treatment of gender issues.
- The program should maintain an open channel of communication with Norway's institution-building Oil for Development program.

1. INTRODUCTION

Project Objectives

The second NORAD-funded **Improving Petroleum Governance through Informed and Engaged Civil Society in Ghana, Mozambique and Tanzania** is a 2-year program managed by Oxfam US. It 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. As such, the program aims to achieve the following objectives:

- Build the capacity of CSOs to work together in supporting communities, participate in dialogue and advocate for fair O&G governance;
- Ensure the wider public is engaged in national, regional and local O&G governance by increasing the quality and quantity of the media and online platforms around O&G projects;
- Build the capacity of communities impacted by O&G, so that they can engage in decision-making processes and O&G management.

Gender sensitivity is an important aspect in all that Oxfam does. In this program, gender sensitivity is evaluated in terms of participation of women in the interviews, the presence

or absence of gender aspects in the different program indicators and the level of attention to women impacted by extractive projects.

Table 1 shows the indicators that were developed as part of the results framework for NORAD 2, linked to their respective outcomes and outputs. The project evaluation (PE) uses this structure to report the findings against the indicators shown here.

Table 1: Indicators used in PE in Tanzania

	Outcome & Output	Indicators
1.	Outcome 1: CSOs engage with decision-makers (i.e. host country governments and extractive companies) on oil & gas governance issues.	
	<u>Output 1.1</u> CSOs have the knowledge and technical capacity to engage decision-makers on Oil & Gas governance and revenue issues and to access, analyze, simplify and utilize complex and technical information.	<ul style="list-style-type: none"> - Distribution of research - CSO insight in contracts - CSO engagement with different GO levels - CSO engagement with private sector
	<u>Output 1.2</u> CSOs are coordinated for advocacy and information sharing.	<ul style="list-style-type: none"> - CSOs sharing of data - CSOs cooperation examples
2.	Outcome 2: Public engaged on critical Oil & Gas governance issues to put pressure on companies and governments.	
	<u>Output 2.1</u> National journalists are trained to report on critical Oil & Gas governance issues, including about community impacts of Oil & Gas activities, and relationships are built between national media houses and CSOs.	<ul style="list-style-type: none"> • Training of journalists • Voices of active citizens and leaders captured by media • Quality and quantity of media • Existence and use of online platform • Media influencing GO • Media influencing private sector
3.	Outcome 3: Communities impacted by petroleum governance activities actively engage and meaningfully participate in decision-making processes related to Oil & Gas management.	<ul style="list-style-type: none"> • Community reps trained • Awareness raised • Advocacy campaigning increased • Community engagement with GO • Community engagement with private sector

PE Purpose

The objective of the 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 to support the potentials for future funding. Also, the PE assesses the program using OECD criteria.

More specifically, the PE reports against outcomes and outputs based on activities detailed in the NORAD 2 Results Framework.

Context

Oil and Gas in Tanzania

With the oil price remaining low throughout the period of the project, O&G activity in Tanzania has continued at a lower pace, and it has to a considerable extent dropped off the front pages and political agenda. No major new gas finds have been made, with the result that Tanzania's confirmed reserves of gas remain at 57 Trillion Cubic Feet. In contrast, political attention has been focused on mining, driven by the President's claim that the country has not gained sufficiently from the mining sector. Three significant Acts were passed in 2017 with a focus on mining, but also with relevance for O&G: the Amendment Act, the Sovereignty Act (Natural Wealth and Resources) and the Contract Review Act. Certain provisions of these Acts have the effect of increasing the risks and costs associated with developing Tanzania's offshore gas reserves, especially:

- 1) The broad definition of "unconscionable" clauses which trigger the rescission of contracts.
- 2) The limitation of recourse to international arbitration in the event of disputes between the Government and international companies.

The Acts went through under a Certificate of Urgency, which shortened the time for debate and amendments. Subsequently, several hasty amendments to the Acts have been passed, in response to particular problems that came up.

The Acts have reinforced the relative absence of a predictable legislative environment for business decisions, and the point of commitment for the companies involved in LNG – the Final Investment Decision or FID – is as far away now as it was at the start of the program. The lead O&G companies (Shell and Equinor) are in the preliminary stages of negotiating the Host Government Agreement to define the tax regime of LNG development. After such an agreement, the companies would proceed on to the next stages of development (pre-FEED and FEED). The earliest possible date for FID is now set at 2023, with first production perhaps 5 years later.

The LNG discussions were put on hold in 2017 after both parties, companies and the government, failed to reach an agreement on fiscal benefits of the investments to both parties². However, recent news articles report that negotiations for deal will commence in April 2019³, and the Government now says that it expects them to conclude in September 2019.⁴ It is too early to assess the likely outcome of these negotiations, although as the Natural Resource Governance Institute (NRGI) has commented: "*Unless expectations around the project's economics change, it is unlikely that companies will invest in the LNG project*"⁵, and Shell and Statoil have closed their offices in the regional center of Mtwara.

Meanwhile, the smaller-scale onshore gas industry, based on producing wells at Songo Songo and Msimbati, has continued in production without major changes, and provides an important component to the country's domestic energy mix.

² <https://www.petroleum-economist.com/articles/politicseconomics/africa/2017/tanzanias-lng-plans-remain-stalled>

³ <https://www.bloomberg.com/news/articles/2019-03-21/tanzania-to-start-talks-for-30-billion-lng-project-in-april>

⁴ <https://finance.yahoo.com/news/tanzania-conclude-talks-delayed-lng-091800426.html>

⁵ NRGI, September 2017: "Negotiating Tanzania's Gas Future: What Matters for Investment and Government Revenues?" p.1

One important new development, however, has been the agreement with Uganda and Total for the pipeline, known as EACOP (East Africa Crude Oil Pipeline), to export Uganda's heavy crude oil from a terminal near the port of Tanga in northern Tanzania. Tanzania and Uganda signed the Host Government Agreement for EACOP in May 2018 with 1,445km distance, 1000km passing in Tanzania⁶.

Political Context

President Dr. John Joseph Magafuli has maintained his vigorous and interventionist approach to Government. He has continued with actions against corruption and incompetence in public services, while also trying to lay the foundations of his legacy in terms of major projects such as the Standard Gauge Railway and the Steigler's Gorge dam. His high-profile interventions in the mining sector climaxed in an agreement with Barrick in February 2019 to pay \$300 million in settlement of a tax dispute. By contrast, O&G has received little public attention.

Regular reshuffles within the government, both at the cabinet, and local government level have made power and authority quite fluid, and relationships with influential government officials tenuous. In 2016, a total of 100 District Commissioners were replaced, and the President has re-assigned multiple Ministers, and local government officials at district and regional levels. The recent reshuffles involved the Minister for Minerals moving to Investment Centre⁷. Less publicly, the Petroleum Upstream Regulatory Authority (PURA) and Tanzania Petroleum Development Corporation (TPDC) continue to undergo institutional and human resource restructuring. This is accompanied by a review of petroleum legal frameworks and agreements to align with the 2017 laws on natural resources governance in Tanzania⁸.

Civil society, along with the media and the political opposition, shows signs of nervousness in the face of Government intolerance. Civic space is commonly held to have "shrunk" as CSOs attempt to define a coherent and useful role for themselves in the changed political circumstances.

2. METHODOLOGY

Approach

The PE has a qualitative approach based on a thorough literature review encompassing academic journals, partner reports, publications, media clippings and in-country news and interviews with a total of key informants, of which 6 participated in the NORAD 1 evaluations. Sixteen of the key informants in the PE are female (35%) (see Table 2). Field visits were undertaken to the two regions impacted by Gas (Mtwara and Lindi), where Oxfam's partners facilitated the interviews and focus groups. Oxfam's national-level partner (Haki Rasilimali) was also included in the organizations interviewed.

⁶ <https://eacop.com/about-us/overview/>

⁷ http://www.xinhuanet.com/english/2019-01/08/c_137728975.htm

⁸ <https://www.thecitizen.co.tz/News/Tanzania-to-renegotiate-natural-gas-contracts/1840340-4965384-6s090cz/index.html>

Table 2: Interviewees by gender

Evaluation	Number of interviewees (m/f)	Female Participation
2014	18 (15/3)	17%
2016	29 (23 / 6)	21%
2017	27 (21 / 6)	22%
2019	46 (30/16)	35%

Informants came from a total of 28 organizations, ranging from CSOs, government, the private sector and media houses (see Table 3).

Table 3: Interviewees by stakeholder type

Stakeholder Category	N. of people Interviewed in PE (repeat respondents NORAD 1)
Oxfam Country Staff	2 (1)
Oxfam Partner Organizations	5 (2)
(Other) Civil Society Organizations	5 (1)
Local Government	11 (0)
Media representatives	4 (0)
Donors	1 (0)
Private sector	3 (0)
Animators	15 (2)
Total	46 (6)

Perceptions on key issues pertaining to O&G governance used in NORAD 1 evaluations were explored using the same set of non-statistical quantifiable indicators with interviewees to assess change. The scoring scale used ranged from 1 – 5; one (1) corresponding to no / very low capacity or knowledge and five (5) corresponding to high level of understanding / competence. Interview guidelines (see Annex 4) were adapted to the stakeholder category.

Preliminary findings were shared with Oxfam staff in Tanzania before leaving the country, allowing integration of Oxfam staff responses in this report.

Ethical Considerations

The consultant shared the key information on the Oxfam program and the scope and objectives of the PE with each interviewee before starting the interviews. Interviewees were informed on confidentiality measures considered under the PE including: (i) no direct references to informants in the PE report or any other communication produced in the context of the study; (ii) presentation of information avoiding indirect attributability of information to informants; (iii) the exception to the above being public information shared by organizations during the interviews on past or on-going interventions or plans or information publicly disseminated in reports, internet, the media, or other public communication channels. Verbal informed consent was obtained from all participants.

Study Limitations

The following limitations and constraints should be acknowledged:

- The selection of animators to interview was not conducted as a randomized sample, but was based on the recommendations of Oxfam partners LANGO and MSOAPO.
- These organizations were also relied upon for translation services, which could potentially affect the kind of information animators felt comfortable to share.
- There was no contact with the Ministry of Energy or other central government agencies;

The evaluation aims to be specific on NORAD funded activities and results compared to activities and results funded through other means, but it was not always possible to do so. Where possible the findings will highlight cross fertilization of projects as well as explicitly NORAD-funded outcomes.

3. FINDINGS

This section presents findings for each program outcome whereby the tables indicate perceptions of interviewees on the several topics. In the case the respondents have participated in one of the NORAD 1 evaluations (done in 2014, 2016 and 2017), this is mentioned by showing the number of repeat respondents. The overall summary of the findings is that interviewees report solid progress against the program objectives, especially in relation to Outcome 1 (CSOs engage with decision-makers) and Outcome 3 (community engagement with O&G decision-making). In relations to Outcome 2 (public engage on O&G issues), the program has also enabled relevant journalists to acquire knowledge of the O&G industry, although public and media interest outside the directly affected provinces is low.

3.1 Outcome 1 CSOs engage with decision-makers (i.e. host country governments and extractive companies) on petroleum governance issues.

Major progress has been made in some of the key relationships around O&G governance, at the same time as efforts to engage at the center have been limited by the general disinterest in O&G issues shown by the Government. At the level of village, ward and district, Oxfam's operational partners in the regions of Mtwara and Lindi showed that there is a close and mutually beneficial relationship that has brought some defined benefits to some villages directly affected by O&G. At the same time, Oxfam's partner at national level, HakiRasilimali, has opened up new space for dialogue between parliamentarians and civil society through the annual Tanzania Extractive Industries conference. However, O&G issues in general have not been the focus of political or public attention over the course of the project.

Output 1.1 CSOs have the knowledge and technical capacity to engage decision-makers on Oil & Gas governance and revenue issues and to access, analyze, simplify and utilize complex and technical information.

In order to deliver on this outcome, Oxfam and partners require a reputation as a credible source of expert information on O&G governance issues. The interviewees consulted during the present evaluation made it clear that Oxfam is certainly regarded in this way. This is also reinforced by external sources, most recently by Research on Poverty Alleviation (REPOA)'s policy brief on civil society and petroleum governance, published

in February 2019, which lists Oxfam in Tanzania as one of 7 prominent CSOs working in this field.⁹

Interviewees were probed on the ability of CSOs to engage with Government on technical issues around O&G. The number of responses, compared to the results framework, increased from 3 to 15.

Table 4: CSO knowledge and technical capacity to engage decision-makers

How would you rate the level of CSOs...NOTE: Rate from 1 to 4!!	RESULTS FRAMEWORK 2017	2019
	N. Organizations answered=3	N. Organizations answered = 15
... CSO knowledge & technical capacity	2.7	2.8

Despite the increase in the number of organizations responding, from 3 in the results framework to 15 in the current evaluation, there is little recorded change in the rating given for CSO knowledge and technical capacity to engage decision-makers on O&G governance (see Table 4). The conclusion drawn is that CSOs generally have sufficient technical capacity to engage decision-makers. The program has been successful in maintaining CSO knowledge and technical capacity.

One of the major tools for reinforcing CSO competence in this regard has been technical trainings conducted by Oxfam, and the value of these trainings was acknowledged by several interviewees:

I have participated in several Oxfam trainings, which are relevant to us, because we want to see how women will be affected by new projects in mining, and of course the [EACOP] pipeline. With the pipeline, the issue comes in, because often in Tanzania there are no title deeds, and women do not own land, but have access to it through men. So if the men get compensation payments for lost land, they may get a new wife and then you will have the first wife and her children becoming homeless.

Oxfam has imparted practical knowledge through its trainings. It is a tool for us to use in our work. For example, I went to Kahama and people were complaining about EACOP, saying that their compensation had been assessed, but they did not know if they would receive it. And then I could refer to the Oxfam research on the Mtwara pipeline and draw some lessons.

At the same time, the work of Oxfam partner HakiRasilimali in facilitating learning and exchange between CSOs active in the extractive area has been important to develop levels of civil society knowledge around extractives. In summary, it can be considered that Oxfam has substantially contributed to this outcome over the course of the program.

Output 1.2 CSOs are coordinated for advocacy and information sharing.

After important progress during the period of the previous NORAD grant, HakiRasilimali has consolidated its status as the primary focal-point of CSOs working on the extractive industries in Tanzania, with necessary and consistent support from Oxfam under the partnership agreement in place. It is registered as a non-profit company under the

⁹ Civil Society’s Role in Petroleum Sector Governance: the case of Tanzania”, REPOA February 2019. <http://www.repoa.or.tz/repoaTz/wp-content/uploads/2019/02/CMI-Brief-2019-02.pdf>

Companies Act of 2002, a form of incorporation that offers better legal protection than NGO registration. It is now a viable coordinating mechanism with core staff, office space, a website full of useful information, and a functioning governance mechanism. It joined Publish What You Pay (PWYP), as an affiliated coalition in 2016, and its 4-year strategy 2017-2020 was launched in February 2017¹⁰.

HakiRasilimali operates around a set of relevant programs such as Research, Legal Reform, Community Voices and Revenue Management. Importantly, it has also secured funding from a set of donors including Swissaid, Hivos, OSIEA (Open Society Initiative for East Africa) and NRGI, as well as Oxfam. It operates a ‘basket’ approach to funding, meaning that it prefers contributions to an overall organizational budget rather than specific grants tied to certain objectives. This core funding gives it important organizational autonomy and allows for certain efficiency objectives to be achieved: for example, reporting timelines and structures can be organizational ones, not tied to specific grants and donors. In addition to its role as a funder, Oxfam has also used its competence in organizational development to assist HakiRasilimali with the installation of a financial package to improve its procurement systems. At the same time, Oxfam has provided “Technology 4 Development” assistance to boost HakiRasilimali’s web presence.

The centerpiece of HakiRasilimali’s work in coordinating civil society action on extractives is the annual Tanzania Extractive Industries conference¹¹. This was last held in Dodoma in October 2018 and show-cased civil society mobilization around the issues, as well as enabling direct access to legislators. Ministers, officials and MPs attended the event, as well as participants from the NGO world. Preparatory work was conducted by regional meetings held at provincial level, bringing the initiative closer to grass-roots actors.

Interviewees were asked specific questions about CSO engagement on O&G governance, to enable comparison with responses to the same question posed as part of the 2017 Results Framework.

Table 5: CSO engagement on gas governance

Interviewer perception based on answers interviewees: (1=info sharing, 2=consultation, 3=negotiation, 4=delegation)	RESULTS FRAMEWORK 2017	2019
	N. Respondents answered=3	N. Respondents answered = 15 (only 10 for the last question below)
On what level do CSOs engage with local/regional government on petroleum governance?	1.7	2.8
On what level do CSOs engage with national government on petroleum governance?	1.5	2.2
On what level do CSOs engage with private sector on petroleum governance?	1.2	1.9

It can be noted from this table that the number of organizations interviewed who commented on this outcome has risen markedly, from 3 in the 2017 Results Framework to 10 and 15 in the current evaluation. At the same time, the scores for all three indicators here have gone up, indicating a perceived improvement on CSO capacity to engage with local and national government, and the private sector, around gas governance.

The program has also collaborated well with the Tanzania Extractive Industry Transparency Initiative (TEITI). TEITI was established in law under a 2015 Act, which established the multi-stakeholder group (MSG) to lead EITI implementation in Tanzania,

¹⁰ Available for download at <http://www.hakirasilimali.or.tz/wp-content/uploads/2017/02/HAKIRASILIMALI-STRATEGIC-PLAN-2017-2020.pdf>

¹¹ See <https://jukwaalauziduaji.or.tz/>

composed of five representatives each from the government, extractive companies and civil society. After a slow start, the TEITI has gained momentum in the course of the program, and in October 2017, Tanzania was found to have made “meaningful progress” in implementing the new EITI Standard. In achieving this progress, TEITI has been supported by Oxfam partners, especially HakiRasilimali¹², through their civil-society representation on the MSG. The next step should be to promote further transparency, for example the publication of Production Sharing Agreements (and their counterpart in mining, Mining Development Agreements), and some interviewees saw future progress likely in this direction.

Oxfam has been able to demonstrate its success in research-based advocacy in the course of the program. The following pieces of research, and accompanying advocacy initiatives, should be referenced;

- 1) Research on the community impacts of building the 542 km pipeline from Mnazi Bay to Dar es Salaam. This research¹³ assesses the community level impacts of the pipeline construction, and at the same time makes a number of policy recommendations. This is highly relevant to Tanzania, which is progressing a major pipeline, the East Africa Crude Oil Pipeline (EACOP) to enable oil from Uganda to be exported from the port of Tanga. A number of interviewees referenced this research as an important marker for how the community impacts of the new pipeline should be addressed, in particular to prevent gender discrimination whereby male land rights – and accompanying compensation payments – are privileged ahead of female land rights.
- 2) LANGO’s Participatory Action Research looked at Service Levy payments made to Kilwa District Council by Pan African Energy in the period 2012 – 2018 in terms of:
 - a. Money received by the Council
 - b. Uses of these funds
 - c. Transfers sent to Songo Songo (both as-given and as-received).
 - d. This research revealed gaps in terms of what Kilwa District Council received and what it should have received; and what Songo Songo received compared with what it should have received. These gaps have provided rich material for advocacy efforts by Songo Songo as an empowered community. Specifically, the conclusions of the research were discussed in November 2018 by Animators and local duty-bearers such as Village Executive Officers (VEOs), District Executive Directors (DEDs), the Council Chairman. At the end of the discussion the Council committed to making up for the shortfall in payments to Songo Songo (although it is not clear if this has yet happened).
- 3) Research on the space and trends around driving change on extractive industries in Tanzania.¹⁴ Entitled “Political Economy and Power Analysis of Extractive Industries in Tanzania”, this paper was used for internal planning purposes to sharpen Oxfam’s approach to extractives in the country, but due to its sensitive nature was not made publicly available.
- 4) Research on the effects on local communities of the delay in implementing the LNG project in Lindi¹⁵, which is mentioned further in section 3.3.

¹² Haki Rasilimali has also prepared a documentary around the issue of contract transparency which is available at https://youtu.be/_xVRg_I9ZDQ.

¹³ https://tanzania.oxfam.org/policy_paper/balancing-infrastructure-development-and-community-livelihoods

¹⁴ Political Economy and Power Analysis of Extractive Industries in Tanzania, by Thabit Jacob and Rasmus Pedersen, December 2017.

¹⁵ Communities at the LNG Crossroads -- LNG Project Delay: How has it Affected Local Communities, by Thabit Jacob and Japhace Poncian. This report is now in final-draft form.

3.2 Outcome 2 Public engaged on critical Oil & Gas governance issues to put pressure on companies and governments.

With public and political focused on mining instead of O&G, it has been difficult to gain traction on this outcome. Nevertheless, the program has been able to lay the groundwork for future action in terms of journalist training and the development of tools and systems. The contract transparency campaign focused on pressuring companies and the government to disclose contracts and agreements in the oil and gas sector. The NORAD grant also ran campaigns on revenue transparency at local level using community radio, and trained animators and journalists on the existing link between contract disclosure and revenue collection at local and national level.

Output 2 National journalists are trained to report on critical Oil & Gas governance issues, including about community impacts of Oil & Gas activities, and relationships are built between national media houses and CSOs.

As noted in the previous evaluation, there are serious and structural issues related to the media in Tanzania, and the constraints operating on individual journalists and editors in terms of reporting. According to the World Press Freedom Index¹⁶ ratings, Tanzania fell from position 83 (out of 180 countries) in 2017 to position 93 in 2018. Partly this is the result of a general intolerance of dissent, but informed respondents also referred to Government measures restricting press freedom, such as the 2018 Statistics Act which has been described as “deeply concerning” by the World Bank¹⁷.

At the same time, media attention has followed the Government away from O&G. With oil companies closing offices and laying off staff, and no new agreements and no new gas finds, there is little news coming out of O&G. The President pays little attention and so does the media. As expressed by one informed interviewee:

Previously O&G in this country was big news. But not any longer! The focus now is on the big projects. So the media will report on the Standard Gauge Railway or on Steigler’s Gorge, and that is it.

Interviewees were asked two sets of questions around media coverage of O&G: firstly, a repeat of the quality and quantity questions that have been posed through the first NORAD program, on a scale of 1 to 5; and secondly two new questions about the accuracy and bias of media coverage of O&G. These latter questions were rated on a low/medium/high basis. Results are recorded in Table 6:

¹⁶ <https://rsf.org/en/tanzania>

¹⁷ <https://www.reuters.com/article/us-tanzania-worldbank/tanzania-law-punishing-critics-of-statistics-deeply-concerning-world-bank-idUSKCN1MD17P>

Table 6: Perceptions of media coverage of O&G

From 1 to 5, what is your assessment of the...	NORAD 1 AVERAGE			NORAD 2 AVERAGE	N. Interviewees			
	2014	2016	2017	2019	2014	2016 (Repeat respondents 14)	2017 (Repeat respondents 14/16)	2019 (Repeat respondents 14/16/17)
... quantity of media coverage of O&G?	3.5	2.8	2.7	3.3	9	7 (1)	19 (2)	17 (4)
... quality of media coverage of O&G?	2	2.6	2.7	3.1	9	7 (1)	19 (2)	15 (4)
How do you rate (low=1, medium=2, high=3) the ...	RESULTS FRAMEWORK 2017				2019			N. Interviewees
	LOW	MED	HIGH		LOW	MED	HIGH	2019
... accuracy of information on oil & gas governance provided by the media?	Not done				3	3	6	12
... degree of bias of information on oil & gas governance provided by the media?	Not done				5	2	7	14

Despite the constraints noted above, the performance of the media in reporting of O&G issues in Tanzania during the project period appears more than respectable. Interviewee perceptions of the **quantity** of media coverage rose from 2.7 in 2017 to 3.3 in 2019, and perceptions of the **quality** of media coverage also rose, from 2.7 to 3.1. However, it should be pointed out that a less positive view is revealed in research recently published by the think-tank REPOA covering public knowledge of the sector¹⁸. Amongst a sample of 1534 randomly-selected adults, 92% of respondents in Mtwara and 82% of those in Lindi said that they had no knowledge of laws governing the use of O&G revenues. It is likely that the selective nature of the interviewees – all of them associated in some form or other with the program – has influenced the perceptions of media coverage.

In terms of the new questions on the **accuracy** of information provided on O&G, and also on the **degree of bias**, the answers indicated a range of view. In terms of accuracy, 3 respondents regarded it as Low, 3 as Medium and 6 as High. For bias, the numbers were Low 3, Medium 2 and High 7. It is interesting that 3 out of 15 interviewees (all with privileged knowledge of the media landscape) gave high ratings for accuracy at the same time as indicating a relatively high degree of bias. How could media stories be both biased and accurate? The paradox was resolved by pointing out that the bias often took the form of simply not publishing stories that would be viewed unfavorably by the authorities. By 'disappearing' adverse news in this way, published media could be both accurate and biased. As one well-informed interviewee commented:

“The media wants to support the Government, so it will publish their stories without cross-checking the information. So if you are talking about media bias, you have to ask who gets access to the media. And in this respect the Government is ahead by a mile; then come CSOs; and then companies. On top of that, you also have self-censorship by the media, the sense that ‘let us not run that story’ if they fear it might be sensitive.”

In addition to the national level, the program has also worked with media at regional level, in the gas-producing southern areas of Tanzania. Here, the media landscape has changed greatly since the privately-owned Mashujaa FM began to broadcast in 2015. Other radio stations currently broadcast in Mtwara are Safari and Pride (privately-run), but also Almadiya (Moslem), Maria (Catholic) and Jamii (Community). At the same time,

¹⁸ REPOA (2019). Petroleum’s Potential Impact on Future State-Society Relations in Tanzania, Kendra Dupuy and Lucas Katera.

Mashujaa has recently launched Mashujaa TV in Mtwara. The Oxfam partners MSOAPO and LANGO have established formal relationships with 2 radio stations:

- 1) Mashujaa FM. It has transmitters in Mtwara, Lindi and Kilwa – the three operational districts/provinces for the project – and aired six programs on gas as part of the project's efforts to promote public information about O&G. Unfortunately, Mashujaa could not provide audience figures for the radio station.
- 2) Jamii FM. This station was established with Finnish funding as part of a program of support for Participatory Media, and most of its output (in line with other radio stations in the area) is of music. However, its geographical reach to the south of Mtwara means it has good reception/coverage in the gas-producing and processing areas of Madimba and Msimbati, where the program runs networks of animators. Radio phone-in programs, with MSOAPO staff fielding questions on O&G directly from callers, has helped to raise awareness in an area with direct impacts from the O&G industry.

These regional efforts to promote effective knowledge about O&G are important in an area which is still comparatively under-developed compared to some other parts of the country. One district-level chairman, commenting on media distortion, said that the media will run O&G stories when there is a newsworthy event, but will never report that the district earns more from sesame than it does from gas. There still remain many myths around O&G, an important point made by another interviewee:

“In the last year all the media attention has been around [mining company] Acacia. Generally, the public think that international companies are here to steal our resources, without contributing. Social media has accelerated this bias. So, there is a big job of work to do to counter this misconception.”

The conclusion in relation to this outcome is that the program has enabled relevant journalists to acquire knowledge of the O&G industry, although media interest outside the directly affected provinces is low.

3.3 Outcome 3 Communities impacted by gas governance activities actively engage and meaningfully participate in decision-making processes related to Oil & Gas management.

The area of the country most affected by O&G – at least until the implementation of EACOP gets under way – has been the southern regions of Mtwara and Lindi. Onshore operations, especially from Songo Songo and Mnazi Bay, have continued, with the gas used to power electricity generating capacity in Dar es Salaam. However, there has been no visible progress in relation to the development of the much larger offshore fields, where the two main players are Shell and Equinor. After the boom of the exploration phase, the area shows signs of depressed economic activity. Both the major O&G companies have closed their offices, and two of the three airlines who used to fly to Mtwara have ended the service. The current world market glut of cashew-nuts, with attendant low prices, has further weakened the regional economy.

The program's two operational partners in this region, LANGO and MSOAPO, used a variety of approaches to mobilize communities to engage with decision-making processes:

- Distribution of leaflets on O&G accountability issues such as the Service Levy

- Exchange visits between communities by local duty-bearers, for example a study-tour undertaken to Kilwa and Songo Songo by animators, project staff and duty-bearers from Mtwara.
- Secondary School essay-writing competition on extractive-sector accountability
- Discussion sessions between animators and duty bearers
- Football and sports “bonanza” competition as a tool for youth mobilization
- Distribution of leaflets and T-shirts
- Campaigns around specific themes such as “Our Resources for Our Development” in Kilwa and the revision of council bye-laws around O&G revenues in Mtwara.
- Uploading of videos on the work of animators for outreach purposes¹⁹.

However, their key mechanism for achieving results at community level, which will be analyzed in detail below, has been the establishment of a network of animators, and for that reason a short background on their role is given here. In the case of animators in Lindi, these were drawn from the previous project run by LANGO. But in Mtwara, the incoming Oxfam partner MSOAPO chose not to inherit the network of animators established by its predecessor in the program (FAWOPA), but to select new animators. These were nominated through community meetings, and then selected by MSOAPO staff following one-on-one interviews.

Several interviewees described the function of the animators as being like a “bridge”, i.e. a connector between their communities and relevant companies and local government authority (LGA) officials. Their main characteristics are that they:

- are based in the community which they represent
- are literate, and known as ‘active citizens’ in their communities
- are free of overt political ties (i.e. they can be a member but not an office-bearer of a political party)
- receive generic training on their role as animators, as well as more specialized training on:
 - The exploration, development and production cycle (including common timelines) of the O&G industry.
 - Tanzanian law relating to the industry such as the 2015 Petroleum Act and the 2015 Tanzania Extractive Industries (Transparency and Accountability) Act.
 - International standards relevant to the industry such as the International Finance Corporation’s (IFC) Performance Standards and the Voluntary Principles on Security and Human Rights etc.
 - United Republic of Tanzania Constitution clauses on civic rights and responsibilities of citizens.
- fulfil their role as animators on a voluntary basis: no remuneration is provided.

Animators interviewed take pride in several achievements which they have supported:

- Increased community participation in village meetings.
- Increased community willingness to make voluntary contributions of time or material to support village projects.
- Expansion of CSR contributions by companies, typically to build local infrastructure such as classrooms or water tanks.
- Increased community awareness of development issues, human rights and O&G, coming from training sessions which are cascaded down, or exchange visits.

¹⁹ See <https://www.youtube.com/watch?v=Alo00qqY294>

They report regular meetings with Local Government Authority (LGA) officials such as councilors and ward executive officers (WEOs) to discuss development projects such as dispensaries or school construction. Interviewees were open in praising the role of the animators:

The animators have helped us a lot, in our role as village leaders. They can help on different issues in the village, and sometimes I meet with them before a village council meeting in order to discuss some of the things to be raised. They help to reduce some of the misunderstandings that can happen.

They are a watchdog, and they stop the alarming tongues from creating trouble by bringing things out into the open. The Government has so many things to do, and they are a help to me. Working in Government, you need to have different channels and for me they are one of those.

The most successful campaign by the animators has been with respect to the Service Levy in Songo Songo. This village, located on an island 15kms offshore, has been the location for gas production by Pan-African Energy since 2004. By law, the company pays a Service Levy of 0.3% to Kilwa District Council, which is supposed to remit 20% of this amount to Songo Songo as the producing village. However, these payments were previously not paid in full, and only paid intermittently. Furthermore, community leaders did not have access to sufficient financial information from the company to be able to check or confirm these amounts. Following a successful campaign with Kilwa District Council conducted by animators and by LANGO, this has now been rectified and payments are being made on a regular basis, although there is still ongoing debate about repayment of arrears. This is a commendable result; and even more impressive is that the community has been actively engaged in deciding how to make use of the funds, for example deciding to employ 7 additional teachers for the secondary school.

This is an excellent case-study that is used as a 'beacon' to inspire other communities with extractive operations in progress. However, one shadow should be noted: the possible implementation of a long-standing government directive that all Service Levy payments should be made not to the District Council but to the Consolidated Fund. Animators from Songo Songo described this possibility as a disaster for them (because they have no confidence in being able to secure the 20% from the Consolidated Fund). It is also important to note that LGAs at district level in Mtwara do not support 20% being returned to producing villages, arguing that the funds should be used more equally across all villages, and pointing to a 10% fund for women, youth and disabled.

However, the Songo Songo case is more the exception than the rule, and signs of a loss of enthusiasm by animators were noted in other villages. For example, animators had previously described how they had developed Action Plans to take forward their work in their local communities. These plans covered not only issues to do with extractives, but also other local concerns such as water, education, land demarcation, health etc. However, some of the animators were unable to report progress in the achievement of these action plans and appeared rather dispirited. A further factor has been the reduction in the number of animators serviced under this program compared with its predecessor: from 264 to 30 in Lindi (Kilwa district), managed by LANGO, and from 50 to 25 in Mtwara managed by MSOAPO. The animators are almost equally men and women. It is likely that there are some important strategic questions about the efficiency and sustainability of this model that are reflected in these issues and merit more detailed study (see later under Conclusions and Recommendations).

Animators face numerous challenges in the work. Some of these arise from the fact that, as noted above, they are not paid and therefore often have to prioritize other economic activities (even though at times they are ‘accused’ by other community members of receiving financial compensation for their work as animators – something which they explain is not the case). The lack of support for transport is another issue which they raise, given the distances between some of the sub-villages. However, animators are well used to handling these issues. In terms of the gender aspect, it should be reported that only one of the female animators who participated in this evaluation noted any problems associated with her gender, which is an improvement over the last evaluation two years ago and suggests that the role of animators is now established in these villages.

An innovation in this phase of the program has been the use of smartphones by animators for social media purposes. The phones were provided with funds from another Oxfam project, but used to good effect by animators in Mtwara to post on Twitter and Facebook with respect to issues such as the Service Levy campaign. A WhatsApp group to facilitate sharing among animators has also been set up, reinforcing the evaluator’s impression that new technologies have been effectively used in the project.

In terms of assessing the performance of animators and their work on the ground, interviewees were asked to respond to questions about community knowledge of laws around O&G, company grievance systems, and gender impacts of extractive operations (given the established risk that negative impacts fall disproportionately on women and positive opportunities are disproportionately accessible to men). The results were notably positive, and came out as follows:

Table 7: Community knowledge of O&G laws and impacts

From 1 to 5, what is the level of ...	NORAD 1 AVERAGE			NORAD 2 AVERAGE	N. Interviewees			
	2014	2016	2017	2019	2014	2016 (Repeat respondents 14)	2017 (Repeat respondents 14/16)	2019 (Repeat respondents 14/16/17)
... community knowledge on laws around O&G?	1.7	2.0	1.9	2.4	13	7 (1)	19 (2)	26 (5)
... public knowledge of O&G company grievance systems?	2.4	2.0	2.0	2.4	7	2 (1)	24 (2)	16 (3)
... public understanding of the gender impacts of extractive operations?	1.6	1.9	2.4	3	8	7 (1)	24 (2)	21 (4)

It should be noted that interviewees who asked which communities are being referred to (a key question) were informed that the questions are focused on communities impacted by O&G operations. Nevertheless, the positive findings to these questions provide evidence of raised awareness around laws, grievance systems and gender impacts.

In terms of the company grievance systems, it should be pointed out that awareness of a grievance system and willingness to use it are very different things. Most interviewees with specific knowledge of impacted communities – both animators and local government – said that community members prefer to take the grievances to the local administration rather than directly to the company. The local government, for example at the level of Village Chair, then takes the issue to the company concerned.

With respect to community-level impacts, special mention should be made of Likong’o, the site identified for the LNG plant and for an industrial zone adjacent to it. The current

situation is that the population is expecting to be resettled and the resettlement action plan (RAP) has been prepared under the direction of TPDC, so that affected people know to where they will be moving and how much compensation they are to receive. However, this situation is substantively unchanged from the last evaluation report two years ago. The timing of the resettlement has not yet been announced, nor has any timetable for taking this decision been shared with the local population. Animators reported that the situation is profoundly unsettling for people whose lives are to some extent “on hold” until things are clarified. They are not receiving updated information from the Tanzania Petroleum Development Corporation (TPDC), nor from their elected leaders and representatives. For example, they are still trying to find out the degree of uplift that will be applied to their compensation payments, because of the delay. In contrast to Songo Songo, this is a case where animators have not been able to empower local populations to achieve accountability from their representatives. However, the program has commissioned research on the community impacts of the stalling of the LNG project, which is in final draft at the time of this PE. The research also includes useful recommendations for action by Oxfam, program partners and other stakeholders such as TPDC.

In addition to repeat questions from previous evaluations, interviewees were asked new questions about the specific role of the animators to:

- Demand accountability from local government
- Monitor and influence O&G governance
- Demand accountability from the private sector
- Influence private sector community engagement programs.

The responses to these questions are recorded in the following table:

Table 8: capacity of animators to demand accountability.

From 1 to 5, what is the level of capacity of community activists (animators) to ...	NORAD 2 AVERAGE	N. Interviewees
	2019	2019
... demand accountability from local/regional government?	4.5	21
... monitor and influence oil & gas governance?	2.0	13
... demand accountability from the private sector?	3.2	16
... influence private sector community engagement programs?	3.2	10

The table shows that interviewees assessed that animators have a high capacity to demand accountability from the local/regional government. A number of them specifically cited Songo Songo as an instance of this. At the same time, and unsurprisingly, the capacity of animators to monitor and influence the governance of O&G was rated much lower. Influence on the private sector was judged to be intermediate.

Lastly, three points of attention at community level could be addressed by the program going forward:

- 1) In contrast to well-known villages such as Songo Songo and Msimbati, there are other areas impacted by current extraction of gas which are not covered by the network of animators, such as the Kiliwani North field exploited by Ndovu Resources. One of the Oxfam partners commented that out of 10 impacted villages in Mtwara, the project is only supporting animators in 5 villages.
- 2) In terms of future issues to engage around, one common theme from the focused group discussions (FGDs) with animators was the belief that the CSR projects funded by companies are poor value for money. One quoted example was where a company had constructed 4 toilets for the cost of TZS 50,000,000 (USD 21,000).

Practical research on CSR performance between different companies would be a useful exercise.

- 3) There is a long-standing gender issue in relation to the gas operation in Msimbati, where jobs for local people have been reserved exclusively for men. This discrimination was attributed by an animator to the fact that it was local men who were handing out the jobs, under the influence of established cultural norms which include the expectation that paid employment is a male activity. According to the information provided to this evaluation, the situation has not improved over the last 2 years.

3.4 Program Management

Under the NORAD program, partnership agreements were signed with three partners tasked with implementing specific aspects of the program:

- 1) HakiRasilimali. This national-level partner was charged with facilitating coordination of NGOs around O&G and extractives. The relationship appears a solidly based partnership where Oxfam is both a source of funding and a trusted peer NGO working on related issues.
- 2) MSOAPO (Mtwara Society against Poverty). This Mtwara-based NGO was established in 2007 and registered under the NGO Act of 2002. Its original focus on Health and HIV/AIDS has broadened into other program areas, and it is now established as one of the most active NGOs in the province, with funding from Belgium, Irish Aid and USAID in addition to NORAD/Oxfam. This is a new partner for Oxfam, which appreciates the capacity-building support it is given.
- 3) LANGO. Previously this Lindi-based NGO had no other grantors than Oxfam, but the situation has now improved, with a recently-started grant from OSIEA won after support from Oxfam in developing concept notes and managing grants. Its relationship with Oxfam has much improved from the previous program, and Oxfam has also supplied training and support on institutional capacity-development, financial management and HR.

Program management of these partners has much improved with respect to the previous phase of the NORAD program, when contracts were short-term, with the bulk of the payments back-loaded, and individual tranches subject to delay. The Oxfam team has made solid progress in addressing these failings, and two partners in the field now work on the basis of annual work plans which are agreed with Oxfam, annual contracts and regular disbursement tranches. This gives a regularity and predictability to their work that enables them to retain key staff, plan consistently and interact credibly with animators and other operational contacts. Activities are no longer grouped together into short time-periods.

At the same time, Oxfam has re-established its reputation as an important player in the civil society/extractives space (even if it usually prefers to maintain a lower profile and allow its Tanzanian partners to take higher visibility). According to interviewees, Oxfam is a swift and reliable communicator, offering coherent advice and practical support where required.

Although the regional partners of the current program are located in the gas-rich regions of the south of Tanzania, Oxfam has made constructive and useful efforts to link up with CSOs in other parts of the country. Specifically, Oxfam has connected with the Northern Coalition for Extractives and Environment (NCEE), based in Tanga in the north of the country. The common issue here is the pipeline – and Oxfam’s field experience of the

relevant community impacts – in view of the fact that Tanga is due to be the port terminal of the \$3.5 billion EACOP pipeline carrying oil from Uganda to export.

There is a surprising lack of contact with the NORAD-funded Oil for Development program²⁰, which supports institutions and is now in its second phase in Tanzania. The two programs are complementary: one working on the supply-side of good governance around O&G, and the other on the demand side of the same issue. Both programs would benefit from information exchange about challenges and opportunities.

3.5 OECD Development Criteria

The following table assesses, in summary form, program performance against the standard criteria used by DAC/OECD for evaluating development assistance²¹:

Table 9: Assessment of Program Performance against OECD Criteria

No.	Criteria	Assessment
1	Relevance	The program and its objectives are still relevant to communities affected by onshore gas production and potential offshore LNG, as well as other stakeholders such as TPDC and the Ministry of Energy. However, the stalling of progress on the development of Tanzania's offshore gas reserves limits the relevance of the program to the broader development challenges facing the country.
2	Effectiveness	The program was effective in improving the capacity of affected communities served by animators to access government, and in bringing issues from community level to national attention where the issue warranted policy consideration.
3	Efficiency	Overall program efficiency is rated as satisfactory. However, the reduction in the number of animators compared with the previous NORAD grant means that the unit cost of running them has increased to several hundred dollars ²² , which raises questions about the cost-effectiveness of this model of promoting accountability at village level.
4	Impact	The program has made good progress towards its Goal of "improving petroleum governance through informed and engaged civil society". However, the wider impact of the program has been limited by the reduced importance of O&G in Tanzania's current political economy.
5	Sustainability	The network of animators has shown itself to be resilient, and able in some circumstances to overcome the absence of direct support from Oxfam partners in

²⁰ <https://www.norway.no/en/tanzania/norway-tanzania/news-events/news2/oil-for-development-2016-annual-results/>

²¹ <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

²² The 2019 budget request includes \$50,000 for LANGO and MSOAPO. Dividing this cost by 55 animators would give a unit cost of \$900 per animator, but the real figure would be perhaps half this in view of all the other activities performed by these partners.

		Mtwara and Lindi. However, with no certainty over the timetable for O&G development, there is a risk that it will lose momentum.
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3.6 Unintended Program Outcomes

The animators cover a broad range of issues in their work. They have broadened the scope of their role to include many non-extractive or non-O&G issues such as health, education and roads. This has happened both in areas where O&G activity or production is underway, as well as in areas where it is not.

The project has spread awareness about the issue of local use of funds generated from O&G, which has implications for many more communities than the relatively few in which the project is active at the moment. For example, several interviewees referred to the situation of villages located along the Mtwara-Dar Es Salaam pipeline route, which receive monthly payments of between TZS 300,000 (\$130) and TZS 700,000 (\$300), depending on the extent of village land along the pipeline route. Although the payments are in exchange for safeguarding the pipeline, and performing duties like cutting the grass, they are obviously a useful source of cash income for villages, if they are well used. The evaluation heard different accounts of whether or not the money is used wisely and transparently, but it is a subject that deserves further attention. A constructive use of village funds here could set a good example for the forthcoming EACOP pipeline.

4. CONCLUSIONS & RECOMMENDATIONS

CONCLUSIONS

The reputation of Oxfam in extractives has been enhanced over the course of the program. Peers and partners alike expressed appreciation for the improvement in Oxfam responsiveness, and its reputation now stands solid as a reliable and knowledgeable partner in efforts to use Tanzania's natural resources as a force for good within the country. Oxfam's ability to link community issues such as land rights with the policy implications is particularly appreciated. This is an important contribution, because there are very few other organizations with the ability to bring issues from community level up to national attention, and is acknowledged by interviewees:

Because it is good at community engagement, Oxfam can bring community concerns to the table. They can close the gap in terms of information and they can also take national issues down to community level.

However, it needs to be clearly stated that the program was originally conceived at a time of high prices for O&G, when there was a broad-based expectation that transformational change would come rapidly to Mtwara and Lindi on the back of massive investment in LNG. These expectations have not, or not yet, been delivered. In order to adapt to the changing context, the program is finalizing a study on the delayed LNG process and its impacts on community livelihoods. However, the issue of relevance merits particular attention in developing any proposal for a future phase of the program.

The scope to continue working on O&G with the conventional media (print and broadcast) is limited by two main factors:

- i) The relative lack of news stories around O&G, which has continued through the project period.
- ii) The reduction of press freedom and the increase of (self-)censorship.

Social media, by contrast, appears to be experiencing something of a golden age: viewed as trustworthy sources of information by many, fast expanding its reach and not yet affected by excessive 'fake news'. The program has already begun using social media both for sharing/learning among animators, as well as dissemination of community experiences.

In terms of the legal framework for O&G, the picture is one of a half-built house. The major laws were passed in 2015, but were in some aspects contradicted by the rushed laws of 2017, which have required several amendments since. For example, some of the extant laws refer to the Ministry of Energy and Mining, even though this was divided into two in 2017. The Government is still issuing regulations to operationalize the laws. One interviewee even argued that the pace of new legislation since 2015 is so rapid that community understanding of the laws is going backwards not forwards. That said, the bones of the legal framework are there, including useful provisions – many of them prompted by civil society – covering issues like company CSR obligations, local content and land rights. Probably what the country needs is a period of consolidation to tidy up the laws, perhaps in the form of a unifying law to supersede previous acts and eliminate contradictions between them. Perhaps the most useful assistance to help this process would come in the form of technical assistance from a program such as Norway's institutional Oil for Development program²³, with input from civil society.

After the legal framework, a further priority in the future is the organizational development of institutions required to run the sector in the national interest, especially the Petroleum Upstream Regulatory Authority (PURA) and TPDC. Some progress has been made in the last two years, but further strengthening will be required if the development of the country's LNG potential goes ahead.

RECOMMENDATIONS

General

- The program should explore options to address the relevance challenge mentioned above.
- Establish whether there is consideration or planning to centralize the payment of the Service Levy in the Government's Consolidated Account. If so, scope out a campaign in favor of the status quo.
- With a view to EACOP, develop and advocate for the Oxfam position on the relevant issues such as the accountability of future rent payments made to villages, and other issues arising from the ongoing Human Rights Impact Assessment work.

Outcome 1 (Civil Society) Recommendations:

- Oxfam's local partners should be encouraged to undertake comparative research of the social performance of different O&G companies. A study of CSR practices,

²³ <https://norad.no/en/front/thematic-areas/oil-for-development/oil-for-development-programme/>

and the controversial question of value-for-money, would be an obvious starting-point.

Outcome 2 (Public and Media) Recommendations:

- In view of the limited public and political attention given to O&G in the media, efforts to train media on O&G issues should be scaled back, and more resources focused on social media.
- The program should continue to explore the uses of social media – the most dynamic sector of the media landscape -- for accountability and transparency purposes.

Outcome 3 (Community) Recommendations:

- Provide further support to the animators based in the LNG plant site area (Likong'o), through the Oxfam partner LANGO, in view of the difficult situation currently experienced by communities in this area, and in line with the findings of Oxfam's research.
- Identify issues from community level that deserve particular attention. Examples from this evaluation would be population increase in Songo Songo (reportedly from 2,000 to 7,000 in just a few years); HIV in Msimbati and Madimba (reported by the Oxfam partner in the area as 54% and 47%²⁴); and alleged gender discrimination in recruitment by the O&G company Maurel and Prom in Msimbati.
- Consider expanding the role of the animators into the other 5 villages in Mtwara impacted by current gas operations.
- Explore the scope for a more systematic approach to the treatment of gender issues within the program. A good starting point would be the recent IFC toolkit²⁵ on good practice by O&G companies in addressing gender issues.

Program Management Recommendations

- Oxfam should continue its role in providing organizational and capacity-building support to partners on the ground.
- Maintain an open channel of communication with Norway's institution-building Oil for Development program, exchanging information on challenges and opportunities.

²⁴ These alarming figures are given in MSOAPO's 2018 annual report

²⁵ <https://www.commddev.org/unlocking-opportunities-for-women-and-business-a-toolkit-of-actions-and-strategies-for-oil-gas-and-mining-companies/>

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

Scope

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	of	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

ANNEX 2: BIBLIOGRAPHIC REFERENCES

Community Wisdom Partners, 2015. Baseline Survey of 'Accountability through Active Citizenship: Improving Petroleum Governance in Ghana, Mozambique and Tanzania'.

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<http://www.hakirasilimali.or.tz/wp-content/uploads/2017/02/HAKIRASILIMALI-STRATEGIC-PLAN-2017-2020.pdf>, accessed 1 March 2019.

Must, Elise and Siri Aas Rustad (2016): What triggers civil unrest support and behaviour? Objective horizontal inequalities vs. collective grievances in Southern Tanzania.

NRGI, September 2017: Negotiating Tanzania's Gas Future: What Matters for Investment and Government Revenues?

OXFAM (2018) : Balancing Infrastructure Development and Community Livelihoods: Lessons from Mtwara – Dar Es Salaam Gas Pipeline,

Oxfam internal report: Political Economy and Power Analysis of Extractive Industries in Tanzania, by Thabit Jacob and Rasmus Pedersen, December 2017.

REPOA (2016). Resource nationalism and local content in Tanzania: Experiences from mining and consequences for the petroleum sector, Abel Kinyonda and Siri Lange, 2016.

REPOA (2019). Petroleum's Potential Impact on Future State-Society Relations in Tanzania, Kendra Dupuy and Lucas Katera.

ANNEX 3: INSTITUTIONS INTERVIEWED

Institutions Interviewed by Stakeholder Group
Oxfam
Program Staff
Country Management Team
National Civil Society Organizations
Policy Forum
Natural Resource Governance Institute
Tanzania Law Society
Tanzania Women Lawyers Association
Legal and Human Rights Centre
HakiRasilimali
Civil Society Organizations in Mtwara and Lindi
LANGO
MSOAPO
Media
Mashujaa FM radio station, Lindi
Mtwara Press Club
Jamii FM, Mtwara
Local Government
Village Executive Officers (VEOs) and Ward Executive Officers (WEOs) in Mtwara, Kilwa and Lindi
Elected Councillors and Village chairmen in Mtwara, Kilwa and Lindi
Regional Government Officers in Mtwara, Kilwa and Lindi
Animators
Animators based in Madimba and Msimbati in Mtwara district
Animators based in Songo Songo in Kilwa district
Animators based in Mbanja in Lindi district
Private Sector
Equinor
TPDC
Donors
Norwegian Embassy

ANNEX 4: INTERVIEW GUIDELINES

1) Could you give me an **overview** of the O&G activities that you implemented / collaborated on up since mid-2017 with the support of Oxfam program? What do you see as the **main achievements** of the Oxfam work in Oil and Gas over the last 1,5 years?

2) With regards to **trainings** in the O&G sector:

Did you take part in any trainings or workshops supported by Oxfam?

How were topics identified?

How relevant were they?

What other trainings have been given in the last 1.5 year in relation to these or similar topics?

3) **Ratings** on a scale from 1-5.

3a) What is the level of community knowledge on laws around O&G?

3b) What is the level of public knowledge of O&G company grievance systems?

3c) What is the level of public understanding of the gender impacts of extractive operations?

3d) What is your assessment of the quantity of media coverage of O&G?

3e) What is your assessment of the quality of media coverage of O&G?

New rating questions:

4a) What is the level of capacity of animators to demand accountability from local/regional government?

4b) What is the level of capacity of animators to demand accountability from national government?

4c) What is the level of capacity of animators to monitor and influence O&G governance?

4d) What is the level of capacity of animators to demand accountability from the private sector?

4e) What is the level of capacity of animators to influence private sector community engagement programs?

4f) How deeply do **CSOs engage with government** on O&G governance?

4g) How deeply do **CSOs engage with private sector** on O&G governance?

5) Beyond the NORAD-funded program managed by Oxfam, what have you done in the last year directly or indirectly related to the O&G projects in Mtwara / Lindi, or on transparency and accountability in Oil and Gas in Tanzania?

6) How do CSOs active on O&G work together to achieve common goals? For example, have any organizations in Tanzania shared with you information after having participated in regional events on O&G? How can this be improved?

Questions on Media

7) Could you describe if and how the **media reports on O&G** issues? Have you witnessed any changes in this respect since mid-2017?

8) How do you rate the **accuracy of information** on O&G governance provided by the media? (1-5)

9) How do you rate the **degree of bias** of information on O&G governance provided by the media? (1-5)

And ...

10) In your view what are the priority actions now (2019) for Tanzania to get the most advantage from O&G?

CSOs IN MTWARA/LINDI/KILWA

- 1) How have you collaborated in the last year on any issues related to O&G governance? Specifically on the training that you participated in on O&G, could you indicate what were the most important points that you learned?
- 2) What have you done in relation to O&G following what you learned in the training session organized by FAWEPO/LANGO?

Questions on Animators

- 3) What is the main priority for animators?
- 4) Has there been a shift or lack of it, in terms of relationship between animators and village/ward government leaders?
- 5) What are the main challenges that animators face, especially women, in the course of performing their duties?
- 6) What are the different ways through which animators have been able to put to use the oil and gas knowledge that they gained from the project i.e. has it benefited them personally, say in identifying further training by different organization, jobs, local content (supply) opportunities?

MEDIA IN MTWARA AND LINDI

- 1) How have you collaborated with FAWEPO/LANGO in the last year on any issues related to O&G governance?
- 2) Specifically on training given to journalists in on O&G, could you indicate what were the most important points that you learnt?
- 3) How many journalists participated in the series of trainings provided? How many were women?
- 4) Do you feel that the training received was enough to increase quality of reporting? Looking forward, how could Oxfam-supported programs best support your capacities on reporting on O&G?
- 5) How has the training reflected in reporting around O&G in Mtwara?

ANIMATORS

- 1) What are your main activities as an animator?
- 2) What are the main challenges that you face in the course of performing your duties? (for women animators: what difference does your gender make?)
- 3) Has there been a shift or lack of it, in terms of your relationship with village/ward government leaders?
- 4) What are the different ways through which you have been able to put to use the oil and gas knowledge gained from the

project i.e. has it benefited you personally, say in terms of identifying further training by different organization, jobs, local content (supply) opportunities?

- 5) In what ways was gender incorporated in your work as an animator since mid 2017?
- 6) How can the program assist the government to make the O&G companies more accountable/responsible?

DONORS

- 1) How has the Oxfam program performed to date in your view?
- 2) What constraints has the program faced?
- 3) What “new” issues in the Tanzanian context need to be taken into account in the program?
- 4) How does the donor community regard accountability issues today in Tanzania? Has the situation improved, worsened or remained stable?

PRIVATE SECTOR

- 1) Role of national-level advocacy NGOs on O&G governance?
- 2) Role of local NGOs/community activists/local politicians on O&G social performance?

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. To join our efforts or learn more, go to www.oxfamamerica.org.



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