

OXFAM AMERICA
End of Project Evaluation Report

ACCOUNTABILITY THROUGH ACTIVE CITIZENSHIP: IMPROVING PETROLEUM GOVERNANCE IN GHANA, MOZAMBIQUE & TANZANIA

**END OF PROJECT EVALUATION REPORT –
GHANA**

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March 2017



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 an End of Project Evaluation for Oxfam America's Program Accountability through Active Citizenship: Improving Petroleum Governance in Ghana, Mozambique and Tanzania. The program has been operating in Ghana, Mozambique and Tanzania since July 2014.

The major activities for producing this report took place in January and February 2017. The study was carried out by Katinka C. van Cranenburgh and reflects the findings as reported by them as validated with stakeholders. 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, and commissioned by Keith Slack, Extractive Industries Global Program Director 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

ABFA	Annual Budget Funding Amount
ACEP	Africa Centre for Energy Policy
CEPIL	Center for Public Interest Law
CSO	Civil Society Organization
DAC	Development Co-operation Development
DFID	Department for International Development (U.K.)
E&P	Exploration & Production
EI	Extractive Industries
EITI	Extractive Industries Transparency Initiative
EPE	End of Project Evaluation
FoN	Friends of the Nation
GNPC	Ghana National Petroleum Corporation
GOGIG	Ghana Oil and Gas for Inclusive Growth
HQ	Head Quarters (Oxfam, Boston, USA)
MTA	Mid Term Assessment
NDC	National Democratic Congress
NGO	Non-Governmental Organization
NPP	New Patriotic Party
NORAD	Norwegian Agency for Development Cooperation
NRGI	Natural Resource Governance Institute
OECD	Organization for Economic Co-ordination and Development
O&G	Oil and Gas
PIAC	Public Interest and Accountability Committee
PPAC	Parliament's Public Accounts Committee
PSLC	Parliament's Subsidiary Legislation Committee

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their governmental tasks and to connect all with the program's results.

EXECUTIVE SUMMARY

The first 3-year NORAD grant for the program ***Accountability through Active Citizenship: Improving Petroleum Governance in Ghana, Mozambique and Tanzania*** has ended. Therefore, this End of Project Evaluation (EPE) has been conducted. The aim of this NORAD-funded program run by Oxfam in Ghana was to enable active and informed participation of communities, Civil Society Organizations (CSO) and the media in Oil and Gas (O&G) governance processes and to ensure a strong gender component.

The objective of the EPE 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 extension of the program planned for 2017-2018. Also, the EPE assesses the program using OECD criteria¹ as well as answers key EPE questions identified by the country office.

This EPE follows the mid-term assessment (MTA) conducted in February 2016. Ghana's economic challenges continued in 2016, with fierce bailout conditions set out by the International Monetary Fund (IMF) to decrease national budget deficits, stabilize the currency and bring down inflation. Oil revenues, together with the cocoa industry and mining revenues will be key income revenue streams for the 2016 elected government to meet IMF's standards. At the same time, the lack of access to energy (either petroleum or power) continued putting the government to test. To date, the ongoing power infrastructure problems have been hardly debated in relation to the O&G upstream sector.

The EPE was conducted during the month of January 2017 (inception period), with fieldwork carried out in February 2016. A total of 29 people, of which 6 women (22%), were interviewed. This was accompanied by a thorough literature review encompassing academic journals, partner reports, publications, media clippings and in-country news.

In 2016 Oxfam continued to engage its CSO partner, African Centre for Energy Policy (ACEP) to increase O&G knowledge development and distribution through research, developing journalists' knowledge and outreach, and increasing policy-makers' accountability and civil society's awareness. CSO partner Friends of the Nation (FoN) focused on engagement with fishery communities in the country's coastal areas and the integration of issues of offshore petroleum impacts into regulation and public debate. Oxfam continued its position as an authority in promoting O&G governance and transparency, together with other CSOs and multi-stakeholder platforms.

Throughout the full year 2016, the project took the opportunity of the national elections, held in December, to accelerate advocacy activities. This resulted in political parties including O&G transparency and accountability objectives in their political party programs. Oxfam partner ACEP also published the so-called 'Citizen's Energy Manifesto' outlining civil society's energy sector demands to the newly elected government.

The findings per outcome indicator are presented hereafter:

Outcome 1 (Knowledge development and distribution) Findings:

- The continued lack of transparency around petroleum contracts, monitoring of contract compliance, and implementation as well as monitoring of revenues is a barrier to high-quality research.

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

- Production of oil from oil fields (measured through lifting measurement systems) remains suspicious if data is only measured by, and accessible to, the companies lifting.
- O&G exploration and production contracts are hardly available to the wider public except for Kosmos and Tullow Oil that publish the contracts on their websites. Tullow Oil also publishes what they pay to government.
- Oxfam partners have been driving the research agenda together with PIAC, NRGI, EITI Ghana and initiatives such as the Ghana Oil and Gas for Inclusive Growth (GOGIG).
- Outreach has somewhat extended from the higher-educated part of the population to locally-affected communities, mainly through the work of Oxfam partners and the GOGIG.
- Gender sensitivity has also slightly improved as strategic decisions were taken to focus on a sector with mainly women involved (fishing), quota for participation at conferences and a focus on community level activities that impact women.
- Whilst all research available seems to reach Public Interest and Accountability Committee (PIAC) and PIAC is now sufficiently funded, there are contradicting views on whether PIAC sufficiently fulfils its role as the civil society institution responsible for monitoring governments and private sector's duties.
- Further research in the linkages between O&G industry and energy (power and petroleum) challenges in Ghana is recommended.

Outcome 2 (The role of the media) Findings:

- Despite few exceptions, perceptions on the role of the media have largely changed from 'the media being biased, uninformed and uninterested' in 2014/2015 to being 'pro-active, informed and persistent' in 2016.
- Training of journalists (done by ACEP), O&G as an 'election topic', and media funding (from GOGIG for example) have been key to the positive change.
- Follow-up of training (through fellowship programs), international grants and creative and entertaining strategies to keep O&G attractive to report on are vital going forward.
- The need for online platforms seems to have stagnated somewhat: it is unclear what the Oxfam-supported <http://www.oilmoneytv.org/> impacts are and other initiatives such as www.ouroilmoney.org receive mixed responses.
- Rather than having a one-stop online platform for all O&G related topics as interviewees in the baseline and MTA indicated as a need, stakeholders now indicate to prefer visiting several organizations' websites or use search engine Google, directing them to the websites that report on the specific matter they are interested in. Also, social media as a technique to share and comment upon information seems more relevant than an online one-stop-shop platform.

Outcome 3 (Preventing corruption within the legal frameworks) Findings:

- Two long-awaited laws have been approved by parliament; the Exploration and Production Bill (E&P Bill) and the Companies (Amendment) Bill. Also, the Public Financial Management Bill passed.
- Oxfam and partners have been indispensable in the process of drafting these laws, thereby improving the legal framework in the areas of beneficial ownership, contract bidding processes and contract transparency, amongst others.

- During the election period, Oxfam and partners have enforced and encouraged political parties to take position in O&G transparency matters. Commitments made can be monitored in future and help prevent corruption.

Outcome 4 (Key committee understanding and monitoring) Findings:

- Key parliamentary committees that oversee monitoring and auditing of governmental O&G revenue management have significant knowledge and understanding of the constitutional instruments and related accountability aspects as at the time of the MTA.
- No new O&G contracts have been made public since the MTA although three new contracts have been agreed upon between government and the private sector companies. Similar to lower ratings found in the MTA compared to the baseline, the public availability of oil contracts is rated lower than during the MTA.
- Monitoring of the O&G industry therefore remains a challenge and PIAC leadership has expressed it will not be able to conduct its work properly unless the government provides full transparency.

Program Management Findings:

- Oxfam is reorganizing its organizational structure leading to some Oxfam staff in Ghana being partly absorbed by internal change processes.
- In terms of OECD criteria, the program has been unquestionably relevant, highly effective in increasing knowledge and awareness but limited of impact in terms of preventing corruption in the legal framework in the O&G sector. Efficiency would be best to measure through the combination of all funded projects in O&G revenue management and sustainability is largely secured through new regulation adopted in 2016.

Key Questions Identified by Country Office Findings:

- **New Strategies?**
Besides the current strategies used by Oxfam and partners, suggestions going forward have been made in the areas of (1) regular gatherings of multi-stakeholder fora, (2) legal actions against decision-makers in case of misconduct and (3) providing communities more direct access to policy/decision-makers.
- **Inclusion of Gender?**
Suggestions to further incorporate gender ranged from conducting more research that justifies having a gender-focus, to working with the Ministry of Women and Gender Protection and leveraging traditional women-focused organizations to create awareness on O&G amongst women.
- **Engaging the Private Sector?**
Suggestions to leverage the private sector in driving accountability in the petroleum sector include creating higher insight into the petroleum fields production capacities in relation to the actual production and managing community expectations of the balance between what can be expected from private sector CSR and social investments, and governmental distribution of revenues.

Key EPE recommendations:

It is recommended that the program in Ghana considers the following:

- To consolidate the work done to date and close the loop (developing knowledge, distributing it and creating awareness) by holding those accountable to account and preventing misconduct. This can be done by applying legal actions against policy/decision-makers based upon the newly approved laws.
- To provide O&G affected communities more direct access to those in power by eliminating layers of 'in-between' groups communicating messages between communities and government decision-makers, such as village chiefs and local government officials with little to no authority.
- To interest donors to review their current funding focus on O&G revenue management and accountability towards a more integrated funding strategy of O&G resources and national petroleum and power needs.

1. INTRODUCTION

Project Objectives

The NORAD-funded **Accountability through Active Citizenship Program: Improving Petroleum Governance in Ghana, Mozambique and Tanzania** is a 3-year program managed by Oxfam in Ghana. It works with CSOs and the media to redress unequal access to information and capacity imbalance for effective and inclusive O&G governance. As such, the program aims to achieve the following in Ghana:

- Build the capacity of national governmental institutions for improved engagement in relevant O&G processes as well as support relevant systems increasing transparency and accountability;
- Build the capacity of CSOs and platforms to meaningfully assume a watchdog role, support communities, participate in dialogue and advocate for equitable, impactful and lasting development in the context of O&G;
- Build the capacity of the media to increase the quantity and quality of reporting on processes and results associated to O&G projects in Ghana.

From a gender perspective, the program expects to increase women's effective participation in governance processes associated to O&G projects, avoid common negative effects of extractive projects on women and contribute to the promotion of gender sensitive poverty reduction in the context of extractives.

The following table (Table 1) shows the indicators that were developed as part of the program design, linked to their respective outputs. The EPE uses this structure to report the findings against the indicators shown here.

Table 1: Indicators used in the Baseline, MTA and EPE in Ghana

	Output	Indicators
1.	Local concerns are discussed, documented, monitored, and presented by community champions, including women, and civil society organizations to key local, sub-national, and national government and corporate stakeholders	Research, analysis and reporting on O&G governance and revenue use at local and sub-national level with consultation / participation of community groups
	National advocacy, research, and policy briefs are exchanged and reinforced in regional and global arenas	Participation in annual global and regional forums, supporting Exchange and presentation of national research and policy development

	EI civil society network member organizations (including women's rights organizations and media groups) increasingly represent transparency and accountability issues of concern to citizens	Results of data analysis shared with PIAC committee for review and action
2.	New voices are captured within media at sub-national and national levels sharing testimonies and opinions on the impacts of petroleum governance	The voices of active citizens and leaders captured by media
	EI civil society networks (including women's rights organizations and media groups) and online information platforms established and strengthened	Need, existence and use of an online platform
3.	EI civil society networks improve monitoring and reporting on petroleum governance through collective action with citizens (women, men, and youth), women's rights organizations, and media groups in research, policy, and campaigns	Unregulated discretions in legal framework understood
		Awareness raised, advocacy campaigning increased
		Regulations guiding the exercise of discretion and anti-corruption clauses incorporated in legal framework, through the work of MSFs
4.	Governments, corporations, donors, non-governmental organizations, and other decision-makers improve their understanding of local priorities and gender-specific impacts of the petroleum sector	Government stakeholders, especially the Parliament's Subsidiary Legislation Committee, understands draft constitutional instrument
		Parliament's Public Accounts Committee understands accountability issues on petroleum contracts and revenue management
		Commission on HR and Administrative Justice (CHRAJ), EOCO, Ghana Police, Financial Intelligence center, Audit Service, Ghana Revenue Authority and Audit Service understand relevant technical issues
	Governments and corporations practice improved fiscal accountability and contract transparency over petroleum revenues for gender-equitable, pro-poor investments.	Details of O&G contracts content, process related information and analysis available (online)
		O&G contracts reviewed prior to parliamentary approval, monitor compliance of licensing procedures
	Petroleum governance increasingly contributes to policy and programs that advance pro-poor development, gender equality , and fulfillment of women's rights at the local, sub-national, and national levels.	O&G monitoring system developed and used for revenue management, expenditure and quality services (including gender responsive indicators and tools)

EPE Purpose

The objective of the EPE 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 extension of the program planned for 2017-2018. Also, the EPE assesses the program using OECD criteria as well as answers key EPE questions identified by the country office.

More specifically, the EPE reports against outcomes and outputs based on activities detailed in the Program's Monitoring Framework.

Context

On 10 February 2017, the International Monetary Fund's (IMF) head of mission to Ghana stated, "*The overall fiscal deficit deteriorated [...] mainly due to poor oil and non-oil revenue performance and large expenditure overruns.*"² Stringent criteria of the IMF bailout plan will require the country to restore its fiscal discipline and debt sustainability as well as develop the private sector. Oil prices have been increasing from the time of the MTA when it was at an extreme low 40 USD/barrel (February 2016) to over 50 USD/barrel in February 2017 but national revenues from O&G have dropped significantly. Poor access to energy remained a major economic and social concern throughout 2016.

In August 2016, the long-awaited Exploration and Production (E&P) Bill (Act 919) was approved by parliament. It replaced the 1986 E&P Law under which around 30 oil contracts that are now in various implementation phases had been signed. Compared to the 1986 Law, the 2016 Bill aims to better address the governance of the upstream petroleum industry, founded on international best practices and sustainable growth and development guidelines in the sector. It aims to provide more transparency and regulation attracting foreign investors and authorizing the public to scrutinize the sector's potentials and the level of utilization of those potentials. It also aims to positively impact Ghanaian economy that continues to face severe challenges.

Besides the new E&P Bill, August was also the month that the Companies (Amendment) Bill passed at parliament. This Bill seeks to provide for the inclusion of the names of beneficial owners of companies in a Central Register. Once implemented, the public will be able to review their suspicions of unfair benefits of government officials in contracting companies for O&G exploration and production. This amendment to the Companies Bill was also one of the criteria for being EITI compliant³.

Besides the two-long-awaited Bills, 2016 was marked as an elections year. The national elections held in December 2016 were taking up much of the countries' attention in 2016. With close to 54% of the votes for President Elect Nana Akufo-Addo, former opposition party NPP (New Patriotic Party) took over governing power from NDC (National Democratic Congress) with also an overwhelming number of seats in parliament (169 for NPP versus 106 for NDC).

Internal contextual factors at Oxfam related to ongoing reorganization and related uncertainties. Oxfam Ghana extractive industry resources were partly absorbed by global Oxfam restructuring plans.

2. METHODOLOGY

Approach

The EPE 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 27 key informants, of which 12 participated in the baseline or the MTA. Six of the key informants in the EPE are female (22%) (see Table 2). This reflects the predominant male participation in issues related to O&G in Ghana.

² www.imf.org/en/News/Articles/2017/02/10/pr1743-IMF-Staff-Concludes-Visit-to-Ghana

³ https://eiti.org/sites/default/files/documents/ghanas_eiti_beneficial_ownership_road_map.pdf visited 2 March 2017.

Table 2: Interviewees by gender

Evaluation	Number of interviewees (m/f)	Female Participation
Baseline Evaluation	18 (3 / 15)	17%
Mid Term Assessment	29 (23 / 6)	21%
End of Project Evaluation	27 (21 / 6)	22%

Oxfam organized most interviews. Informants came from a total of 15 organizations, ranging from CSOs, government, the private sector and media houses. No donor organizations participated in the EPE (see Table 3).

Table 3: Interviewees by stakeholder type

Stakeholder Category	N. of people Interviewed in EPE (repeat respondents Base line/MTA)
Oxfam Country Staff	2 (1)
Oxfam Partner Organizations	7 (3)
(Other) Civil Society Organizations	3 (1)
Government Institutions	9 (4)
Media representatives	3 (2)
Donors	0 (0)
Private sector	3 (1)
Total	27 (12)

Consistent with the program's baseline survey and MTA, the EPE did not include household or citizen based surveying. Perceptions on key issues pertaining to O&G governance used in the baseline survey and MTA 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. When interviewing repeat respondents, the consultant indicated the scores these informants had given during the baseline and mid-term interviews to help them rate their change of perception. Interview guidelines (see Annex 4) were adapted to the stakeholder category.

All activities were carried out in close coordination with the program's steering committee, which consisted of members from Oxfam America at headquarters (HQ) and country-office staff in Ghana, Mozambique and Tanzania. Preliminary findings were shared with Oxfam staff in Ghana prior to leaving the country and with HQ directly upon return from the field, 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 EPE with each interviewee before starting the interviews.

Interviewees were informed on confidentiality measures considered under the EPE including: (i) no direct references to informants in the EPE 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

This study was done through access to data and informants at policy level in the Ghanaian capital, Accra. Therefore, because it was not possible to interview Oxfam partner FoN, who is based in Takoradi in the Western region, the work and results of the fisheries communities' project was not included in this study. Besides FoN, it was not possible to interview representatives of the Petroleum Commission as well as donor organizations. The inability to speak to some of the key informants results in information gaps that could affect the comprehensiveness of the findings.

Out of the 27 key informants that participated in this EPE, 12 were 'repeat respondents', meaning they have also participated in the baseline or the MTA. In some instances, it was not possible to interview the same interviewee in the EPE as during the baseline or MTA as people had moved on or were not available. Another limitation is the challenge of measuring to what extent NORAD funds have contributed to the 2016 results: as several donors are focused on O&G revenue management and active citizenship, the results are due to a combination of funding streams rather than to NORAD-only funding. Cross fertilization of projects however has clearly benefited the different initiatives and therefore the O&G sector as a whole.

3. FINDINGS

This section presents summarized information for each program Outcome as well as for program management and the key questions identified by the county office.

Results associated with activities implemented are mostly positive, as will be described in detail below, as were overall interviewee perceptions on the trends observed on the ground in terms of accountability and governance issues in Ghana. The outcome area lacking progress is transparency in petroleum contracting processes and monitoring of implementation of contracts. Monitoring of O&G revenues has improved but is at a relatively low standard compared with other outcomes. Knowledge development and research publication is at a high standard but significantly bounded by the structural lack of access to certain key information. The legal framework has gone through major improvements and citizens have an increased capacity to hold decision-makers accountable. The media plays an important role in this.

This section presents summarized findings for each program outcome whereby the tables indicate the change in perceptions. The tables indicate the number of repeat respondents; referring to person(s) having rated an indicator in the program's baseline survey or the MTA as well as in the EPE.

3.1 Outcome 1: Knowledge Development and Distribution of O&G Revenue Management

Availability of Research and Data

Knowledge development through research largely depends on the availability of information. Without complete data, no proper research can be expected. In Ghana's O&G sector the lack of access to information is one of the main barriers to monitoring and correcting O&G related governance. Whilst the Ministry of Finance has significantly improved its data provision in the last years, the remaining 'missing data' is key to

create a level playing field between government, private sector companies and civil society. If the *O&G contracting procedures* and *final contracts* are not transparent, civil society cannot judge whether these natural resources are being extracted at their full potential. If the *ownership structure and beneficiaries* of the company contracted by government for exploration or production services are not known, the Ghana population will continue to suspect government officials and their networks to have unfair beneficial ownership. If *revenues* are not monitored against expenditures and *contracts* are not monitored for implementation, the level of compliance to rules, regulation and agreements remains largely unknown.

Although the quality and quantity of research have increased since the MTA (see Table 4 item a and b), it might reach a level of saturation if the missing data remains off-radar for much longer. Research organizations work with the available data and sometimes manage to retrieve data from unknown sources, data that may or may not be complete and correct. Within these limited possibilities, organizations such as ACEP, CEPIL and FoN (Oxfam partners) as well as NRGI and PIAC do provide good quality and quantity research. The impact of that research is however limited in terms of demonstrating gaps in O&G governance as the missing data leaves decision-makers discretionary room to maneuver.

The Public Interest and Accountability Committee (PIAC), the home-grown (compared to for example the international EITI) and bottom-up (representing civil society) institution for monitoring and auditing available data, has improved its financial resources. With new leadership, it has set out ambitious plans stressing the need for access to *all* relevant information (including contracts, liftings and revenue tracking). However, concerns about the ability of PIAC to actually actively serve as a transformative instrument in the oil industry are still significant. The main technocratic, political and other structural barriers are outlined in-depth by Nelson Oppong in his 2016 publication "An illusive quest for 'home-grown' transformation in the oil industry"⁴.

The Petroleum Commission, a government commission installed to monitor implementation of O&G contracts, by ensuring local content and social investment by companies, shares little to no data with the public. Despite its transparency plans, no research papers nor reports are available on their website.⁵

Despite such gaps in data, ACEP, Oxfam's main CSO partner under NORAD funding, produced several publications over the course of 2016. Two case studies on irrigation projects in Ghana's Volta region demonstrated how petroleum revenues were used⁶. In mid-2016 ACEP published a study on Ghana petroleum's fiscal environment and its implications for industry competitiveness⁷. A similar publication around the impact of petroleum contracts on Ghana's petroleum fiscal regime⁸ was distributed by ACEP with the support of UKAID in the last quarter of 2016.

⁴ Oppong, Nelson. 2016. Ghana's Public Interest and Accountability Committee: an elusive quest for 'home-grown' transformation of the oil industry. *Journal of Energy & Natural Resources Law*.

⁵ <http://www.petrocom.gov.gh/reports.html>, visited 28 February 2017.

⁶ Value for Money (VFM) analysis of oil-funded irrigation projects in Ghana: the case of Keyime and Ohawu irrigation projects in the Volta region of Ghana, ACEP 2016.

⁷ ACEP, Rat race - The new state of Ghana's petroleum fiscal environment and implications for industry competitiveness. 2016. Africa Centre for Energy Policy.

⁸ ACEP, Capturing oil wealth in a new petro-state: rat race or fiscal competition? 2016. Africa Centre for Energy Policy.

Table 4: Knowledge development and distribution of O&G revenue management

	Non-statistical quantifiers	AVERAGE			N. Interviewees		
		Base line	Mid term	End line	Base-line respondents	Midterm (Repeat respondents)	Endline (Repeat respondents BL/MTR)
a	How would you rate the quality of research on oil revenues at national level?	3.3	3.5	3.6	14	22 (9)	23(10)
b	How would you rate the quantity of research on oil revenues at national level?	2.7	2.9	3.3	14	21 (9)	23(8)
c	To what level are research results shared with PIAC for review and action?	4.4	4.2	4.5	9	18 (7)	22(7)
d	What is the level of outreach of distributing the research findings?	3.5	3.1	3.5	10	22 (6)	24(10)
e	In how far are gender dimensions part of the research?	1.9	2.3	2.7	11	20 (7)	24(8)

Various interviewees emphasized the need to connect research on O&G industry with the energy (power and petroleum) challenges in Ghana. Connecting these dots in such a way that Ghanaians receive the end-products of their O&G resources requires integrating the two prevailing but artificially separated research areas and political debates. Government, civil society and media currently focus their activities on monetary aspects of O&G extraction such as revenue management. However, government is hardly challenged on its policy of exporting its raw petroleum on the one hand, whilst not being able to supply sufficient petroleum and power on the other hand. It remains to import ready-to-use O&G products for national energy use. There is reason to believe that, in contrast to the monetary approach, the country could benefit by refining national crude oil and accelerating the infrastructure of Ghana's gas reserves. It would also create a service industry, providing employment and economic growth and development. Aiming to solve national energy problems with national O&G extractives might not provide the most attractive business case in the short run, but could drastically place the Ghana population on top of the list of O&G beneficiaries. A 'The People of Ghana First' policy could be the much-needed paradigm shift. To better understand the linkages between O&G extraction and solving energy problems, research in this area makes sense.

Outreach of Research

The election year 2016 was actively seized by Oxfam and partners to accelerate outreach to the wider public (see Table 3 item d). Studies from 2016 and before were utilized to encourage political parties to take a position on O&G governance topics and make commitments in their *manifestos* or party programs. Politicians were invited to civil society platforms and to respond publically to aspects of transparency, accountability and accessibility of O&G information. Besides election outreach initiated by Oxfam and partners, the Civil Society Platform on Oil and Gas (CSPOG) organized a poll, measuring political parties' integration of O&G in their political programs. The 7th international Oil and Gas Summit held in April 2016 was also utilized by Oxfam and partners to increase research outreach, not only in-country but also beyond borders.

Policy-level outreach following publications of research has further strengthened as information sessions for engaged stakeholders often took place to disseminate research. In 2016, ACEP continued its outreach through youth groups and at universities. Outreach influencing policy was not only done by Oxfam and partners though: at district and local level the DFID-funded efforts and investments of Ghana Oil & Gas for Inclusive Growth (GOGIG) have accelerated the number of civil society and

multi-stakeholder events. They also used entertainment to reach out to youth by organizing music events with debates around oil and gas interluding the music.

With some exceptions, it seems all research published reaches PIAC (see Table 3 item c). The need for PIAC-only meetings updating PIAC members on research findings is still pending action and the new PIAC leadership strongly advocates for increased access to information, which will in turn support research organizations in their aim of retrieving missing data. Regular meetings could also help improve timing of publications as PIAC is still seen to publish 'late' in terms of utilizing their publications to influence government plans before the annual budgeting exercise.

Besides the significant increase of outreach at policy level, the program, together with GOGIG, supported the *Citizen's Energy Manifesto 2016*, representing the energy needs and demands of civil society. This Manifesto was developed as part of the elections and aimed to inform politicians and influence them to make commitments before coming to power. A strategic decision as several parties and politicians now in power have committed to various demands outlined in the Energy Manifesto.

Community level outreach has been an objective of the Oxfam program and has mainly been implemented through the work of Oxfam-partner FoN that is concerned with drawing attention to the impact of offshore oil production on the fishing communities. They aim to increase the integration of petroleum industry impacts into fisheries impact assessments in coastal areas and, based on the outcomes, into regulation and a fisheries fund. Activities included the development of a petition, debates in multi-stakeholder fora, members-of-parliament debates, a forum, and advocacy and education through TV and radio. At the time of this EPE it was not possible to measure the results or verify the status as FoN could not be interviewed.

Oxfam's program aims to ensure women are reached rests a challenge (see Table 4 item e). The petroleum industry remains male dominated. Women's lack of opportunities in terms of work and access to resources limits gender-focused opportunities⁹. At community level, the project of FoN is supported as FoN's activities are focused on fishing communities where in the value chain, those doing marketing and sales, the so-called fishmongers, are mostly women.

At a policy level, women-participation quota in stakeholder meetings and training events have increased. Oxfam and partners have further initiated women-led debates moving beyond participation-only to leadership positions for women. For 2017, a 'Women in Energy' conference is planned by ACEP.

Whilst the lack of progress is partly contextual, innovation in strategy and activities is required to make progress within the contextual limitations. One option would be to connect with the more traditional women-focused initiatives (women's organizations focused on for example women's rights or reproductive & sexual health). Although this may be challenging as their areas of interest may differ from O&G, it could accelerate opportunities if the gender-sensitive O&G work would leverage the outreach women's organizations have.

⁹ Overå, R (2017). Local Navigations in a Global Industry: The gendered nature of entrepreneurship in Ghana's oil and gas service sector.

3.2 Outcome 2: The Role of the Media

With some exceptions of interviewees highlighting the lack of critical thinking and writing of journalists and the observation that news publications can be commercial deals rather than genuine efforts to reveal the truth, the media has made great progress in O&G reporting in 2016. The progress measured at the time of the MTA in terms of journalists' level of knowledge, motivation and interest has further and faster evolved during 2016. Whilst the elections created a significant level of political reporting by the media, it also resulted in more awareness amongst the public in terms of the (potential) value of O&G to the nation.

Oxfam and partners mainly focused on ACEP's journalist training and fellowship program to ensure a solid group of journalists have knowledge, motivation, interest and resources to investigate and report on O&G governance issues. Oxfam and partner supported the journalist training and fellowship program with NORAD funds. It must be noted also that while ACEP receives support from Oxfam, it does receive other funds from other donors and did so for the fellowship program. These fellows or alumni contributed to re- entering of the Exploration and Production Bill on the agenda of parliament when it was close to withdrawal. The fellows also had the resources to visit projects at local and district level. They investigated whether O&G revenue-funded projects were actually implemented and had the aimed results. These 'value for money' assessments (100% NORAD funded) resulted in media reporting and in videos published on the oilmoneyTV platform.

In 2016 fellows have reported on labor issues in the O&G sector¹⁰, contracting processes¹¹, pollution¹², revenue distribution¹³, the role of PIAC¹⁴, political parties' viewpoints and elections¹⁵, O&G revenues spent in the agricultural sector¹⁶, impact on coastal communities¹⁷, sustainability issues¹⁸, new exploration areas¹⁹.

Whilst the reporting by fellows demonstrates an increase in knowledge, the quality can still be improved significantly. Citing credible sources for graphs and figures, ensuring fair hearing, going beyond quoting what was said and proper referencing are just a few examples of aspects that require improvement. Also, credibility of ACEP is at stake if the journalist fellows trained by ACEP report mostly on the work of ACEP itself. More balanced reporting is found on a more abstract level outlining for example the relation

¹⁰ <http://citifmonline.com/2016/12/23/obrempongs-oil-diary-six-years-of-oil-in-the-eyes-of-labour/>, visited 27 February 2017.

¹¹ <http://topfmonline.com/acep-wants-licensing-petroleum-agreements/> visited 28 February 2017.

¹² <http://topfmonline.com/acep-returns-toxic-ghanaian-air-switzerland/> visited 28 February 2017.

¹³ <http://citifmonline.com/2016/09/13/obrempongs-oil-diary-stop-unfair-regional-distribution-of-oil-cash/> visited 28 February 2017.

¹⁴ <http://citifmonline.com/2016/09/01/obrempongs-oil-diary-open-letter-to-piac-article/>

¹⁵ <http://www.graphic.com.gh/business/business-news/making-oil-revenues-count-in-an-election-year.html> and <https://www.modernghana.com/news/706055/acep-rolls-out-citizens-energy-manifesto-2016-book.html> visited 28 February 2017.

¹⁶ <http://www.graphic.com.gh/business/business-news/oil-fails-to-lift-agric-sector.html>

¹⁷ <http://www.graphic.com.gh/business/business-news/oil-and-gas-production-threatens-livelihoods-in-coastal-communities.html> visited 28 February 2017.

¹⁸ <https://www.modernghana.com/news/722575/wistful-oil-spending-to-stagnate-sdgs-in-africa.html> visited 28 February 2017.

¹⁹ <https://www.modernghana.com/news/709810/acep-rebukes-govt-over-t3-thermal-plant-to-ameri.html> and <https://www.modernghana.com/news/714070/acep-hails-ten-but-expresses-worry.html> visited 28 February 2017.

between oil revenues and the criteria set out by the IMF²⁰ or the situation of O&G during election times²¹.

Other actors may have also contributed to the increased results of capturing the voices of active citizens and leaders by the media (see Table 5 item a). Besides Oxfam and partners, civil society organization GOGIG managed to reach out to local radio stations and media outlets including targeted programs to 'first voters' (18-year-old) and other youth groups. With DFID funding, they used the election year to conduct a media roadshow in the communities affected by O&G, thereby connecting with national and local media outlets. Also, CSPOG generated media attention, with media coverage of their events related to revenues and governance.

Table 5: Role of the media

	Non-statistical quantifiers	AVERAGE			N. Interviewees		
		Base line	Mid term	End line	Base-line respondents	Midterm (Repeat respondents)	Endline (Repeat respondents BL/MTR)
a	To what extent are the voices of active citizens and leaders captured by media?	2.3	3.3	3.9	7	23 (9)	23(10)
b	To what level do you feel there is a need for having an online platform?	4.6	4.9	4.3	12	17 (5)	22(10)

Considering the gap between international media houses reporting on O&G and Ghana-trained journalists, international donors may support the connection between the two groups (as suggested in the MTA). Oxfam, considering its significant knowledge and network in Ghana and its authority globally, could play a role of importance in this matter as well.

The media has made significant improvements in reporting compared to the 2016 MTA situation and certainly in comparison to the baseline situation at the end 2014. Further follow-up of initiatives and building of (international) networks will help the media become ready to conduct independent and quality reporting when the much-needed missing data (as described under 3.1) becomes available.

Online Platform for O&G knowledge sharing

With the rapid spreading of social media in Ghana, the need for having an online platform should be reviewed. Whilst at the time of the baseline and the MTA the online platform was considered highly needed, the general thinking at the time of the EPE was that social media using smartphone technology has more future for spreading O&G knowledge than platforms on the web that require usage of a personal computer or laptop. This explains the decreased need of having a one-stop-shop online platform that many indicated was needed during the baseline and MTA (see Table 5 item b).

Oxfam and partners have been promoting www.oilmoneytv.org - a website managed by ACEP with videos on case studies funded by oil revenues. Since its launch in April

²⁰

<http://af.reuters.com/article/ghanaNews/idAFL8N1AZ3D4?pageNumber=2&virtualBrandChannel=0> visited 28 February 2017.

²¹ <http://www.nasdaq.com/article/ghana-government-appoints-new-head-to-national-oil-company-20170124-01131#ixzz4ZRKgfsxi> visited 28 February 2017.

2016 till the end of 2016 the site received close to 650 visitors. Also, O&G revenue income and expenditures' focused website <http://www.ouoilmoney.org/> - managed by ACEP, funded by DFID, utilizes revenue research outcomes funded by Oxfam and partners. Furthermore, the websites of NRG1, the Ministry of Finance and Ghana EITI are used. None of these websites have linkages to one another. Most interviewees however simply search for information using Google's search engine that, depending on the keywords entered, refer to websites of media, O&G companies, CSOs and others, both international or Ghanaian.

The original objective of Oxfam and partners to have a 'one-stop shop' online platform with O&G information seems therefore less relevant than one or two years ago. This is due to the developments in the information, communication and technology sector as well as due to the lack of coordination and linkages between the different existing platforms or websites. Throughout 2015, the difficulty of having a non-bias platform managed by a fully independent party hampered the results. Now, the way people search on the Internet and the increased usage of social media through smartphones compared to the usage of laptops and personal computers adds to the need to review this outcome's relevance.

3.3 Outcome 3: Preventing Corruption within the Legal Frameworks

In the same way 'missing data' is blocking quality research (see chapter 3.1), the program's aim to prevent of corruption in the legal frameworks is negatively affected by the lack of access to data. However, great progress has been made in 2016 in relation to legislation. Firstly, the Petroleum Exploration and Production (E&P) Act (919), outlining governance of O&G, was finally passed in August 2016. Whilst the Bill still provides government officials some level of discretionary power, several demands from civil society have been included in the Bill. One example implying improved transparency is article 56 that mentions:

"The [Petroleum] Commission shall establish and maintain a register of petroleum agreements, licenses, permits and authorizations as prescribed. The register shall be open to the public".

However, an example of remaining discretionary powers is article 9 that states:

"The Minister [of Energy] may, in consultation with the [Petroleum] Commission, grant to a person, a petroleum reconnaissance license in respect of a defined area".

Whilst this Bill was approved in August 2016, six months before this EPE took place, no signs of implementation could yet be found. The three contracts that were signed in 2016 - with private sector companies Springfield Energy Ltd, Swiss African Petroleum AG and ENI, were signed before Act 919 was adopted and have not been made public. The contracts referred to above (which were entered into before the passage of the E&P law) are not bound by the E&P law which requires disclosures. However, even though the E&P law does not take retrospective effect of contracts prior to its passage, Oxfam and partners believe the spirit of the law should be allowed to prevail on previous contracts.

The second major achievement in the legal framework was the presenting of regulation concerning beneficiary ownership before parliament in July 2016, something that was missing in the new E&P Bill / Act 919. The law, referred to as the Companies (Amendment)

Bill 2016, proposes to include the names of beneficial owners of companies contracted in the O&G sector in a public registry. The passage of the Act was not a direct advocacy effort of the NORAD engagement by Oxfam, however, it is a basis that Oxfam will use to further its efforts around beneficial ownership provisions.

These two achievements and several smaller ones were mentioned repeatedly as examples of how the work of multi stakeholder fora has impacted O&G corruption in 2016. It also explains the increased perception of the impact of the work of multi stakeholder fora (see Table 6 item a).

Table 6: Prevention of corruption within the legal framework

	Non-statistical quantifiers	AVERAGE			N. Interviewees		
		Base line	Mid term	End line	Base-line respondents	Midterm (Repeat respondents)	Endline (Repeat respondents BL/MTR)
a	To what level has the work of multi stakeholder fora impacted corruption to date?	3.2	3.3	3.8	13	23 (8)	23(10)

The work of ACEP was mentioned as extremely helpful in addressing corruption in the O&G sector. Their direct involvement as well as through the media has enabled anti-corruption agencies to leverage media reports and call for responses from government agencies and share their outcomes with law enforcement institutions.

CEPIL, a former and future Oxfam partner, has been the main CSO contributing to actual prosecution of those responsible of misconduct in the sector at community level, defending the rights of community members negatively affected by O&G investments. At policy level CEPIL participated in committees (technical and legal) reviewing discretionary powers in the new E&P Bill prior to approval. Depending on funding available it will follow up on multi-stakeholder flagging of corruption by prosecuting those accountable.

With much patience and persistence, civil society has managed to generate various regulatory impacts. In terms of contract transparency, progress has been made theoretically, largely depending on the implementation stage of the new E&P Bill.

At community level, multi-stakeholder events are needed to create a more direct link between communities and decision-makers to ensure community voices are not 'lost' in the hierarchal system. As the decision-makers are mainly based in the capital Accra, community members currently must raise their thoughts, ideas and grievances related to impact and company behavior through the local chief. The flow of information between the chief, local government authorities and the final decision-makers in Accra is often complex, if possible at all. CSOs play a role in engaging with communities and advocating for their livelihoods in Accra, a flow which also involves many 'layers' of society, resulting in loss of quality and quantity of information throughout the process. Bringing diversified and inclusive community voices, beyond just traditional authorities, closer to the decision-makers in Accra is one of the challenges going forward.

With a high level of awareness and sometimes fear amongst government officials of increasing civil society influence in holding decision-makers accountable, the relationships between government and CSOs have positively evolved. The next steps planned by CSOs are two-fold: first, to enlarge the capabilities of civil society to engage with policy makers directly rather than through representation and hierarchic structures, and second, to follow-up unpunished corruption with legal action.

3.4 Outcome 4: Key Committees Understanding and Monitoring O&G in the Legal Framework

As during the baseline and MTA, the Parliament's Subsidiary Legislation Committee (PSLC), created to review O&G regulations in relation to the constitution, has high understanding and sufficient knowledge to fulfil its task (see Table 7 item a). Also, the Parliament's Public Accounts Committee (PPAC), with amongst its responsibilities the examination of government accounts on O&G, increased resources to do so (see Table 7 item b). 'Understanding' however is not the barrier for good governance for these institutions. What is hampering good O&G governance lies more in how knowledge and understanding is translated into action. The planned training of members of parliament (MPs) by Oxfam and partner ACEP has been postponed to 2017, a strategic decision to ensure newly elected MPs also receive the training. The focus must be more on deeds rather than needs. Whilst getting MPs to participate might be challenging and costly, the benefits and opportunities are potentially impactful.

Besides MP training, the governance of the legal framework depends largely on monitoring and evaluation of contracts. Unfortunately, processes of O&G contracting remained unclear in 2016, with significant discretionary powers to government officials. Oxfam and partners as well as other active citizens and CSOs still mostly lack impact in increasing transparency of O&G contracts. The signed petroleum exploration and production contracts are hardly available to civil society, with the exceptions of US-stock-listed Kosmos²² and Tullow Oil²³ (see Table 7 item c and d). Public and Private Sector oil companies that refrain from making their contracts public argue they cannot do so as the contract involves many parties of which they are not sure if these parties would agree with publication. A government rule making contract publication obligatory would leave no room for noise amongst the signatures. A government obligation would also be consistent with EITI guidelines and would create consistency between companies that have the international obligation to publish contracts and companies that are not stocklisted in a country that makes publication compulsory.

Monitoring the compliance with the licensing procedures including CSR spending and local content is the responsibility of The Petroleum Commission but, as with the MTA, information is hardly accessible (see Table 7 item e).

Therefore, the lack of transparency and proper monitoring tools and structures are still the major constraints for civil society actors to hold parliamentary committees accountable for the work they are tasked to do. The opinions reflected in the ratings related to this matter are consistent with this, as shown in table 6, which shows the situation has hardly improved and sometimes even worsened.

²² <http://www.kosmosenergy.com/responsibility/transparency.php> visited 29 February 2017.

²³ <https://www.tulloil.com/operations/west-africa/ghana/petroleum-agreements> visited 29 February 2017.

Table 7: Key committee understanding and monitoring in O&G in the legal framework

	Non-statistical quantifiers	AVERAGE			N. Interviewees		
		Base line	Mid term	End line	Base-line respondents	Midterm (Repeat respondents)	Endline (Repeat respondents BL/MTR)
a	To what level does the Parliament's Subsidiary Legislation Committee understand O&G related regulations?	2.8	2.8	3.3	13	19 (9)	21(10)
b	To what level does the Parliament's Public Accounts Committee understand accountability issues on petroleum contracts and revenue management?	3.1	3.3	3.5	13	20 (9)	21(7)
c	To what level are details of oil contracts content , process related information and analysis available (online)?	2.5	1.9	1.9	12	20 (8)	24(8)
d	In how far are oil contracts reviewed by CSOs/agents and/or public prior to parliamentary approval?	1.5	1.6	1.5	12	19 (8)	22(7)
e	In how far is there an O&G monitoring system used for monitoring contracts?	1.9	2.1	2.1	8	6 (2)	22(3)
f	To what level is there an O&G monitoring system used for revenue management, expenditure and quality services?	3.1	2.6	2.7	10	18 (2)	22(7)
g	In how far are gender dimensions part of these monitoring systems?	1.1	1.4	1.6	8	15 (6)	21(6)

3.5 Program Management

In 2016 Oxfam and partners have excelled in terms of adapting to the external context. Activities undertaken utilized the unique moment of elections at the end of the year to influence candidates and pressure them into making commitments that can be measured and referred to in the upcoming years. Flexibility of NORAD and Oxfam headquarters in the US has enabled the country staff to develop and implement strategic dimensions of the project within the existing program indicators.

Whilst it is challenging to allocate results on outcome and impact level to NORAD-specific funded activities, the overall view is that Oxfam and partners have been instrumental in creating much of the important change in O&G governance in 2016. Oxfam partner ACEP is, to some extent together with NREGI (funded by DFID through GOGIG), the key influencing organization on O&G policy matters. The organization has extended its research capacity in terms of number of researchers but, due to their success, has 'lost' their leader as the managing director will soon be installed as Deputy Minister of Energy. As ACEP (like all civil society representatives) lacks certain information to do proper research it may sometimes publish reports that may be incomplete or incorrect. Although it allows ACEP to be the first to publish and it might trigger the owners of the information to become more transparent, this strategy has reputation risks for ACEP. If possible, ACEP should remain their reputation as a high-quality research provider and indicate clearly the limitations of their study.

Donors are key for ensuring ACEPs future, in terms of maintaining leadership and expertise as well as ensuring ongoing quality of research to reconfirm their authority status.

CEPIL, a relatively small partner of Oxfam, was not active under the NORAD funding in 2016 but Oxfam plans to engage CEPIL to defend civil rights of community members negatively impacted as well as conduct policy level legal actions in the future. The latter

will be key in further embedding awareness and knowledge creation by follow-up legal action in case of impunity.

Other organizations working closely with Oxfam such as WACAM and Friends of the Nation (Oxfam partner in 2016), can ensure policy work is balanced with community work so as to connect the dots.

3.6 OECD Development Criteria

The following table assesses, in summary form, program performance against the standard criteria used by DAC/OECD for evaluating development assistance²⁴:

Table 8: Assessment of Program Performance against OECD Criteria

No.	Criteria	Assessment
1	Relevance	Program has undoubtedly ensured higher levels of active citizenship around O&G governance. Going forward, the program is still relevant to the needs of the country as more work is required to ensure transparency and accountability in the O&G contracting processes and monitoring of revenues.
2	Effectiveness	Effectiveness was reached in terms of improved knowledge and awareness of decision-makers in O&G governance but to reach accountability, the program needs to become more effective in ensuring 'missing data' to become transparent and decision-makers being prosecuted if they do not observe the rules and regulations.
3	Efficiency	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.
4	Impact	Impact has been significant in the sense that the landscape of O&G governance has been transformed compared to 3 years ago when regulation was poor, citizens were largely unaware and uninterested and the government could operate without any watchdogs monitoring their work.
5	Sustainability	Sustainability depends largely on two aspects: 1. Whether the new regulations, in particular the E&P Bill and Companies Act, will be implemented. 2. Whether donors will continue to support civil society representation by reputable CSOs.

3.7 Key EPE Questions Identified by Country Office

During the inception period of this EPE, Oxfam country staff indicated the aspiration to have three key country learning questions added to the study.

²⁴ <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

Regulatory Instruments

What alternative strategies to engage the government on regulatory instruments in the O&G sector exist other than those currently used? Potential strategies identified are:

- Organizing multi-stakeholder fora on a regular basis rather than upon publication of new research.
- Bringing policy and decision-makers to court in case of misconduct. This hard strategy is considered as a last resort in case change is not reached through alternative (soft) strategies.
- Shortening the link between the impacted community members and policy / decision-makers.

Gender

How can gender be incorporated in future programs apart from what currently exists?

- Creating increased knowledge on how women are impacted by the petroleum sector when not appropriately managed or genderblind.
- Including quantitative data on the impact of oil revenue projects on women. For example, when a school is funded by O&G revenues: how many girls / women have received education compared to boys / men?
- Linking with women's' organizations focusing on the more traditional women's' related issues such as reproductive and sexual health and leveraging their outreach on the O&G topic.
- To encourage these women's related organizations to get involved in the development of a gender in extractives agenda.
- Have the Ministry of Women and Gender Protection argue the need for receiving O&G revenues from the Annual Budget Funding Amount (ABFA) arguing that women are highly affected by O&G.
- Leveraging the creation of a Gender Advisor position in Ghana's organizational structure to project gender-specific EI issues through research

Private Sector

How can the program leverage the private sector in driving accountability in the petroleum sector? Some responses:

- International stock-listed companies that are required to publish their O&G contracts by law, are helped if *all* companies in Ghana (private as well as GNPC) would publish their contracts. Transparency of contracts is both an EITI standard, as well a requirement by the Ghana's new E&P Bill (Act 919). CSOs can support the process by publically acknowledging best practices.
- Communities must understand and appreciate the potential revenues derived from their resources in relation to the private sector investments in CSR, local content and philanthropy.
- The private sector claims that O&G in Ghana have larger potential than what is currently explored and produced. The ratio between capacity and actual liftings of O&G is currently not transparent however. CSOs preventing corruption can leverage the need of the private sector by together demanding government transparency on the ratio of capacity and actual production.

4. CONCLUSIONS & RECOMMENDATIONS FOR SECOND NORAD GRANT

CONCLUSIONS

Oxfam and partners have been very active in O&G revenue management over the national election year 2016. Their persistence in making regulatory adjustments has resulted in significant regulatory improvements in the O&G sector. Oxfam and partners have grown into authorities in the sector over the last three years and their determination and patience have contributed to putting petroleum governance on the key political parties' programs. Continuous highlighting of the lack of transparency and misconduct in governance of O&G has indirectly led to the new government having been elected. Whether those in power will do better in terms of transparency and governance remains to be seen, but at least civil society can draw on commitments made during the elections to hold the new government to account. Over the three years, civil society has been significantly strengthened by international funding streams from for example Oxfam (through NORAD) and DFID. This has not only increased citizen's awareness around O&G revenue management and mis-management but has also created a relative balance between government control and citizen's participation. It must be noted though that this change mainly refers to the situation in the capital Accra and that spin-off is further needed in the areas outside the capital, where education levels are generally lower.

The program's focus has been on management of revenues derived by the government from exporting natural resources and contracting foreign investors and the citizen's capacity to hold the government accountable for 'good governance' of these revenues. Oxfam has thereby adapted to the outward-looking and monetary-focused economic strategy and vision of the government. It has made significant progress in that respect.

RECOMMENDATIONS

With the continuation of the program into 2017 and 2018, Oxfam and partners should be able to add some vital aspects to ongoing work to consolidate the work done to date. Efforts were made to develop knowledge, distribute it and create awareness. Oxfam plans public-interest legal actions against mismanagement of policy/decision-makers. The newly approved laws provide the opportunity to bridge the accountability gap between intelligence and law and help ensure justice is activated. Also, providing O&G affected communities more direct access to those in power will contribute to more accountability going forward.

The successes achieved, together with the reduction in O&G revenues, may lead to decreased interest and focus on O&G revenue management as a separate funding topic. Donors would benefit from reviewing their current funding focus on O&G revenue management and accountability towards a more integrated funding strategy of O&G resources and national energy needs. Approaching O&G exploration and production with the vision of solving the significant access to energy challenges might steer the benefits of the country's natural resources to its main beneficiaries: the people of Ghana. It is therefore recommended that donors emphasize on a combined O&G and energy strategy for Ghana that is more inward-looking, going beyond good governance

of oil revenue receipts, towards a holistic resources & energy economy.

Outcome 1 (Knowledge development and distribution) Recommendations:

- Research focusing on compliance with the new regulation, particularly in relation to contracting processes and contract transparency should boost implementation of the laws and therefore transparency in the sector.
- Further support of PIAC by organizing PIAC-only research dissemination sessions where PIAC members are 'trained' on the implications of research is recommended.
- Provide more knowledge and awareness into the gender dimensions of the O&G sector to justify the need for having women-focused projects, indicators, monitoring and reporting.
- Demonstrate through research the need for having a more integrated political debate on O&G production and domestic and imported energy.

Outcome 2 (The role of the media) Recommendations:

- Continue to provide rigorous training and coaching to journalists to improve their quality.
- Connect existing online platforms or websites with one-another demonstrating CSOs and government partnering and enabling easy access to all information.
- Prioritize activities that can be used through smart phone technology rather than personal computers or laptops.

Outcome 3 (Preventing corruption within the legal frameworks)

Recommendations:

- Close the loop of knowledge development (research Value for Money), raise awareness (multi-stakeholder meeting to discuss the outcomes) and regulatory change with legal actions against misconduct (court case in case revenue money did not reach its destination).
- Connect impacted communities with policy/decision-makers to remove hierarchical layers that rather than defend community needs.
- Consolidate efforts on possible amendments and regulations on existing laws of the sector

Outcome 4 (Committee understanding and monitoring) Recommendations:

- Move away from ensuring committee understanding (as this is high) to strategies that ensure committees act upon their knowledge in favor of the Ghanaian people.
- Monitor petroleum contracts and beneficiaries of those contracts based upon the compliance and outcomes of the new legislation

Program Management Recommendations:

- Continue the position of Oxfam and partners as authorities in the area by ensuring long term visionary quality work as well as high-quality research.
- Review the relevance of the future program in relation to the findings that indicate O&G revenue management and accountability should be integrated with the (political) debate around access to energy and include the outcomes of revision into grant proposals.

Key EPE Questions Identified by Country Office Recommendations:

- Continue existing strategies and enhance them with legal action at policy level to hold the government accountable. Ensure community-level strategies provide communities more direct access to decision-makers in Accra to express their views and perspectives directly to those pulling the strings.
- Leverage traditional women's organizations to distribute O&G impact knowledge. Encouraging these organizations to develop women-in-extractives initiatives.
- Promote private sector companies to join the "Publish what you pay to government" initiative as well as publishing of contracts (see the example of Tullow Oil that does both²⁵) by direct as well as indirect (through Ghana government eligibility to EITI).

²⁵ <https://www.tulloil.com/operations/west-africa/ghana/petroleum-agreements> visited 29 February 2017.

ANNEX 1: TERMS OF REFERENCE

Oxfam

Accountability through Active Citizenship: Improving Petroleum Governance in Ghana, Mozambique and Tanzania

End of Project Evaluation
Request for Proposals

I. Background

Oxfam has been awarded a 30-month grant for a project designed to promote economically, environmentally and socially responsible management of gas/petroleum resources in Ghana, Mozambique and Tanzania. This project is central to Oxfam's mission to reduce poverty and empower poor people to act on their own behalf.

The ***Accountability through Active Citizenship Program: Improving Petroleum Governance in Ghana, Mozambique and Tanzania*** aims to contribute towards an active society that promotes economically, environmentally and socially responsible management of Oil and Gas (O&G) resources based on transparency and accountability for sustainable development and poverty reduction, while safeguarding the rights and needs of local communities now and in the future.

The Oxfam program in Ghana focuses on improving the use of information as a fuel for accountability and citizen oversight of revenue use derived from oil operations; the effective involvement of women, the media, CSOs and women's groups; strengthening the legal framework in critical areas and increasing the capacities of civil servants in key Government institutions. In Mozambique and Tanzania Oxfam aims to ensure that men and youth, and more specifically women, in directly affected communities by O&G projects increase their understanding of existing laws, improve participation in decision-making processes and have access and use of effective grievance mechanisms. Oxfam America is one of 17 affiliates in the international confederation, Oxfam International. The Active Citizenship grant involves three affiliates in a confederation-wide effort to engage in specific, coordinated actions at the local and national level. A baseline study was conducted in 2015 and a mid-term assessment at the beginning of 2016. The endline evaluation will be conducted in January-March 2017 in Ghana, Tanzania and Mozambique. This evaluation will build upon the baseline and midterm assessment methodology and findings. Program activities began in July 2014 and will close December 2016.

II. Purpose and Audience

Purpose: The end of 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 endline evaluation should help inform ongoing strategy to increase the effectiveness of community training and policy influencing efforts in the next 2-year

phase of the grant. Wider audiences include interested units/teams within Oxfam America's Policy and Advocacy Division 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 endline 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 2014. 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

IV. Process

The consultant will work with the Oxfam America's Monitoring, Evaluation and Learning (MEL) Advisor in consultation with the Program 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 campaign documentation.

The consultant will then carry out the endline evaluation, presenting early findings, and draft a final report to the Program Officer and MEL Advisor, on a schedule to be agreed, for review and deliberation. This iterative review of preliminary and draft findings is intended to ensure that the final baseline 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 endline evaluation 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
Mid-December	Select Consultant(s)
Early 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
End of January	Consultant submits inception report
February	Consultant/evaluator conducts field research and data collection
Early March	Consultant drafts initial findings and presents/discusses with evaluation steering committee and validates with Oxfam staff
Mid-March	Consultant submits first draft of evaluation; Oxfam submits comments
End of March	Consultant submits final evaluation report.

Phase I: Familiarization Phase – January 2017 (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 2017 (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

Phase 3: Data Analysis/Write up – March 2017

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.

The initial findings will be presented by the consultant in a stakeholder validation event that will be organized by Oxfam.

After the event, the consultant will complete the first draft based on the feedback and new information surfaced at the event.

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. 1/13/17
2. Inception report 1/27/17
3. Initial findings presentation 3/3/17
4. Draft evaluation report 3/17/17
5. Final report 3/31/17

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 (kmiller@oxfamamerica.org) no later than Friday, December 2, 2016.

Following components must be included in the proposal:

1. Evaluation plan & estimated budget not exceeding \$50,000 USD (including travel, expenses, and initial findings workshop)
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 reference

ANNEX 2: BIBLIOGRAPHIC REFERENCES

ACEP (2016). Value for Money (VFM) analysis of oil-funded irrigation projects in Ghana: the case of Keyime and Ohawu irrigation projects in the Volta region of Ghana. Africa Centre for Energy Policy.

ACEP (2016). [Citizens' Energy Manifesto 2016 \(Citizens Agenda for Energy Sector Development in Ghana\)](#)

ACEP (2016). Rat race - The new state of Ghana's petroleum fiscal environment and implications for industry competitiveness. Africa Centre for Energy Policy.

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CEPIL (Not Dated). Scoping study on the impact of oil and gas production on human rights of communities in Ghana. Center for Public Interest Law.

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CEPIL (Not Dated). Providing legal assistance to extractive communities in Ghana: The experience of the Center for Public Interest Law.

Ghana Extractive Industry Transparency Initiative (2016). Ghana EITI beneficial ownership roadmap.

Opong, Nelson (2016). Ghana's Public Interest and Accountability Committee: an elusive quest for 'home-grown' transformation of the oil industry. *Journal of Energy & Natural Resources Law*, Vol 34(3), pp 313-336. DOI: 10.1080/02646811.2016.1179464

Overå, Ragnhild (2017). Local Navigations in a Global Industry: The gendered nature of entrepreneurship in Ghana's oil and gas service sector. *The Journal of Development Studies*. Vol 53(3) pp 361-374. DOI: 10.1080/00220388.2016.11844250

Phillips, Jon, Elena Hailwood & Andrew Brooks (2016). Sovereignty, the 'resource curse' and the limits of good governance: a political economy of oil in Ghana, *Review of African Political Economy*, 43:147, 26-42, DOI: 10.1080/03056244.2015.1049520

Van Cranenburgh, Katinka C. (2015). Accountability through active citizenship: improving petroleum governance in Ghana, Mozambique and Tanzania. Baseline survey report - Ghana.

Van Cranenburgh, Katinka C. (2016). Accountability through active citizenship: improving petroleum governance in Ghana, Mozambique and Tanzania. Mid Term Review - Ghana.

ANNEX 3: INSTITUTIONS INTERVIEWED

Institutions Interviewed by Stakeholder Category
Civil Society Organizations
Center for Public Interest Law (CEPIL)
Africa Center for Energy Policy (ACEP)
Oxfam America
Natural Resource Governance Institute (NRGI)
Public Interest and Accountability Committee (PIAC)
Catholic Bishops Conference / Caritas
Media
Multimedia Group Ltd.
Modern Ghana
Media House
Private Sector
E.N.I.
Private Sector Company
Government Institutions
Ministry of Finance
Financial Intelligence Centre
Ghana National Petroleum Corporation (GNPC)
Norwegian Embassy in Ghana

ANNEX 4: INTERVIEW GUIDELINES

Adapted per semi-structured interview:

Knowledge development and sharing

How do you rate the level of quality (a) and quantity (b) of oil revenue use research available?

[please rate from 1 to 5]

c) Who was reached? Who was not reached that should be?

[please rate from 1 to 5]

d) Were women reached? Please explain

[please rate from 1 to 5]

- What would be ways to reach more women?

e) Are the results of research shared with PIAC committee for review and action?

[please rate from 1 to 5]

Anti-corruption actions

- How has your organization contributed to fighting corruption in the O&G sector?

- What specific changes resulted from your interventions in the fight against corruption in the O&G sector?

f) How has the work of multi stakeholder fora impacted corruption in the O&G sector to date?

[please rate from 1 to 5]

Role of the Media

g) To what extent are the voices of active citizens and leaders captured by media?

[please rate from 1 to 5]

- In what way?

- What is lacking? What does the media not cover or cover incorrectly/bias?

h) What is the need for online platform? For what purposes?

[please rate the need from 1 to 5]

- Does an online platform exist?

- What is the use / expected use? By whom? How many to reach? On what level?

- Who should manage the online platform?

- Is funding available for active maintenance?

- How do you gauge your knowledge on petroleum governance issues in Ghana? [on a scale]

- How has your knowledge helped you to engage government and citizens on petroleum governance in Ghana?

- What has been your role as a Journalist in tracking the use of revenues from petroleum resources in Ghana?

Government Accountability

i) To what level do government stakeholders, especially the Parliament's Subsidiary Legislation Committee, understand draft constitutional instrument?

[please rate level of understanding from 1 to 5]

j) Does the Parliament's Public Accounts Committee understand accountability issues on petroleum contracts and revenue management?

[please rate level of understanding from 1 to 5]

k) Are details of oil contracts content, process related information and analysis available (online)? What is and what is not available?

[please rate level of availability from 1 to 5]

l) Are oil contracts reviewed by CSOs/agents and/or public prior to parliamentary approval?

[please rate level of review from 1 to 5]

- m) Is there a monitoring tool in place to review compliance of licensing procedures?
[please rate level of review from 1 to 5]
- n) Is there an O&G monitoring system developed and used for revenue management, expenditure and quality services?
[please rate quality level and usage level from 1 to 5]
- o) Are gender responsive indicators and tools included in the monitoring system?
[please rate level of inclusion of gender responsive indicators from 1 to 5]
- What would be ways to monitor if women receive benefits from revenues?

Specific to End Line Evaluation:

- p) Are community activists' capable of demanding accountability from government?
[please rate level of review from 1 to 5]
- q) Are community activists' capable of monitoring and influencing petroleum governance?
[please rate level of review from 1 to 5]
- r) Other than what Oxfam is promoting (research development and distribution, influencing the role of the media, fighting corruption in the legal framework and improving committee understanding of O&G in legal framework); are there alternatives feasible to engage government on hard issues like laws governing the petroleum sector?
- s) Do you have suggestions on how Oxfam and partners can engage the private sector in their attempts to increase government accountability?

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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