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

END OF PROJECT EVALUATION REPORT – MOZAMBIQUE

Chiqui Arregui
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 Chiqui Arregui 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

AAJC  Associação de Apoio Jurídico às Comunidades
AMA  Associação do Meio Ambiente
ASPACADE  Associação de Paralegais de Cabo Delgado
ASPALMA  Associação de Paralegais de Palma
CCM  Conselho Cristão de Moçambique
CIP  Centro de Integridade Pública
CSO  Civil Society Organization
CTA  Confederação de Associações Económicas de Moçambique
CTV  Centro Terra Viva
EPE  End of Project Evaluation
FID  Final Investment Decision
IANRA  International Alliance for Natural Resources in Africa
LNG  Liquefied Natural Gas
MEF  Ministério de Economia e Finanças / Ministry of Economy and Finance
MIC  Ministério de Indústria e Comercio / Ministry of Industry and Commerce
MITADER  Ministério de Terra, Ambiente e Desenvolvimento Rural / Ministry of Land, Environment and Rural Development
MTA  Mid-Term Assessment
NGO  Non Governmental Organization
NORAD  Norwegian Agency for Development Cooperation
O&G  Oil and Gas
PNSCRNIE  Plataforma Nacional da Sociedade Civil de Recursos Naturais e Indústria Extractiva / National Civil Society Platform on Natural Resources and Extractive Industries
RAP  Resettlement Action Plan
WLSA  Women and Law in Southern Africa (in Mozambique)
WoMIN  The African Gender and Extractives Alliance

ACKNOWLEDGEMENTS

The consultant would like to extend her thanks to Oxfam staff, civil society partner representatives, and other stakeholders who made time in their busy schedules to share their views on the state of accountability and active citizenship in the context of extractive industries in Mozambique. Interviewees provided invaluable information on the value of program interventions, offered suggestions for program improvement and shared their views on current affairs in Mozambique. To all of them, my sincere gratitude.

Special thanks go to Kimberley Miller, Julie Kim and Hélder Paulo for their openness, critical spirit and continuous engagement in all phases of the assignment.
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. In Mozambique, the program aims to enable the active and informed participation of communities, Civil Society Organizations (CSOs) and the media in the emerging Oil and Gas (O&G) sector. The program was designed to meaningfully contribute to the development of a gender in extractives agenda.

Geographically, the program focus was in two areas of the country: Northern Inhambane, where gas has been produced since 2004 and the most northern district of the country – Palma – where large gas discoveries placed Mozambique in the global spotlight raising huge expectations in this poverty-stricken, donor-dependent country.

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.

The EPE involved 10 days of fieldwork, carried out in February 2017. A total of 27 people were interviewed from various stakeholder groups, including CSOs, media players, government and the private sector. Access to reports and material produced by partners and collaborators, as well as Internet searches and media articles provided contextual information on the dynamic nature of the context, which affect active citizenship in extractives and program progress.

Prior to the start of the program many thought about the investments and challenges expected with Final Investment Decision (FID) and associated massive infrastructure and construction investments and a distorted impression that wealth was soon coming. Instead, FID is still pending and investment activity has stalled in Palma. Politically motivated assassinations were frequent and severe repression feared during the first two years of the program. Whilst awaiting the end of the armed conflict, Mozambique also faced unaccounted state debts, unleashing a huge financial national crisis affecting ordinary Mozambicans and creating a disturbing precedent that appears to be permeating the rest of society.

Whilst Mozambique's needs and capacities are still vast, CSOs today are more capable on technical issues related to O&G and citizenship rights than before and this is reflected in their work. Communities (in general) are much more vocal and daring and do not hesitate to knock on the government’s door when unrightly treated. The media goes beyond only reporting events and is now much more critical than five years ago. The government and O&G companies are coming to realize the role played by CSOs beyond service delivery functions. It is evident that the program has contributed, albeit not alone, to increasing the knowledge and awareness of the complexities of O&G among communities, CSOs and media players in Mozambique. However, it is not possible to establish direct attribution lines between program interventions and the overall situation of accountability and citizenship in extractives in the country.

In its last year of operations the program supported a few strategic interventions valued by Oxfam partners in the context of citizenship in extractives. The two main topics were: resettlement and distribution of government revenues from O&G to communities.

Key findings are presented in line with program outcomes:

1 http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm
Outcome 1 (Community Capacity) Findings:
The program contributed to the establishment of mechanisms enabling information sharing, and the reporting of potential human and social rights abuses. Equally, the program exposed representatives of affected communities in Palma to potential effects of negatively managed resettlement programs and of participating in the first National Resettlement Seminar hosted by the government. In Northern Inhambane, communities received training on O&G economics with the view to strengthening their understanding of issues around the distribution of O&G benefits to communities and prepare them for engagement in other Oxfam supported activities.

Outcome 2 (CSO and Media Capacities) Findings:
Program results were more pronounced in this outcome. Specific results include greater media and CSO understanding of complex technical issues, greater availability of information for the general public on O&G and greater involvement of key spokespersons in public discussions / critical debates on O&G in Mozambique. Indirectly however, but equally meaningful, has been the program’s contribution to increased recognition of the role of CSOs as watchdogs for accountability and transparency so that extractive wealth effectively benefits all. The program meaningfully contributed to elevating the capacity of a limited group of journalists from a very low base of understanding of the sector. While the media still face structural constraints and substantial capacity gaps, progress is encouraging.

Outcome 3 (Responsiveness to the Demand of Active Citizens) Findings:
The program indirectly contributed to the wave of change seen in the country of increased receptiveness by duty bearers to recognize the role of CSOs and the media in extractives. This has led to increased constructive engagement between stakeholders as well as recognition of Oxfam as an informed player in extractives in the country. While hardly any interventions were planned and implemented directly as part of this Outcome due to changes in program design, results attained can be partly attributed to interventions in other program components.

Program Management Findings:
The late receipt of funds continued to be an issue for the program affecting planning and implementation of activities. Currency fluctuations resulted in the Mozambique program receiving approximately 50,000 USD less for its third year of operations. The relevance of the program in Mozambique is unquestionable. The program has been effective in increasing the capacity of the media and CSOs and in supporting the establishment of an online platform for civil society and citizens at large. However, effectiveness, impact and efficiency would all be enhanced with the use of a coherent results focused program design. The opportunity to bring partners and collaborators together to establish an agenda addressing service provision, generation of evidence, research and advocacy offers unexplored benefits. With regards to sustainability, the program’s support to community members, CSO and their staff and the media contributes to sustainability by planting the seed of awareness, understanding and capacity. How stakeholders will use this in the medium in the longer term is beyond the scope of a relatively short-term program.
Key Questions Identified by Country Office Findings:
The Mozambique country office included the following question: **How could the program best address gender issues, especially among partners?**

The country office has to date used the Gender Traffic Light methodology to assess the degree of gender mainstreaming among partner organizations and identify opportunities for improvement. The country office is in the process of adopting a new participatory and peer based methodology, the Gender Mainstreaming Leadership Trajectory. While results globally appear to be positive\(^2\), there is concern that the lack of demand from partner organizations may not generate intended results. In this context, it is recommended that if necessary, Oxfam considers:

- Stimulating demand creation through analysis of the impacts of gender blind programming in partners’ area of work
- Ensuring that budgetary allocations meet the costs associated to gender mainstreaming

**Key EPE recommendations:**

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

- To involve partners and key collaborators in agenda setting, linking service delivery, research and advocacy efforts focusing on short-term results associated to interlinked program interventions implemented by partners and collaborators that contribute to higher level and longer-term outcomes.
- To increase coordination with other agencies working around common areas of intervention to avoid duplications and gaps by leveraging on investments.
- To continue promoting capacity building interventions at national and international level including trainings, funding participation in relevant events. Combine general capacity building efforts in O&G with building capacities around specific topics covered by the program. Examples include gender and extractives, resettlement process and standards, challenges faced in establishing the standards to be used.
- To consider strongly contributing to the production of easy to understand material around the issues that the program is working on and general issues around extractives.
- To continue supporting Civilinfo and further disseminate their work within the country, consider public media for wider reach.
- To consider the applicability of capitalizing on the trend of increased use of social media.
- To consider contributing to joint local agenda setting around gender in extractives and giving continuity to topics addressed in the third year of operations, namely, resettlement and distribution of O&G revenues to affected communities.
- To work with key partners and collaborators in assessing the benefits of gender sensitive programming and build their capacity for gender mainstreaming, as required.

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. The program worked with communities, national platforms, CSOs and the media to redress unequal access to information and capacity imbalances for effective and inclusive O&G governance, concretely:

- Empowering communities directly affected by O&G projects in Mozambique (Palma District, Cabo Delgado Province and Northern Inhambane Province) to effectively and constructively participate in governance processes promoting gender and social equity;
- Building the capacity of national and local CSOs and platforms to meaningfully assume an oversight role, support communities, participate in dialogue and advocate for equitable, impactful and lasting development in the context of O&G;
- Building the capacity of the media to increase the quantity and quality of reporting on processes and results associated with O&G projects in Mozambique.

Oxfam designed the program in Mozambique to intervene at three levels: national, provincial and district/community level in Palma and Northern Inhambane.

The following table (Table 1) shows the Indicators that were developed as part of the program design, linked to their respective Outcomes. 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 Mozambique

<table>
<thead>
<tr>
<th>OUTCOMES</th>
<th>INDICATORS</th>
</tr>
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<tbody>
<tr>
<td>1. Outcome 1: Women, youth and men improve skills to influence petroleum governance decision-making and to mitigate consequences of oil and gas industries in their locality.</td>
<td>1.1 Understanding of men, women and youth in directly affected communities of land and petroleum legislation</td>
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<tr>
<td></td>
<td>1.2 Participation of men, women and youth in decision-making processes around O&amp;G issues at local level</td>
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<td></td>
<td>1.3 Effective mechanisms for collective action in place at community level</td>
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<td></td>
<td>1.4 Effective grievance redress mechanisms in place and use (judicial and extrajudicial)</td>
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<tr>
<td></td>
<td>1.5 Community understanding of gender impacts of Extractive Industries (EI)</td>
</tr>
<tr>
<td></td>
<td>1.6 Barriers to women’s participation on decision-making in O&amp;G processes identified and challenged</td>
</tr>
<tr>
<td></td>
<td>1.7 Research, analysis and reporting on O&amp;G governance and revenue use at local and sub-national level with consultation / participation of community groups</td>
</tr>
<tr>
<td>2. Outcome 2: Civil society organizations and platforms, including women’s rights organizations and media groups, strengthen engagement in economic, environmental, and social oversight and advocacy for</td>
<td>2.1 Need, existence and use of an online platform for O&amp;G</td>
</tr>
<tr>
<td></td>
<td>2.2 Advocacy and negotiation skills among SCOs, non-governmental organizations (NGOs) and the media</td>
</tr>
<tr>
<td></td>
<td>2.3 Barriers to women’s participation on decision-making in O&amp;G processes identified and challenged</td>
</tr>
<tr>
<td></td>
<td>2.4 Laws protecting the interests and rights of women understood</td>
</tr>
<tr>
<td></td>
<td>2.5 O&amp;G revenue management is gender sensitive and</td>
</tr>
</tbody>
</table>


improved petroleum revenue management at national and sub-national levels.

pro-poor

2.6 PSCNRNiE has strategic and investment plans, advocacy agenda for engagement with Government and O&G companies

2.7 PSCNRNiE National and sub-national advocacy and campaigns supported

2.8 Capacity of media based partners around O&G issues

2.9 Interactive radio and TV debates on EI policies, engage power holders, elected representatives and the public

2.10 Media elevates the national and international profile of key platform members as spokespersons for transparency and good governance

2.11 Participation in annual global forums, supporting exchange and presentation of national research and policy development

3. Outcome 3. Governments and private sector in the petroleum industry become increasingly receptive and responsive to the demands of active citizens, civil society, and media and their responsibility to operate transparently and accountably as duty-bearers.

3.1 Existence of a formal effective mechanism of dialogue to monitor commitments, contract compliance and legislation on community rights

3.2 Paralegals in Cabo Delgado and Inhambane provide quality services to directly affected communities

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**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**

In recent years, Mozambique has encountered some of the hardest challenges since the signing of the peace accord of 1992: the resurgence of armed conflict, allegations of human rights abuses, political collisions and politically motivated assassinations, the discovery of unaccounted State debts, a clamp down on contestation to government misconduct and an entrenched economic crisis affecting the majority of Mozambicans. Moreover, as two interviewees pointed out, it is possible that one of the most damaging effects of the unaccounted State debts is that it creates a disturbing precedent of permissiveness and lack of accountability that could be permeating the rest of society.

Against local and program expectations private sector companies Anadarko and ENI have not yet made FID. As a result, the large-scale infrastructure and petroleum sector investments expected in Palma have not materialized. Resettlement has not yet taken

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3 Unaccounted State debts were discovered in the past 3-4 years for over 2 billion dollars. Assumed under the last presidency in the name of the State, the 3 major debts did not receive higher level government approval and were unaccounted for in the country’s public debt plan. As a result, the International Monetary Fund (IMF) and some donors have ceased direct budget support to the government. The submission of results of a forensic audit have been postponed. Resumption of donor and IMF support has been said to be contingent on the results of this audit. The hidden debts unleashed a financial crisis in the country as a result of the devaluation of the metical, the Mozambican currency.
place either. Hence, communities have not been exposed to the multiple challenges that the program expected to address at community level. Stakeholders in Mozambique appear to have understood as well, that the much-awaited revenue boom expected from the recently discovered gas deposits in the north of the country is still far from materializing.

2. METHODOLOGY

Approach
The EPE is based on a qualitative approach based on a thorough literature review including partner reports, publications and media clippings complemented by a comprehensive set of interviews reaching a total of 27 key informants, of which 14 participated either in the baseline or in the mid term assessment (MTA) with 11 being female respondents (40%). This reflects the predominant male character of the O&G sector in Mozambique.

<table>
<thead>
<tr>
<th>Evaluation</th>
<th>Number of interviewees (m/f)</th>
<th>Female Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>End of Project Evaluation</td>
<td>27 (16/11)</td>
<td>40%</td>
</tr>
</tbody>
</table>

Table 2: Interviewees by gender

Oxfam organized all interviews ensuring that all stakeholder groups were represented, including new interviewees associated to new interventions. The time allotted to fieldwork enabled a broader reach.

<table>
<thead>
<tr>
<th>Stakeholder Category</th>
<th>N. of people Interviewed in EPE (repeat respondents Base line/MTA)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oxfam Country Staff</td>
<td>5 (3)</td>
</tr>
<tr>
<td>Oxfam Program Partner Organizations</td>
<td>1 (1)</td>
</tr>
<tr>
<td>(Other) Civil Society Organizations</td>
<td>9 (6)</td>
</tr>
<tr>
<td>Government Institutions</td>
<td>4 (1)</td>
</tr>
<tr>
<td>Media representatives</td>
<td>4 (2)</td>
</tr>
<tr>
<td>Donors</td>
<td>1 (1)</td>
</tr>
<tr>
<td>Private sector</td>
<td>3 (0)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>27 (14)</strong></td>
</tr>
</tbody>
</table>

Table 3: Interviewees by stakeholder type

As in the program´s baseline 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 / or MTA interviews to help them rate their perceptions over time.

Interview guidelines were produced and adapted depending on the type of stakeholder.
All activities were carried out in close coordination with the program's steering committee consisting of members from Oxfam America headquarters and in-country staff in Mozambique.

**Ethical Considerations**

Semi-structured interviews were preceded by a presentation of key information by the consultant on the Oxfam program aims, key partners, intervention and target geographic areas accompanied by information on the scope and objectives of the EPE. 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**

It was not possible to interview all the list of stakeholders proposed by the consultant and Oxfam due to availability issues among interviewees. Even if the number of informants doubled compared to that of the MTA, the fact that some interviewees were not reached could affect the comprehensiveness of the findings.

As the number of repeat respondents was limited the perceptions around specific quantifiable indicators used in the baseline survey and the MTA were obtained from new informants reducing the consistent longitudinal assessment of perceptions. While obtaining a longitudinal perspective from the same set of informants would have been useful, the consultant did obtain additional qualitative information from interviewees including if current rating reflects an increase, decrease or stability of the situation represented by each indicator in the last 12 months. In fact, as will be seen in the findings, the ratings are largely consistent with the descriptions provided by interviewees and the overall analysis.

### 3. FINDINGS

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

The program continued its active partnership with Sekelekani in 2016. Collaboration with other players increased in the last year of operations, including: (i) the program engaged with media player Soico, who is associated with the popular TV channel STV, to prepare two TV reports scheduled to be broadcasted early 2017; (ii) collaborated with different CSOs to coordinate participation of community members from Palma in exchange visits with communities affected by extractives in other parts of the country; (iii) funded three socialization seminars for the proposed Local Content Legislation; (iv) participated in Mozambique’s first National Resettlement Seminar; (v) participated in meetings related to women and extractives; (vi) continued dialogue with the National CSO Platform for Natural Resources and Extractives (PNSCRNIE), which involved funding research related to South African company Sasol. Finally, the program also funded a review of the Resettlement Action Plan (RAP) produced by Anadarko for the District of Palma.
In 2016 the program witnessed an important development in the last year of operations across outcomes 1 and 2. After determining that no new partnerships would be established to work at community level after ceasing the partnership with Centro Terra Viva (CTV), the program identified two areas to streamline program activities in the last year of operations. However, the limited time available until the end of the program was insufficient to give continuity with additional interventions that could have created greater impact.

In a couple of occasions and for practical reasons Oxfam was not able to keep to its convening approach and intervened directly rather than through partners. Performance thus shows positive results overall although some opportunities were not adequately explored, specifically, in dedicating more efforts to contribute to the development by national organizations of an agenda of gender in extractives. In the meantime, other international and national organizations, cognizant of the importance of the issue, have started engaging in research around gender in extractives, conducting local assessments, establishing partnerships with organizations in the region and convening interested parties to assess way forward.

The recommendation made in the MTA of granting a three month extension was accepted; a couple of activities are in fact due to end in March 2017.

This section presents summarized findings for each program Outcome including the perception ratings on key issues related to the petroleum industry in Mozambique through tables indicating the number of repeat respondents (persons having rated the same indicator in the baseline survey or the MTA as well as in the EPE).

3.1 Outcome 1: Women, youth and men improve skills to influence petroleum governance decision-making and to mitigate consequences of O&G industries in their locality

The program contributed to the establishment of mechanisms enabling information sharing, and the reporting of potential human and social rights abuses. Equally, the program exposed representatives of affected communities in Palma to potential effects of negatively managed resettlement programs and of participating in the first National Resettlement Seminar hosted by the government. In Northern Inhambane, communities received training on O&G economics to set the foundations for further activities seeking to empower community members around the distribution of benefits from petroleum operations among affected communities.

**Community Knowledge on Land and Petroleum Law**

The intention to establish partnerships with Muleide and Conselho Cristão de Moçambique (CCM) foreseen in the MTA to provide continuity of support to community members in Palma District did not materialize. The thoroughness of Oxfam’s assessment process to establish partnerships provided too lengthy to partner for only one year and the capacity to support and oversee from the partner from Maputo was considered as limiting.

Given that resettlement of community members in Palma is foreseen in the near future, Oxfam organized two events in close collaboration with other organizations present in the Cabo Delgado and active in Palma, more notably Associação do Meio Ambiente (AMA) to increase community knowledge in relation to resettlement. The events resulted in:

- Facilitated an exchange visit from the district of Palma to Tete (six people), where coal mining is extensive and the negative impacts of improperly managed
resettlement has been widely documented. Even when it is expected that the results of the implementation of the resettlement action plan in Palma align to international standards and practices, it is still deemed valuable that community members witnessed first-hand the effects of wrongly managed resettlement processes.

- Participation in the 1st National Resettlement Seminar, organized by the Ministry of Land, Environment and Rural Development (MITADER, Ministério de Terra, Ambiente e Desenvolvimento Rural). Interviewees indicated that communities had not been invited to this meeting; Oxfam’s financial support to the seminar opened the door for the group of six community members in Palma to participate.
- Administration of an economic modeling training session in Northern Inhambane, where communities affected by Sasol operations as resettled over 10 years ago live with the view to contribute to their understanding of the sector and the benefits it can generate for local communities.

Consistent with the views expressed by interviewees in the MTA, interviewees were of the opinion that the myriad of players and issues present in Palma – including challenges around land speculation - all contribute to increasing awareness of communities in relation specially to land issues. With regards to the level of knowledge of communities on the petroleum law, the program carried out a training activity on gas economics in Inhambane to increase the level of awareness of community members affected by the first Sasol pipeline.

### Table 4: Knowledge of affected communities in Palma District

<table>
<thead>
<tr>
<th>Non-statistical quantifiers</th>
<th>Average</th>
<th>N. Interviewees</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the level of knowledge on land and petroleum legislation among communities directly affected by O&amp;G projects in Inhambane and Cabo Delgado?</td>
<td>2.6</td>
<td>7 (BL/MTA)</td>
</tr>
</tbody>
</table>

As in the MTA, interviewees (n=5) expressed that it would be useful to have material available for communities, CSOs, media, and other stakeholders on simplifying the key contents relevant laws and processes, as well as outlining key stakeholder responsibilities. Interviewees consistently indicated that all stakeholders – including communities – need much more support in understanding the complexities of the extractives sector.

**Community Participation in O&G Governance Processes**

Opportunities for community engagement in decision-making related to extractives in Palma were limited in 2016, as explained above, due to the fact that FID was not made and the resettlement process has not yet started.

It was interesting to hear from some interviewees (n=3) that level of engagement of communities is lower than over a year ago. They claimed this to reflect the attention given at the time to community consultations both after controversy generated by interventions by CTV in that District (beyond the scope of the partnership with Oxfam, as well as the concerns related to the quality of consultations by the PNSCRNIE in 2015. Others (n=5) feel that engagement processes are so complex and incomprehensible for communities and so poorly understood by them, that communities
simply legitimize a process that they are unable to influence. Only two interviewees indicated that they felt that community members are substantially more capable than three years ago of participating in O&G governance processes.

There is still much to be done in terms of equipping the people of Mozambique to minimally understand and meaningfully engage in processes that have a bearing on their wellbeing and that of future generations. The limited experience with long and detailed consultation processes and the limited understanding of a complex sector, influenced by multiple and competing interests, coupled to the exposure to multiple stakeholders with at times contradictory messages, are all factors that contribute to this situation. While the constraints in the context or the education level of rural communities cannot be changed in a short period of time, an intensive intervention filling any gaps identified unaddressed by O&G developers under a collaborative environment would certainly be beneficial.

Understanding that gender inequities are common in rural areas of Mozambique, manifested among others, through limited participation in decision making, special attention would need to be given to rendering the empowering process gender sensitive.

Table 5: Participation of affected communities in Palma District in O&G governance processes

<table>
<thead>
<tr>
<th>Non-statistical quantifiers</th>
<th>AVERAGE</th>
<th>N. Interviewees</th>
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<tbody>
<tr>
<td></td>
<td>Base line</td>
<td>Mid-term</td>
</tr>
<tr>
<td>What is the level of participation of men and women and youth in O&amp;G governance processes?</td>
<td>2</td>
<td>2.8</td>
</tr>
</tbody>
</table>

Without a partner on the ground in Palma it was not possible to consider the MTA recommendation of directly building the capacity of men, women and youth in affected communities to fill any gaps identified for them to participate in the expected resettlement process in an informed fashion.

Mechanisms in Place at Community Level for Collective Action

Program interventions progresses as planned in this area, mainly through program support to Sekelekani. This CSO engages in a number of interrelated activities including:

- Creation of an online platform (Civilinfo) to disseminate information and report on human and social rights abuses at community level, including communities affected by extractive industries (oil, gas and mining).
- Training of community reporters in critical locations where extractive industries are operating to report on what happens at community level.
- Equipping community reporters with telephones to send information to Civilinfo managers, who receive and obtain any additional required information from community reporters and upload news into the Civilinfo platform.
- Documenting evidence collected at community level in public papers for broader dissemination distributed in hard copies as well as in Civilinfo with the view to contribute to advocacy and lobbying efforts.
These efforts to a large degree have been possible thanks to the financial contributions made by the NORAD-funded Oxfam program. Progress made in 2016 includes:

- Translation from Portuguese into English of contents of the Civilinfo platform enabling access to foreign interested parties. Data provided by Sekelekani indicates that the site was visited 9,878 times in 2016 by 5,661 viewers from Mozambique, U.S.A, U.K., Portugal and Russia among other locations. Nevertheless, the need to further promote the platform was confirmed as the platform is still not widely known, not even among peer CSOs.

- Two reporters from Palma were equipped with cellphones after having lost access to communications in 2015. Only one complaint was however uploaded in Civilinfo in relation to extractives in Cabo Delgado.

- The conduction of two meetings / refresher trainings for 25 community level reporters including training on safeguarding measures to avoid confrontation; two of these reporters are from the District of Palma.

- It was interesting to note that Sekelekani plans to build its research capacity in 2017, as recommended in the MTA.

**Community Understanding of Gender Impacts of EI**

While the program did not contribute directly to interventions in this area, it was interesting to hear from interviewees two general opposing opinions in relation to community understanding of the impacts of extractives on women and gender relations:

- Women are reported to continue being present in community meetings in Palma. By the same token, women have no voice in processes due to entrenched cultural patterns of men – not women - speaking in public spaces “in behalf of the community”. In addition, interviewees were also of the opinion that women in affected communities in Palma, cannot adequately foresee the changes that will occur in their lives with the Liquefied Natural Gas (LNG) project. Interviewees expressed their concern on the women’s inability to foresee how their responsibilities and burdens will increase. Moreover, two of the interviewees indicated that what women do not foresee a potential increase in vulnerability if the outcomes of resettlement and expected future opportunities are not met. Particular concerns were expressed around the impacts of, increasing inequalities potentially exposing female children and young women to transactional and trans-generational sex.

- Women know that they are the ones that carry the load at home; no one has to tell them how risks and burdens ultimately fall under their responsibility.

In any case, all interviewees agreed that important knowledge gaps persist at community level in relation to legislation, processes associated to O&G programs and the potential impacts of badly managed programs.

<table>
<thead>
<tr>
<th>Non-statistical quantifiers</th>
<th>BASELINE</th>
<th>MID-TERM</th>
<th>ENDLINE</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the level of knowledge on gender impacts of EI among communities directly affected by O&amp;G projects in Inhambane and Cabo Delgado?</td>
<td>2.5</td>
<td>2.2</td>
<td>2.3</td>
</tr>
</tbody>
</table>

Table 6: Community knowledge about gender impacts of extractives in Palma District
Barriers to Women’s Participation in Decision-Making in O&G Processes Identified and Challenges
Post-baseline survey program design consolidated interventions around the development of a gender in extractives agenda in Outcome 2, below.

Research, Analysis and Reporting on O&G Governance and Revenue Use at Local and Sub-National Level with Consultation / Participation of Community Groups
The activities planned for 2016 upon program design (two social baselines including gender issues, per year) were not conducted. As recommended in the MTA, their relevance was reconsidered and discarded from the program portfolio.

At the end of 2015 Oxfam considered engaging in research instead. Two topics considered at the time: assessment of consultation process for resettlement on men and women in Palma and a study assessing the consultation processes used in the context of the new pipeline planned between Inhambane and South Africa and Sasol (project that was approved). However, as recommended in the MTA the research topic was chosen by the program partner Sekelekani, namely: fair compensation for resettlement in the context of economic projects. The document includes information on policies, regulations and experience in the country on resettlement and expects to contribute to gaps in access to simplified information.

In what relates to participation of community members in analysis and reporting issues related with O&G programs, interviewees are of the opinion that communities in Palma and elsewhere at present are very open about raising issues of concern to them with relevant stakeholders, including the government. This is consistent with the change of perceptions outlined in Table 6.

Table 7: Community participation in O&G research, debate and analysis in Palma District

<table>
<thead>
<tr>
<th>Non-statistical quantifiers</th>
<th>AVERAGE</th>
<th>N. Interviewees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Baseline</td>
<td>Mid-term (Repeat respondents)</td>
</tr>
<tr>
<td>What is the level of participation of communities in O&amp;G research, debate and analysis?</td>
<td>1.5</td>
<td>1.8</td>
</tr>
</tbody>
</table>

3.2 Outcome 2: CSOs and platforms, including women’s rights organizations and media groups, strengthen engagement in economic, environmental, and social oversight and advocacy for improved petroleum revenue management at national and sub-national levels

Program results were more pronounced in this outcome. Specific results include greater understanding of complex technical issues, greater availability of information and involvement in discussions. Indirectly however, but equally meaningful, has been the program’s contribution to increased recognition of the role of CSOs as watchdogs.
for accountability and transparency. The media still face structural constraints the program meaningfully contributed to elevating the capacity of a limited group of journalists from a very low base of understanding of the sector. While substantial gaps still remain progress is encouraging.

**Understanding of Petroleum Laws and Land Law and Advocacy / Negotiation Skills among CSOs and the Media**

The program has been key in contributing to building the capacity of CSOs and the media around petroleum sector issues. CSOs and the media have increased knowledge and capacity to lobby and advocate for the protection of rights, effectively engage with decision-makers, and support fair compensation and distribution of benefits. Some training was carried out in the country by experts. In other occasions Oxfam funded the participation of CSO representatives in international trainings, meetings and workshops around extractives (for international events see the end of section 3.2 below). Program initiatives in this respect are highly praised and valued and have been referred to as being of very high quality.

As can be seen in Table 7, interviewees are of the opinion that the capacity of CSOs and the media have undoubtedly increased. By the same token, there is a widespread recognition that much more capacity development is needed for these stakeholders to feel sufficiently empowered to fully engage in the assumption of the roles. The two indicators which showed a negative trend are related to the advocacy capacity of CSOs in extractives. In fact, this is not surprising as issues raised by CSOs have not been followed through and brought about concrete results.

**Table 8: Advocacy capacity of CSOs and the media on O&G issues**

<table>
<thead>
<tr>
<th>Non-statistical quantifiers</th>
<th>Average</th>
<th>N. Interviewees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Baseline</td>
<td>Midterm</td>
</tr>
<tr>
<td>What is the level of knowledge of specialized CSOs of the Land Law?</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>What is the level of knowledge of non-specialized CSOs of the Land Law?</td>
<td>1.8</td>
<td>2</td>
</tr>
<tr>
<td>What is the level of knowledge of non-specialized CSOs of the Petroleum Law and O&amp;G projects and processes?</td>
<td>2</td>
<td>1.2</td>
</tr>
<tr>
<td>How would you rate the level of advocacy and negotiation capacities among CSOs at national level?</td>
<td>3</td>
<td>3.3</td>
</tr>
<tr>
<td>How would you rate the level of advocacy and negotiation capacities among CSOs at sub-national level?</td>
<td>1.2</td>
<td>2.5</td>
</tr>
<tr>
<td>What is the capacity of the media to report on O&amp;G issues?</td>
<td>1.4</td>
<td>2.1</td>
</tr>
<tr>
<td>What is the capacity of the media to engage in constructive debate on O&amp;G issues?</td>
<td>1.6</td>
<td>1.4</td>
</tr>
</tbody>
</table>

Funding was made available by the program for the conduction of 3 consultative meetings in three provinces on the topic of Local Content. Support to this activity seemed less relevant as it slides away from the themes chosen early 2016 for program focus, which would have been funded by others according to interviewees.

Specifically relating to the media, Sekelekani gave continuity to the journalist training
carried out in 2015 with a follow up training and another journalism contest. A total of 15 journalists participated in the event. Trainings such as the ones funded by Oxfam considerably contributed to elevating journalists’ capacity to report on extractives. Structural capacity gaps persist despite the progress made.

The program did not interact with other organizations also supporting capacity building interventions among journalists – including reporting around extractives. Leveraging efforts with the Media Strengthening Program implemented by IREX could have increased benefits to participating journalists and to overall contributions to address capacity gaps for increased involvement of journalists in extractives. For example, IREX brought in a specialist in media and extractives from Brazil in 2015-16 to work with local journalists. Support material was also produced, namely a guide for the production of media reports around extractives.

**Laws Protecting the Interests and Rights of Women Understood / Barriers to Women’s Participation in Decision-Making in O&G Processes Identified and Challenged / O&G Revenue Management is Gender Sensitive and Pro-Poor**

No specific interventions were carried out by the program at any stage of the program to contribute to this result beyond meetings with UNWOMEN who is interested in pushing forward an agenda on gender and extractives with a focus on mining. Steps have been made by organizations specialized in women’s rights and gender equality towards the development of an agenda in gender and extractives in 2016, namely:

- Forum Mulher, a large forum of organizations supporting women’s rights and gender equality partnered the International Alliance for Natural Resources in Africa (IANRA) and The African Gender and Extractives Alliance WoMIN.
- Hakoni Moçambique carried out two local assessments of knowledge and satisfaction with information received around extractive legislation and processes in coal mining areas of Tete Province and a ruby mining area in Cabo Delgado Province.
- The Mozambican branch of Women and Law in Southern Africa (WLSA) worked in Moatize finding among other things an increase in female poverty and vulnerability to transactional sex. The organization also participated in a conference in Brazil on the social impacts of extractives. The organization plans to conduct action research in Palma in 2017.
- Sekelekani conducted a study on the impact of mining on women (not directly supported by NORAD funding).
- UNWOMEN convened a meeting bringing together relevant players to raise awareness of the issue of gender in extractives and identify opportunities forward; the focus being on mining rather than in petroleum.

CSOs in Mozambique display interest and engagement in the issue of women in extractives, especially around mining, as mining operations are widespread in the country. These organizations are equally concerned about the situation of women in relation to the potential impacts of mismanaged programs related to O&G on women, together with the cumulative and indirect impacts that commonly arise in locations with economic development. The combination of CSO interest together with the potential for expansion of O&G projects in Mozambique justify investment in the development of capacities around gender and extractives. Interviewees indicated that Oxfam would be well placed to link relevant local organizations with global networks and finance specialized training at international level.
One of the people interviewed indicated that training at international level of key stakeholders from CSOs around gender in extractives would be extremely beneficial.

**PNSCRNIE National and Sub-national Advocacy Campaigns Supported**

At the end of 2015 the program considered supporting the development of the national platform at lower levels, that is, at district and provincial level. Other Norwegian funded CSO partners are channeling support to the PNSCRNIE, partly explaining why support from the Oxfam program dwindled over time. In addition, the lack of dedicated staff within platform members to dedicate to the platform also limits already stretched member organizations in engaging with potential platform partners.

The process of production and finalization of the platform’s strategic plan has been long and complex, highlighting the difficulties of platform building and the diversity of capacity and stance between different organizations. As one interviewee put it: “it appears to be much easier to pull efforts together to work on concrete issues that have funding available and just require concerting efforts and uniting voices than developing common agendas”. In fact, in 2016 the platform underwent a functional restructuring process and now has specific thematic groups created with the view to increase the quality of interventions. As a result, research interventions are now under the responsibility of members or outsourced to consultants rather than expected to be carried out by the “platform”. These changes are expected to sharpen interventions and shift gears to a more proactive agenda of organizations working on extractives in Mozambique.

In this context, Oxfam and the platform decided in 2016 to support the Mozambique version of the Alternative Mining Indabas, called Nkutano. While support for 2016 was planned, the event was not carried out due to the increased security risks faced in the country.

Lastly, the program financed in 2016 the conduction of a review of Anadarko’s RAP with an Australian company in coordination with the PNSCRNIE. The document was referred to as one of very high quality and good use. Information received indicates that the report was submitted to Anadarko in June 2016 while the period for submission of comments had closed in Dec 2015. As a result, the comments of the Anadarko RAP review did not have the full desired impact.

Giving continuity to a research piece carried out by the Centro de Integridade Pública (CIP) on Sasol and its intent in furthering research and publications in relation to the types of contracts signed by Mozambique with companies involved in extractives, Oxfam financed a study on the benefits of Sasol on the company itself as well as for South Africa. The study was carried out by a South African research institution. It is expected that the paper will inform CIP’s work in 2017 and could influence national lobby and advocacy agendas by Mozambican CSOs. Also, the paper opens the possibility for lobby and advocacy in South Africa.

**Need, Existence and Use of an Online Platform for CSOs, NGOs and Media on O&G**

Soon after the program was designed it became known that another organization intended to launch a project to support extractive sector governance in Cabo Delgado, which included the creation on repository of information around O&G in the Provincial Capital Pemba. As the project did not materialize the program considered funding the expansion of Civilinfo’s capacity to include key sector information next year.

**Interactive Radio and TV debates on EI Policies, Engage Power Holders, Elected Representatives and the Public / Media Elevates the National and**
International Profile of Key Platform Members as Spokespersons for Transparency and Good Governance

The different types of interviewees who shared their opinions in relation to the quantity and quality of reporting and debates in different media related to extractive industries (n=13) pointed that reporting capacity has undoubtedly increased in relation to three years ago. The Oxfam program in their view constitutes one of the mechanisms contributing to this change, but not the only one. However, the outspokenness witnessed is not exclusively on the media, or around the extractive sector. People in Mozambique are more outspoken than some years ago.

Mozambique today has a much wider range of media players so the landscape is no longer dominated exclusively by media houses with stringent political allegiances. Independent media players are common and more informal channels are expected to increase with the rise of messaging and social media. In fact, this was pointed by interviewees (n=3) out as a clear opportunity to increase information exchange and reporting around extractives.

Interviewees indicated that while reporting capacity has improved, capacity gaps are still important. Three weaknesses were cited to continue to deeply affect reporting capacity and critical debate around extractives. First, the complexity of the sector and associated technicalities. Secondly, the prevailing lack of funds available for investigative journalism. Thirdly, the dependence of financially fragile independent media houses on commercial publicity could compromise reporting if the extractive sector directly or indirectly comes to play a role in financing them.

Table 9: Capacity of the media to engage in constructive debates around O&G

<table>
<thead>
<tr>
<th>Non-statistical quantities</th>
<th>AVERAGE</th>
<th></th>
<th></th>
<th></th>
<th>N. Interviewees</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the capacity of the media to report on O&amp;G issues?</td>
<td>1.4</td>
<td>2.1</td>
<td>2.1</td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>What is the capacity of the media to engage in constructive</td>
<td>1.8</td>
<td>1.4</td>
<td>1.9</td>
<td></td>
<td>13 (10)</td>
</tr>
</tbody>
</table>

In 2016, the program dialogued with Soico, an affiliate of STV, a leading independent TV channel, to fund the production of two programs around extractives; one in Palma and one in northern Inhambane. The programs had not been broadcasted by the time this EPE was conducted, reason for which it was neither possible to watch it or to get interviewee opinions on its quality, relevance and impact.

Participation in Annual Global Forums, Supporting Exchange and Presentation of National Research and Policy Development

One of the interventions most valued is the role played by Oxfam and partners in supporting access to specialized international training courses, participation in sector related workshops and in indirectly enabling CSO representatives from national and sub-national level, partners and collaborators to broaden their awareness of the sector. Exposure to knowledge and access to the experience of other countries in dealing with practical situations enables CSOs and the media to move beyond the theoretical knowledge and establish informal linkages with other organizations at international level. It also has made it possible for players in Mozambique to use the experience of other countries to critically think about the strategies that they develop to enhance
citizenship and increase the availability of information. An example of this is the model identified to implement Nkutanos, the Mozambican version of Mining Indabas; after witnessing first-hand the experience in South Africa, Mozambican players decided to conduct the events in areas affected by extractives, rather than in the capital city of Maputo.

Concretely, activities supported in 2016 include:

- Sekelekani participated in an International Conference on ICT4D. A direct result of this is the improvement of the capabilities of the Civilinfo platform.
- Kuwuka (a CSO based in Maputo), CCM and AMA delegations from Cabo Delgado Province participated in the Alternative Mining Indaba that took place in South Africa in 2016.
- CCM attended a rigorous winter school on resettlement organized by the university of Groningen.

3.3 Outcome 3: Governments and private sector in the petroleum industry become increasingly receptive and responsive to the demands of active citizens, civil society, and media and their responsibility to operate transparently and accountably as duty-bearers.

The program indirectly contributed to the wave of change seen in the country of increased receptiveness by duty bearers to recognize the role of CSOs and the media in extractives and has led to increased constructive engagement between stakeholders. While hardly any interventions were planned and implemented directly as part of this Outcome, the results attained are a result of other program components.


External factors partly conditioned interventions in this area, concretely due to the fact that the Cabo Delgado Sustainable Development Forum did not materialize. The time however appears now to be more appropriate for such multi-stakeholder interactions. Awareness of the value added by the participation of different stakeholders in dialogue and assuming an active role towards increased accountability, transparency and citizenship has considerably increased in Mozambique in the last three years. A tendency for CSOs to still be considered predominantly as agents supporting government service delivery efforts still lingers. However, this is not surprising given the long history of collaboration and contribution of international NGOs and CSOs in the country in service delivery, but perceptions are changing. Part of the challenge is that CSOs feel they need to close the gap in areas that the government is not yet appropriately equipped to warrant that the rights of populations are protected. The reasons behind this are a combination of government resource constraints and the inherent distrust of government institutions in an area so sensitive to corruption.

A concrete development was witnessed during this EPE in relation to previous years, which is an increase in dialogue between O&G developer Anadarko towards national CSOs (CIP, Sekelekani, the PNSCRNIE and CTV were referred to) and Oxfam. This fact, on the one side highlights the importance of the work conducted by these organizations and on the other side shows the openness of previously distant actors to dialogue and share information.
Paralegals in Cabo Delgado and Inhambane Province Provide Quality Services to Directly Affected Communities

No activities were conducted in 2016 towards this outcome due to the absence of partners who could work directly with paralegals. As a result, Oxfam also decided not to move forward with supporting the legalization process of paralegal associations in Palma (ASPALMA) or in Cabo Delgado (ASPACADE).

3.4 Program Management

Overall program management considerably improved in 2016 after making the strategic decision to focus broadly on two themes during the last year of operations. Aware of the benefits that engagement with the Tanzania program particularly could have for understanding local issues confronting communities on both sides of the border between Mozambique and Tanzania, program staff in Mozambique proactively sought to engage with the Tanzania program staff. Despite perceived interest, staff turnover in the Tanzania office did not allow for meaningful and regular engagement. The Oxfam office in Mozambique is undergoing internal changes inherent to the Oxfam integration process between country affiliates, which in 2016 took more time than in previous years. This process may have had a slight effect on staff availability but did not compromise performance levels.

Disbursement of funds from NORAD to Oxfam encountered delays in 2014, 2015 and 2016 and thus to Oxfam’s partner organizations. Illustrative of this is that Sekelekani received program funds for 2015 in September of 2015 and for 2016 in October of 2016. Oxfam Novib is committed to advancing funds as required as long as contracts (and disbursement commitments with Oxfam America) are signed. Financial audits were carried out highlighting adequate financial management. Also, over the entire program, the frequency, timeliness and quality of reports submitted by program partners has met Oxfam standards.

Consistent with opinions expressed in the MTA, partners and collaborators are highly satisfied with the type and quality of support received from Oxfam in the context of the NORAD-funded program. In 2016, dialogue around results appears to have improved. On a more operational note, there is room to improve communication with partners and collaborators in terms of engaging and following up on actions discussed with sufficient time to avoid unnecessary shortcuts forcing Oxfam to act in behalf or instead of local players. Logistical arrangements when interacting with others also require improvements, not only to ensure smooth implementation but also to ensure that effects of poor logistics do not negatively affect relationships.

Beyond the program level, Oxfam contributions in institutional strengthening are acknowledged and praised. The consultant is of the opinion that this precisely is one of Oxfam’s strengths and contributions to the overall sustainability of interventions. Concrete contributions include support provided to Sekelekani in the development of its Institutional Development Plan and Resource Mobilization Strategy.

The program suffered a loss of approximately 50,000 USD of the original budget for the year due to the currency fluctuations. The reduction did not significantly affect program interventions or outcomes but compromised the implementation of only one activity.
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 assistance:

Table 10: Assessment of Program Performance against OECD Criteria

<table>
<thead>
<tr>
<th>No.</th>
<th>Criteria</th>
<th>Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Relevance</td>
<td>The program has been highly relevant for the context. Follow up investments to raise the capacity of CSOs, the media, communities and lobbying for improved governance processes in a country with a very young petroleum sector will continue being relevant in years to come.</td>
</tr>
<tr>
<td>2</td>
<td>Effectiveness</td>
<td>Important contributions were made by the program to build the capacity of community representatives, CSOs and journalists on highly technical petroleum sector issues. It has also increased critical broadcasting and stimulated debates in this area. Civilinfo, a breaking-ground Mozambican online platform was created with and has benefited from substantial program support. Effectiveness across the active citizenship spectrum of creating awareness - building capacity – generating evidence – lobby &amp; advocacy is likely to have been greater with a tighter and integrated design of short-term interventions with clear results.</td>
</tr>
<tr>
<td>3</td>
<td>Efficiency</td>
<td>Program records indicate that careful and responsible use has made of NORAD funds. Meaningful results were achieved despite disbursement delays, having had access to fewer funds than initially anticipated over time and having lost a key partner in YR 1 of operations.</td>
</tr>
<tr>
<td>4</td>
<td>Impact</td>
<td>The program contributed to setting the foundations for longer-term assumption of roles by communities, CSOs and the media. At present there is an increased recognition by petroleum sector companies and the government of the role played by the local media, Mozambican CSOs and Oxfam in sector governance.</td>
</tr>
<tr>
<td>5</td>
<td>Sustainability</td>
<td>Training of individuals on highly technical issues and raising the awareness of the need for informed players are essential pillars for long-term engagement of citizens and organizations in petroleum sector governance. The program has made significant contributions to setting these foundations.</td>
</tr>
</tbody>
</table>

4 http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm
3.6 Key EPE Questions Identified by Country Office

During the Inception period of this EPE, Oxfam country staff indicated the aspiration to have key country learning questions added to the study. The Mozambique country office presented the following:

**How could the program best address gender issues, especially among partners?**

The country office already has tools to assess the degree of gender sensitivity of partners and their programs (Gender Traffic Light) and another tool is being integrated to build the capacity for mainstreaming gender among peer organizations (Gender Mainstreaming Leadership Trajectory). Following the inspiring results reported by Oxfam Novib in its use, it is possible that the integration of this second tool successfully assists in building gender mainstreaming capacity among Oxfam partners.

According to Oxfam staff, a key constraint encountered at times is lack of demand for gender mainstreaming by local partners. Should the Gender Mainstreaming Leadership Trajectory not prove useful, Oxfam Mozambique would need to consider measures to stimulate such demand, to avoid partners adopting a donor-pleasing behavior to meet a perceived requirement.

In this context, an opportunity that could be explored by Oxfam would be to explore and share the concrete short and long-term impacts derived from gender blind programming in their partners’ line of work and use the information to engage in demand generation processes. Secondly, it is possible that additional resources be necessary – if not yet included – in support allocated to partners for gender mainstreaming to be effective.

4. CONCLUSIONS & RECOMMENDATIONS FOR NORAD II

CONCLUSIONS

The program in Mozambique faced circumstances that were very different from what it originally anticipated. Prior to the start of the program many thought about the investments and challenges expected with FID and associated massive infrastructure and construction investments and a distorted impression that wealth was soon coming. Instead, FID is still awaited and no movement is seen in Palma. Politically motivated assassinations were frequent and severe repression is still feared. Whilst awaiting the end of the armed conflict, Mozambique also faced unaccounted state debts, unleashing a huge financial national crisis affecting ordinary Mozambicans. In addition to these external factors, Oxfam’s partnership with CTV ended in the first year of operations and no new partnerships were established limiting the scope of contributing towards Outcome 1.

Whilst Mozambique's needs and capacities are still vast, CSOs today are more capable on technical issues related to O&G and citizenship rights than before as reflected in their work. Communities (in general) are much more vocal and less hesitant to place concerns and/or complaints when wrongly treated. The media goes beyond only reporting events and now assumes a more critical and challenging role. The government and O&G companies take CSOs seriously beyond service delivery functions. It is evident that the program has contributed, albeit not alone, to increasing
the knowledge and awareness of the complexities of O&G among communities, CSOs and media players in Mozambique. However, it is not possible to establish direct attribution lines between program interventions and the overall situation of accountability and citizenship in extractives in the country.

In its last year of operations the program supported a few strategic interventions valued by Oxfam partners in the context of citizenship in extractives. The two main topics were: resettlement and distribution of government revenues from O&G to communities.

Program design did not involve partners and key collaborators jointly engaging in strategy development towards an interlinked service delivery, research and advocacy agenda highlighting limiting coherence and the traceability of expected short-term results towards higher level and longer-term outcomes. However, program contributions to accountability and citizenship in extractives in Mozambique are undeniable. Program interventions were highly praised and valued by local partners and collaborators. Beyond outputs, program interventions have contributed to the changes witnessed within the past year and a half in the extractives sector of increased dialogue, information sharing and coordination between different types of stakeholders.

Developments in the O&G sector in coming years could include investments in Palma moving forward with the introduction of LNG into the country. Additional O&G discoveries could be announced in other areas of the country. What is certain is that Mozambique is well endowed in terms of extractive resources. The degree to which this natural wealth is actually explored however, depends more on external factors than in the country’s preparedness. International LNG markets, the competitive forces within the East and Southern Africa Regions to develop O&G and global politics will determine if Mozambique’s O&G potential is explored. In the meantime, the country can only gain by continuing to invest in increasing the voice and participation levels of citizens towards transparency and greater accountability.

**RECOMMENDATIONS**

Rather than presenting recommendations by outcome – as outcomes for the upcoming program will not necessarily be consistent with these, it is recommended that the program in Mozambique considers the following:

- Involve partners and key collaborators in agenda setting linking service delivery, research and advocacy efforts focusing on short-term results associated to interlinked program interventions implemented by partners and collaborators that contribute to higher level and longer-term outcomes.
- Increase coordination with other agencies working around common areas of intervention to avoid duplications and gaps by leveraging on investments.
- Continue promoting capacity building interventions by funding participation in relevant international events and supporting local training and events. Combine general capacity building efforts in O&G with building capacities around specific topics covered by the program. Examples include gender and extractives, resettlement process and standards, challenges faced by countries along with best practices.
- Consider strongly contributing to the production of easy to understand material around the issues that the program is working on and general issues around extractives.
- Continue supporting Civilinfo and further disseminate their work within the country, consider public media for wider reach.
• Consider the applicability of capitalizing on the trend of increased use of social media.

• Consider contributing to joint local agenda setting around gender in extractives and giving continuity to topics addressed in the third year of operations, namely, resettlement and distribution of O&G revenues to affected communities.

• Work with key partners and collaborators in assessing the benefits of gender sensitive programming and build their capacity for gender mainstreaming, as required.

• Given that other organizations are working already at community level in areas where petroleum projects are already in place or in locations where they are planned, Oxfam would be better placed to work around areas in which it has more expertise. Supporting local CSO and other partners in building and implementing agendas for generation of evidence / research, movement building and supporting lobby and advocacy are better suited to Oxfam’s organizational culture.
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

<table>
<thead>
<tr>
<th>Timeframe</th>
<th>Activity</th>
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<tr>
<td>Mid-December</td>
<td>Select Consultant(s)</td>
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<tr>
<td>Early January</td>
<td>Finalize methodological approach; sign MOU based on agreed scope, approach and schedule</td>
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<tr>
<td>January</td>
<td>Oxfam field staff work with consultants to identify key informants, review any questionnaire &amp;/or survey instruments &amp; provide documentation</td>
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<tr>
<td>End of January</td>
<td>Consultant submits inception report</td>
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<tr>
<td>February</td>
<td>Consultant/evaluator conducts field research and data collection</td>
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<tr>
<td>Early March</td>
<td>Consultant drafts initial findings and presents/discusses with evaluation steering committee and validates with Oxfam staff</td>
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<tr>
<td>Mid-March</td>
<td>Consultant submits first draft of evaluation; Oxfam submits comments</td>
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<tr>
<td>End of March</td>
<td>Consultant submits final evaluation report.</td>
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</table>
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 in Ghana, Tanzania or Mozambique (Portuguese proficiency is required for the Mozambique consultant)
7. Experience in Ghana, Tanzania or Mozambique (Portuguese proficiency is required for the Mozambique consultant)
8. Experience in Ghana, Tanzania or Mozambique (Portuguese proficiency is required for the Mozambique consultant)

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

AAJC, Oxfam and UPCT. Resettlement and the Extractives Sector: Listening to the Voices of Resettled Communities in Mualadzi.


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Sekelekani (no date). The Sluggishness of the Rovuma Gas Project Flow Bewilders Palma Communities.

UNWOMEN, Género e Indústrias Extrativas: O Caso de Moçambique.

Vieira Mário, T., (a). Já Nenguém Bate Palmas… em Palma.

Vieira Mário, T., (b). Reassentamentos em Palma, Entre Expectativas e Incertezas.
# ANNEX 3: INSTITUTIONS INTERVIEWED

<table>
<thead>
<tr>
<th>Institutions Interviewed by Stakeholder Category</th>
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<tbody>
<tr>
<td><strong>Civil Society Organizations</strong></td>
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<tr>
<td>Sekelekani</td>
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<tr>
<td>Plataforma Nacional da Sociedade Civil de Recursos Naturais e Industria Extractiva (PNSCRNIE)</td>
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<td>World Wild Fund for Nature (WWF)</td>
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<tr>
<td>Women and Law in Southern Africa (WLSA)</td>
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<td>Forum Mulher</td>
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<td>Associação do Meio Ambiente (AMA) – Cabo Delgado</td>
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<tr>
<td>Associação de Apoio Jurídico às Comunidades (AAJC)</td>
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<tr>
<td>Plataforma de Organizações da Sociedade Civil de Inhassoro</td>
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<td>Hakone Moçambique</td>
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<td>IREX</td>
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<td><strong>Donors</strong></td>
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<td>Royal Norwegian Embassy in Maputo</td>
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<td><strong>Media</strong></td>
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<td>Soico</td>
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<tr>
<td>Independent journalists</td>
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<tr>
<td><strong>Private Sector</strong></td>
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<tr>
<td>Anadarko</td>
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<tr>
<td>Confederação das Associações Económicas de Moçambique (CTA)</td>
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<tr>
<td><strong>Government Institutions</strong></td>
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<tr>
<td>Ministério de Terras, Ambiente e Desenvolvimento Rural (MITADER)</td>
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<td>Ministério de Economia e Finanças (MEF)</td>
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<td>Ministério de Indústria e Comercio (MIC)</td>
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ANNEX 4: INTERVIEW GUIDELINES

Fórum Mulher / Hikone / WLSA
1. What has been done in Mozambique towards to develop an agenda around gender and extractives?
2. What are the opportunities and challenges faced to develop such an agenda?
3. What is your organization doing in the extractives sector?
4. How would you rate the level of participation of CSOs around lobby and advocacy in the context of extractives? What are the key challenges encountered?
5. What else needs to be done in your view to be successful in this area?
6. Ratings.

AACJ, AMA, Plataforma de Organizações de SC de Inhassoro, Journalists from SOICO, CTA
1. In what role have you / your organization interacted with the Active Citizenship Program managed by Oxfam with NORAD funding?
2. What have been the main advantages of this collaboration?
3. What could have been done better in relation to content / technical issues, management, financial matters or others?
4. The program seeks to build the capacity of: (i) communities to exert their rights, (ii) CSOs to assume the needed watchdog role; (iii) of the media to promote access to information. The program was also designed to contribute towards the development of an agenda in gender in extractives in the country. What do you feel have been the areas of greatest achievement of the program?
5. How would you describe the way in which the program was implemented?
6. Which are the most important direct and indirect program impacts?
7. What lessons have been learnt in the process?
8. Do you have any additional information that you would like to share or recommendations to put forth?
9. Ratings.

MIC
1. What are the key areas of interest for the GoM in relation to Local Content?
2. Could you please describe the process to be followed by the GoM to finalize the proposed law in relation to Local Content?
3. How did Oxfam contribute to the socialization seminars carried out in the process of developing the proposed law in relation to Local Content?

MEF
1. What are the key areas of interest for the GoM in relation to Local Content?
2. Could you please describe the process to be followed by the GoM to finalize the proposed law in relation to Local Content?
3. How did Oxfam contribute to the socialization seminars carried out in the process of developing the proposed law in relation to Local Content?
4. Please describe the mechanisms in place for channeling funds from government revenues derived from extractive sector projects to communities?

DINOTER / MITADER
1. What changes have been seen to date or are foreseen in the legislation and associated petroleum sector processes, which fall under the mandate of this ministry?
2. What entity is responsible for monitoring the quality of consultation processes in O&G projects?
3. What were the main objectives of the 1st National Resettlement Seminar carried out in 2016? What results were achieved?
4. What was Oxfam’s contribution to this Seminar?
5. How were value of compensation to be given to O&G affected communities determined?
6. Oxfam supported the process of revising the RAP produced for the LNG project in Palma with the view of contributing towards its improvement. Would it be possible to have access to the final document submitted by Anadarko to MITADER?
7. Oxfam signed a MoU with MITADER. What is the added value of this partnership?
8. Ratings.

ANADARKO
1. When are you expecting to resettle affected communities in Palma? Please confirm the total number of people / families that will be resettled.
2. What is your opinion on the Palma RAP review prepared with funding from the Oxfam program funded by NORAD?
3. To what extent did the RAP review contribute (or not) to the production of the final document submitted to the GoM?
4. How has Anadarko engaged with CSOs in Palma, Cabo Delgado and at National Level?
5. What have been the main benefits of those interactions with CSOs? What challenges have been encountered in the process? How have these been overcome?
4. When is Anadarko expecting to make FID for Palma?

CIP, WWF, PNSCRNIE members
1. What support has been provided to the PNSCRNIE in the past year? What have been the results of this support?
2. What is the status of the PNSCRNIE? (membership base, strategic plan, lobby and advocacy strategy, etc.)
3. What have been the main challenges faced by the platform? Have they been overcome? How / Why not?
4. In your view, what have been the most important achievements of the platform to date?
5. How has Oxfam’s active citizenship program in extractives financed by NORAD contributed to strengthening the platform?
6. And how has it contributed to active citizenship more broadly in the country (direct / indirect benefits)?
7. What would need to change in the way in which the program operates to increase its impact?
8. How can your organization and the Oxfam program better coordinate interventions around active citizenship in extractives?
9. What lessons have been learnt from the implementation of the Oxfam program?
10. Ratings.

Nilton (Finanças Oxfam Moçambique) SOBRE 2016
1. Please confirm the amounts budgeted, received and used. Please indicate timeliness of receipt and disbursement in the Mozambique country office.
2. Please confirm who you have transferred funds to. How would you describe the quality of reporting by partners who received funding from this country office in the context of the Accountability and Active Citizenship program?
3. To what degree have partners been able to spend funds received?
4. What challenges have you encountered in reporting to the Oxfam America HQ office?
5. When will program accounts close?

Elvira and Celso (MEAL Oxfam Moçambique)
1. What role have you (in charge of MEAL) assumed in relation to the Active Citizenship program financed by NORAD?
2. Has the support provided to this program been the same as to other Oxfam programs in country? If negative, why?
3. What challenges have you encountered when supporting the program?
4. Were annual plans for 2014, 2015 and 2016 produced? Could you share them with me please? How were these plans produced? Who within the Oxfam office is responsible for ensuring that such a document is produced for every program managed by the country office?
5. How are the following monitored: coherence between activities, progress in the implementation of activities planned, results achieved and achievement of overall goals in Oxfam Mozambique?
6. Is there a role for you to play in bringing partners of a given program together to contribute to program design, discuss progress made, results achieved on a yearly basis and to review evaluation results?

Dulce (Género Oxfam Moçambique)
1. What methodologies have been used by this office to build the capacity of partners around gender issues?
2. Which of the partners of the Active Citizenship program have received support in this area? Why? Please describe interventions implemented? What results have been achieved? How satisfied are you with the results achieved?
3. What else do you need to achieve better results?
4. What form of coordination is there between you and specific Oxfam program managers to ensure that gender is adequately mainstreaming in each program?

Norwegian Embassy
1. What are the major outcomes of Oxfam´s work around active citizenship in extractives in Mozambique?
2. What were in your view the major successes of the program?
3. In your view, what could have done better? What opportunities were missed /
4. Unintended impacts of the program.
5. What is the Embassy´s view on Oxfam at times positioning itself at the forefront in the country rather than supporting partners to do so?
6. How rigid / flexible do you feel the program is to allow for adaptations to the needs and priorities of CSOs and communities?
7. Ratings.

Independent Journalists

Mozambique has seen important developments in the petroleum sector in recent years. What is your opinion in relation to the following:
1. What are the main challenges affecting the involvement of journalists in the petroleum sector in the past 3 years:
   - technical capacity to report and engage in critical debate
   - access to means to engage in this sector
   - liberty of expression, interest
2. Are these challenges the same as the ones faced earlier? Why / why not?
3. What progress have you witnessed in the way in which journalists have been engaging in extractives in the last 3 years?
   - # reports; quality
   - # debates; quality
   - participation CSO representatives as spokespersons of good governance

4. Do you know the platform Civilinfo? What are its main attributes and limitations?

5. Have you heard about the investigative journalism contests launched by Sekelekani for extractive industries? What is your opinion about them? How could these improve?

6. What have been the main contributions of the Active Citizenship program to Mozambique?

7. Ratings.
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.