

OXFAM AMERICA
Mid-Term Assessment Report

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

MID-TERM ASSESSMENT REPORT - MOZAMBIQUE

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

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This is a Mid-Term Assessment 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 2016. The mid-term assessment was carried out by Chiqui Arregui through a competitive process and reflects the findings as reported by her 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 Julie Kim, Program Officer from Oxfam America, and commissioned by Keith Slack, Extractive Industries Global Program Manager, Programs Department.

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

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ABBREVIATIONS AND ACRONYMS

ASPACADE	<i>Associação de Paralegais de Cabo Delgado / Paralegal Association of Cabo Delgado</i>
ASPALMA	<i>Associação de Paralegais de Palma / Paralegal Association of Palma District</i>
CCM	Conselho Cristão de Moçambique
CIP	Centro de Integridade Pública
CSO	Civil Society Organization
CTV	Centro Terra Viva
EI	Extractive Industries
EITI	Extractive Industries Transparency Initiative
ESMP	Environmental and Social Management Plan
FID	Final Investment Decision
FOCADE	Forum de Organizações de Cabo Delgado
FPIC	Free, Prior and Informed Consent
IFC	International Finance Corporation
IUCN	International Union for the Conservation of Nature
LNG	Liquefied Natural Gas
MITADER	<i>Ministério de Terra, Ambiente e Desenvolvimento Rural / Ministry of Land, Environment and Rural Development</i>
NGO	Non Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
O&G	Oil and Gas
PNSCRNIE	<i>Plataforma Nacional da Sociedade Civil de Recursos Naturais e Indústria Extractiva / National Civil Society Platform on Natural Resources and Extractive Industries</i>
WLSA	Women and Law in Southern Africa (in Mozambique)
WWF	World Wildlife Fund for Nature

EXECUTIVE SUMMARY

In Mozambique, the NORAD-funded ***Accountability through Active Citizenship Program: Improving Petroleum Governance in Ghana, Mozambique and Tanzania*** aims to enable the active and informed participation of communities, Civil Society Organizations (CSO) and the media in Oil and Gas (O&G) governance processes, and includes a strong gender component.

The project initially focused in the two regions of the country with on-going O&G projects (albeit in different project phases): Northern Inhambane where the South African company SASOL has an active gas production project since 2004. The second target location is Palma District, Cabo Delgado Province – the northern district on the coast bordering Tanzania – where ENI and Anadarko lead the LNG project with Final Investment Decision expected to be made in 2016.

The objective of the Mid-Term Assessment (MTA) is to analyze and document (i) progress in the implementation of activities; (ii) results achieved; (iii) changes in the context that could affect the program; (iv) assess program management practices; and (v) put forth recommendations to maximize the achievement of results in the last months of operations with completion scheduled for December 2016.

The MTA was conducted during the months of December (inception period), with fieldwork carried out in January 2016. A total of 12 people were interviewed in the context of this MTA; brief information was also received from an additional 2 informants. This was accompanied by a thorough literature review encompassing partner reports, publications, media clippings and in-country news. Time limitations and availability of informants resulted some intended interviewees not having been reached despite the multiple efforts made.

A newly elected government came into power early 2015. A common narrative heard during the MTA is that the new government appears to be more receptive to dialogue and recognizes the role of CSOs, appeasing some of the animosities previously felt by local organizations in the country. However, this positive change was also accompanied by armed conflict in various locations including Northern Inhambane, Sofala, Zambézia and Tete Provinces with a reported number of over 10,000 Mozambican refugees still in neighboring Malawi. Persistent political turmoil between the government and the main opposition party further threatens instability and increases the potential for armed violence and social unrest. Some interviewees unsolicitedly indicated that the country's political tension is rooted in the fight over the control and benefit over natural resources.

The program has performed well overall with notable progress in contributing to building the capacity of the media to increase quantity and quality of reporting on O&G issues. The program has also been sensitive to CSO processes and dynamics and is well placed to accelerate the pace in coming months in consolidating CSO capacities and encouraging the development of a gender in extractives agenda in the country.

Findings are presented in line with program outcomes:

Outcome 1 (Community Capacity) - Key Findings:

- The program supported three trainings at sub-national level involving community representatives, community paralegals and CSOs working in Palma district. Interviewees are of the opinion that knowledge of relevant laws and processes among affected communities in Palma has increased partly due to program interventions. Having said this, interviewees also expressed that understanding of the impacts of poorly managed engagement processes in O&G projects and women's participation continue to be very low in Palma.

- Civilinfo, a civil society news agency, was launched in 2015 with program support.
- The program has made initial contacts for the development of research proposals; final concept notes are yet to be developed.

Outcome 2 (CSO and Media Capacities) - Key Findings:

- The program supported training activities at national and provincial level aiming to increase CSO and media capacity – all considered of relevance by interviewees. The program also linked partners with emerging capacity building opportunities overseas. However, interventions appear to have been *ad hoc* rather than part of a coherent plan – this is especially the case with trainings targeting CSOs.
- Knowledge and coordination gaps persist within the civil society sector. Linkages between national, provincial and district platforms also need to be strengthened.
- The program established contact with a number of international organizations conducting research around gender and extractives. However, no concrete steps were taken by the program in 2015 to stimulate the development of an agenda around gender and extractives among CSOs or increase their capacity in this area.
- Interviewees expressed that the quantity and quality of debates on O&G governance has increased in the last 12 months. Four respected CSO spokespersons have emerged and were identified as leading informed discussions around extractives in the country.

Outcome 3 (Responsiveness to the Demand of Active Citizens) - Key Findings:

- The establishment of a formal dialogue mechanism between the government and civil society and other stakeholders to monitor commitments and contract compliance as considered in program design relied on the establishment of the Cabo Delgado Sustainable Development Forum. The constitution of that Forum was led by another agency. The forum was not established in 2015 but the potential for it still exists.
- The program supported the implementation of two capacity building activities of community paralegals in Palma. More intensive interventions were interrupted by the discontinuation of a key partnership in the context of the program but measures have been taken to ensure continuity to achieve program objectives.

Program Management Findings:

- The program uses a strong capacity building approach respecting partners' / collaborators' internal processes and agendas focusing on a shared vision of longer-term outcomes. However, in coming months the program needs to identify and work towards concrete, short-term results.
- The program has managed each component separately without including joint analysis and strategic planning with partners and collaborators.

Key MTA recommendations:

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

- Request a no-cost three-month extension to NORAD to consolidate community level interventions, CSO capacity building – including support to the National Civil Society Platform on Natural Resources and Extractive Industries (PNSCRNIE, *Plataforma Nacional da Sociedade Civil sobre Recursos Naturais e Indústria Extractiva*), and stimulate the development of a national agenda led by CSOs on gender and extractives.

- Establish clear, concrete and realistic targets to be achieved by the end of the program.
- Promote a joint analysis of the O&G sector among program partners and key collaborating CSOs, including the PNSCRNIE, to identify key research topics for a short-time period (for 2016 or up to mid 2017, for example), with the view to develop ownership over these studies and generate the knowledge and evidence needed for key advocacy areas identified by CSOs. If necessary, reconsider research topics identified to date. The intent should be to strengthen the service delivery-evidence-documentation-advocacy platform adequately at all stages and ensure appropriate linkages throughout.
- Following the example of the Tanzania program, promote linkages between the African Gender and Extractives Alliance WoMIN and relevant local players.
- Consolidate the capacities of community paralegals in Palma District to serve as focal points for information and provide support to community members in claiming and exercising their rights in an environment susceptible to high degrees of speculation.
- Support the production of a toolbox, which includes easy-to-understand material in relevant local languages on relevant laws and processes for distribution among key stakeholders at provincial, district and local level; also share with key players at national level.
- Seek to increase media coverage of key events such as Nkutano with preparatory sessions targeting the media.

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. In Mozambique, it is managed by Oxfam Novib. The program works with communities, national platforms, CSOs and the media to redress unequal access to information and capacity imbalances for effective and inclusive O&G governance. As such, the program aims to achieve the following in Mozambique:

- Empower communities directly affected by O&G projects in Mozambique (Palma District, Cabo Delgado Province) to effectively and constructively participate in governance processes that promote gender and social equity;
- Build 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;
- Build the capacity of the media to increase the quantity and quality of reporting on processes and results associated with O&G projects in Mozambique.

The program was designed to intervene at three levels: national, provincial and district/community level, with a specific focus on Cabo Delgado and (Northern) Inhambane Provinces. However, over the last year greater focus has been given to Cabo Delgado.

MTA Purpose

The objective of the MTA is to analyze and document the (i) progress in the implementation of activities; (ii) results achieved; (iii) changes in the context that could affect the program; (iv) assess program management practices and (v) put forth recommendations to maximize the achievement of results in the last months of operations.

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

Context

During the period January to December 2015 the project faced a number of challenges including the end of the partnership with Centro Terra Viva (CTV) – the partner who was to work at community level in the District of Palma where the Liquefied Natural Gas (LNG) project is planned. In the same time period, a newly elected government came into power. According to CSOs this has opened a new window of recognition and dialogue with CSOs, appeasing some of the animosities previously felt by CSOs.

However, this positive change was also accompanied by armed conflict in various locations of the country including Tete, Zambézia, Inhambane and Sofala. Over 10,000 people have taken refuge in neighboring Malawi. Tensions between the government and the leader of the opposition party, RENAMO, have dominated the political landscape and could lead to escalated violence¹. Some interviewees reached during the MTA unsolicitedly indicated that the country's current political situation is caused by competition over the control and benefit of natural resources.

¹ Minfo, 20th March 2016. *Ongoing small war: Mediators arrive, violence continues, but no provincial takeover yet*. News reports & clippings. Joseph Hanlon News, Mozambique 314.

Anadarko and ENI have not yet made a Final Investment Decision (FID); however, a draft of its Resettlement Plan was launched in November 2015 for public review. In 2015, the country also witnessed other developments in the O&G sector despite plummeting O&G prices: disclosure of winning bids for 6 of 11 O&G exploration blocks and the announcement of the construction of a second 127 kilometer pipeline to increase gas transmission capacity between Temane, Northern Inhambane (where Sasol operates since 2004) and South Africa².

2. METHODOLOGY

Approach

The MTA is based on a qualitative approach grounded on a thorough literature review encompassing partner reports, publications, media clippings and in-country news and interviews with a total of 14 key informants reached. Four of the key informants in the MTA are female. Coincidentally, women’s participation in the baseline and in the MTA represented 28% of the total number of interviewees reached; reflecting male dominance in leadership positions in Mozambique.

Table 1: Interviewees by stakeholder type

Stakeholder Group	N. of people Interviewed
Oxfam Country Staff	3
Oxfam Partners / Collaborators	5
Other Civil Society Organizations	3
Government Institutions	2
Donors	1

Consistent with the program’s baseline survey, the MTA does not include household or citizen based surveying subject to statistical validity.

Perceptions on key issues pertaining with O&G governance used in the baseline survey were explored using the same set of non-statistical quantifiable indicators with relevant interviewees to assess changes in the context. The scoring scale used spanned from 1 – 5; one (1) corresponding to no / very low capacity or knowledge and five (5) corresponding to very high level of capacity or knowledge. Only three of the people that participated in both the baseline survey and the MTA were exposed to these indicators and were thus counted as ‘repeat respondents’.

Interview guidelines were produced for each stakeholder (for more information please see Annex 4).

All activities were carried out in close coordination with key Oxfam staff at head quarter and country-office level. Preliminary findings were shared with Oxfam staff in Mozambique prior to leaving the country, confirming the validity of the core findings presented in this study.

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 MTA. Interviewees were informed on confidentiality measures considered under the MTA including: (i) no direct references to informants in MTA report or any other

² For more information please see: <http://www.sasol.com/media-centre/media-releases/mozambique-gas-pipeline-us210-million-expansion>.

communication produced in the context of the assessment; (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 a number of interviewees including the lead O&G company for the LNG project in Palma, or the National Civil Society Platform for Natural Resources and Extractive Industries (PNSCRNIE), and key government representatives. The field visit in Mozambique did not include a visit to the Province of Cabo Delgado. These facts could result in information gaps that could affect the comprehensiveness of the findings.

The fact that the number of repeat respondents was rather low means that perceptions around specific quantifiable indicators used in the baseline survey 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 reflect an increase, decrease or stability of the situation represented by each indicator in the last 12 months.

3. FINDINGS

This section presents summarized information for each program Outcome.

The program discontinued its partnership with CTV and is currently in the process of partnering with CCM in Cabo Delgado, an organization that already works on natural resource governance issues in Palma District. The program has also partnered with Sekelekani since 2015 and will formalize collaboration with Muleide, an organization working on women's rights and the PNSCRNIE for specific activities. The partnership established between Oxfam and television channel Soiko STV is beneficial to the program.

The program faced a number of setbacks as a result of the discontinuation of the partnership with CTV: planned activities aiming to build the capacity of paralegals were interrupted; tensions between CTV and other CSOs limited the possibility of Oxfam promptly identifying an alternative partner CSO to work with at community level; and affected interactions between the program and the PNSCRNIE led by CTV until late 2015. Also, the legacy of tensions between CTV and the government in Palma is still palpable. Some consider that the presence of government officials in community meetings goes against essential freedoms, others feel it is the government's duty to protect highly influenciabile communities from actors with contradictory agendas.

In any case, the effectiveness of programs such as the Oxfam's depends on matching its approach to complex evolving contexts, and as these examples show, at times, waiting - rather than acting - is the right thing to do.

The program has registered mixed progress and results in different areas in its first year of operations, with pronounced developments in Outcome 2, namely, in strengthening the role of the media in O&G. The program has successfully conducted trainings and explored opportunities to build the capacity of CSOs beyond planned activities through additional in-country trainings and participation in international events. Other areas of intervention do not show the same level of progress though.

The results obtained from activities implemented are mostly positive, as will be described in detail below, as are overall interviewee perceptions on the trends observed (60% of average ratings represent improvements, as per interviewee opinions) on the ground in terms of accountability and governance in the O&G sector in Mozambique. Hence, the program is well placed to achieve concrete results in line with program outcomes.

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

This outcome encompasses interventions in several areas but all having to do with increasing the potential of men and women of different ages in affected communities to participate in O&G governance. Improvements have been seen in the context, partly – but not solely - linked to program interventions. Yet, other areas are lagging behind and opportunities continue being there for the program to capitalize on.

Community Knowledge on Land and Petroleum Law

Five training activities were supported by the program in 2015 involving community members, namely:

- 2 trainings on land law and petroleum legislation in Cabo Delgado by CTV
- 1 training on Free, Prior and Informed Consent (FPIC) in Pemba by Oxfam
- 2 trainings by Sekelekani on community reporting in Quelimane and Tete

According to interviewee accounts, **program interventions contributed to increasing knowledge and awareness among community members in relation to 12 months prior**, even if average rating in the MTA remains stable in relation to the baseline. The program worked at two levels: (i) directly by training paralegals; and (ii) indirectly, by training CSOs that work with communities in the District of Palma.

Interviewees also recognized that other factors also bear positive influence in these improvements, such as interventions implemented by other organizations in Palma, certain improvements in the quality of community engagement by O&G companies and the cumulative exposure that affected communities have had in the course of the Palma LNG project.

Table 2: Summary of interviewee ratings on perceptions around the knowledge of affected communities in Palma District

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) ³
What is the level of knowledge on land and petroleum legislation among communities directly affected by O&G projects in Inhambane and Cabo Delgado?	2.6	2.6	7	6 (3)

³ Repeat respondent refers to person(s) having rated an indicator both in the program's baseline survey as well as in the MTA.

A pre-determined training package was however not developed to meet some of the needs identified among CSOs during the baseline, such as, relevant O&G and other laws, processes, responsibilities and sector dynamics. According to interviewees further capacity building initiatives in these areas is still needed to create a level playing field.

Interviewees reached in the baseline survey had identified that it would be useful to simplify existing material on areas that communities should have information on. The MTA confirmed that this was not contemplated as an area of activity. The relevance of a 'toolkit' containing key information in simple and local languages needs to be considered once again.

Community Participation in O&G Governance Processes

Interviewees are of the opinion that the quality of actual community participation in O&G engagement processes improved in 2015, as seen in Table 3 below, albeit only slightly, despite intensive community engagement activities associated with resettlement planning.

Interviewees also consistently expressed (n=6) that strong motivational factors could be inducing participation among male dominated spaces. A specific example was referred to, namely, participation in the Resettlement Committee through payment of subsidies to community representatives participating in this group. It was not possible though to confirm this information on the ground. The same interviewees also highlighted that the status of female participation remains unchanged, as will be further discussed below.

Table 3: Summary of interviewee ratings on perceptions around participation of affected communities in Palma District in O&G governance processes

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) ⁴
What is the level of participation of men and women and youth in O&G governance processes?	2	2.8	7	6 (3)

It is possible that Anadarko and ENI announce their FID in a few months, just before the end of the NORAD-funded Oxfam program. In any case, when that happens, the district and affected communities will witness intense activity, including imminent resettlement. The program could have played a more important role in building the capacity of men, women and youth to effectively participate in LNG project processes; but the absence of a partner within the program in 2015 did not make it possible. This is an area in which the program could have had a significant and lasting effect in the lives of affected community members.

Given the timing of these findings, the stage of the LNG project in Palma, and the upcoming end of the program, it is not considered relevant to substantially engage in this area of activity in the last phase of the program. However, the program should leverage investments with on-going CCM interventions in Palma (i) that seek to improve local governance by developing and building the capacity of a technical group on Public Finances and Natural Resources; and (ii) raise community awareness around

⁴ Repeat respondent refers to person(s) having rated an indicator both in the program's baseline survey as well as in the MTA.

legislation relevant to the LNG project. According to information received from CCM, both areas of intervention are funded by NORAD through Norwegian Church Aid.

Mechanisms in Place at Community Level for Collective Action

The program was designed to contribute to collective action in governance processes in Mozambique by supporting the creation and use of various means, including innovative technologies to enable citizens to present grievances that would otherwise go unheard.

This involved the successful creation of **Civilinfo**, a **civil society news agency, which was co-funded by Oxfam and launched in 2015**. The web-based service aims to capture reports on human rights abuses and critically report on social justice issues. Its uniqueness in the Mozambican landscape resides on the fact that information can be fed by journalists, CSOs and community correspondents. The Civilinfo February 2015 – January 2016 report, produced by Sekelekani, states that the online-platform had been seen by over 8,400 people in that period.

Nevertheless, not all interviewees reached in this MTA were aware of the platform's existence. The program plans to continue supporting the dissemination of information about Civilinfo in 2016 and to expand its reach by translating key articles posted in the portal into English.

The Oxfam program has also explored the possibility of paralegals acting as "community reporters" linked to the Civilinfo platform. To this end, the program, through **Sekelekani, trained 25 community activists** from different parts of the country (through one of the trainings referred to above at the beginning of section 3.1), including two paralegals from Palma. The two paralegals in Palma **received smartphones to be used for reporting purposes**. Participants were trained on how to send and upload news into the Civilinfo platform.

However, expected outputs from these concrete interventions have not been achieved yet as one of the phones was stolen and the other one, according to two interviewees, was allegedly taken away from the paralegal by a police officer in Palma. These same interviewees also indicated that paralegals in Palma are known to have been intimidated after their potential to report with the use of phones became known. The limited time available for fieldwork and the impossibility of travelling to Palma did not make it possible to confirm the veracity of this information.

Lastly, **grievance testimonies** were also captured in 2015 by Sekelekani through the production of the following **papers** produced with program support:

- *'Narração do Sofrimento'* which documents the negative impacts suffered by resettled communities affected by coal-mines in Tete Province under the series *A Minha Voz*
- *'O Processo de Reassentamento Devido ao Projecto da GNL em Palma'* devoted to the consultation processes in Palma

Oxfam plans to support the production and dissemination of an additional study on compensation models in 2016 also to be carried out by Sekelekani. The production of critical thought and reporting aligns well with NORAD and Oxfam's views on civil society. Some interviewees (n=3) indicated that Sekelekani documents are useful but that their legitimacy is questionable due to what they saw as the use of weak research methods and the inclusion of emotion-loaded text; this is consistent with testimonies captured during the baseline survey.

These interventions constitute examples of how program interventions can work along a pathway for improved O&G governance. In this case, these interventions encompass the creation of a system (Civilinfo), the establishment of linkages between it and communities (through phones used by community members) and the documentation and dissemination of information around evidence captured from the

field. While positive to work in all of these domains, interventions are not all well aligned around a **coherent service delivery-evidence-documentation-advocacy platform**.

Community Understanding of Gender Impacts of EI

All interviewees are of the opinion that the participation of women in O&G related processes in affected communities in Palma continues to be very low. More, entrenched unequal gender power structures at community level and lack of awareness of the effects that O&G projects can have on women and gender power relations when not adequately managed, continue to dominate description of affected communities in Palma, as seen through the following statements presented by interviewees:

“Women just watch engagement processes as they take place”.

“Women are attentive to the benefits that men will get to see how they can indirectly benefit themselves”

“Community members do not openly question how women’s livelihoods dependent on small-scale fishing activities will be restored”

“x thousand men will be coming into Palma in the construction phase of the LNG plant and no one is discussing how to prevent girls dropping out of school and being drawn to men walking around with money in their pockets when off-duty”

“Women’s needs are not discussed by male community representatives that participate in meetings linked to the LNG project. Women do not speak in meetings and rely on men to represent them”

The impossibility of travelling to Palma to speak to communities and other stakeholders directly or of interviewing Anadarko / ENI during the MTA means that such general statements could not be contrasted and their veracity confirmed. While factual information could be presented by the companies or the government contradicting any or all of these statements, they continue being CSO perceptions based on limited but valid observations and on the information that is available to them. Such a situation would thus point to either: (i) a lack of availability of comprehensive information on capacity building / preparatory activities for informed participation by communities, community engagement, and around health, safety and security; or (ii) unchanged gender norms that continue to favor men’s voices and concerns over women’s in open community discourse.

Table 4: Summary of interviewee ratings on perceptions around community knowledge about gender impacts of extractives in Palma District

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) ⁵
What is the level of knowledge on gender impacts of EI among communities directly affected by O&G projects in Inhambane and Cabo Delgado?	2.5	2.2	7	6 (3)

Interviewees referred to additional research projects on similar topics:

- (Former) Provincial Directorate of Women and Social Action study on gender and extractives carried out in 2013, not yet released
- Muleide (a national CSO also with presence in Cabo Delgado) conducted a study on the status of women in Cabo Delgado, 2015

⁵ Repeat respondent refers to person(s) having rated an indicator both in the program’s baseline survey as well as in the MTA.

Other studies were also referred to but information obtained was incomplete and it was not possible to confirm their status with the agencies leading them.

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 program aimed to conduct two studies and two social baselines per year in the period 2014-2016 including gender issues in the two target project areas. While final decisions have not yet been made by Oxfam **two studies are currently being considered:**

- A study on the impact of resettlement on men and women in Palma
- A study assessing the consultation processes used in the context of the new pipeline planned between northern Inhambane and South Africa

In 2015, Oxfam America conducted an exploratory mission to Mozambique for the development of corresponding concept notes. Oxfam staff report having been warned of community fatigue in Palma, which could affect participation and validity of findings. Moreover, the timing of the study should be reassessed as communities could be fully engaged in resettlement action planning and implementation in 2016.

During the MTA it became apparent that while interesting and relevant issues to look into, key CSO partners in Mozambique did not *participate* in *identifying* these research topics and therefore lack *ownership*. Those consulted did *agree* with the proposed research topics and may even participate in the implementation of these studies. However, the topics appear to be disjointed from other interventions at a practical level. Unowned and decontextualized from broader agendas, high quality level reports led by international players face the risk of largely becoming valuable for only a few people in the country and a specialized international audience.

According to Oxfam's Monitoring Framework two baseline studies per year (social audits) should be conducted, one on socio-economic, cultural, environment aspects, and one on gender issues in Palma and Northern Inhambane. The intent and relevance of these baselines are unclear.

Table 5: Summary of interviewee ratings on perceptions around community participation in O&G research, debate and analysis in Palma District

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) ⁶
What is the level of participation of communities in O&G research, debate and analysis?	1.5	1.8	7	5 (2)

⁶ Repeat respondent refers to person(s) having rated an indicator both in the program’s baseline survey as well as in the MTA.

With regards to community participation in **O&G research, debate and analysis in Palma District**, interviewees referred to the situation not having improved in relation to a year ago; the fact that the current rating shows a marginal improvement is a result of the participation of only one repeat respondent in assessing an indicator that has been consistently challenging for interviewees to rank.

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

Mozambique has seen improvements in CSOs and media capacity. While minimal, participation in highly complex technical issues has been seen and contributed to triggering positive change in relationship and dialogue between the government and CSOs in the country. While concrete results are still awaited, CSOs remain hopeful that changes will redress challenges identified by them associated to the LNG project in the District of Palma.

This Outcome was designed on the basis of a multi-layered approach including training, mentoring and coaching, together with the establishment of linkages / learning / sharing through participation in regional and international events.

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

In line with plans, **the program implemented three training sessions specifically targeting CSOs and the media**, namely:

- 1 International media conference in Beira (2014)
- 1 Training around EI issues for journalists
- 1 LNG economics training in Maputo City (2015)

The International Media Conference was the first step taken by Sekelekani to assess media capacity and needs in country around extractives. The main conclusion of that conference was that journalism in Mozambique lacked the capacity or an agenda in this area. Based on this, Sekelekani developed a process-oriented capacity building strategy. First, 15 newspaper editors were trained around extractives involving both mainstream media channels and relatively new media houses. In 2015, Sekelekani launched a journalism contest around extractives. Exclusive participation of journalists from alternative media channels reinforced the prevailing perception that mainstream media generally reports on issues of interest to the government, which in turn conditions engagement in critical journalistic endeavors. Grants have been awarded with program support to participating journalists; results will be assessed in 2016.

By the same token, the LNG economics training offered with program support in Maputo was deemed extremely important by a couple of interviewees (n=2) in developing clear expectations around money flows from O&G projects to the government in coming decades.

Interviewees expressed that CSOs technical knowledge and influence has increased in the last 12 months, as seen in Table 6, with a more notable increase at sub-national level, justified by the fact that the gap was previously described in the baseline as greater at that level. Another factor substantially contributing to this as interviewees from all fronts consistently reported - and praised - is the change in government early 2015, which has increased government openness and the establishment of a dialogue

channel with CSOs. The greatest improvements in this respect were reported in the District of Palma and at national level. Interviewees (n=5) reported that the Minister of Land and Rural Development (MITADER) himself contacted CSOs after the publication of a letter by PNSCRNIE in December 2015 to understand the issues that concerned CSOs related to the LNG project in Palma. The Minister showed commitment in solving identified problems and committed to regular meetings with CSOs.

Interviewees also confirmed the importance of the program in contributing to CSO and media capacity to advocate for improved O&G sector governance.

Table 6: Summary of interviewee ratings on perceptions around the advocacy capacity of CSOs and the media on O&G issues

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) ⁷
What is the level of knowledge of specialized CSOs of the Land Law?	5	3	6	4 (2)
What is the level of knowledge of non-specialized CSOs of the Land Law?	1.8	2	6	4 (2)
What is the level of knowledge of non-specialized CSOs of the Petroleum Law and O&G projects and processes?	2	1.2	6	4 (2)
How would you rate the level of advocacy and negotiation capacities among CSOs at national level?	3	3.3	6	6 (3)
How would you rate the level of advocacy and negotiation capacities among CSOs at sub-national level?	1.2	2.5	6	6 (3)
What is the capacity of the media to report on O&G issues?	1.4	2.1	9	4 (2)

Two of the ratings related to CSO capacity dropped despite the overall positive descriptions provided by interviewees. These have to do with the way non-repeat respondents rated their answers, these respondents confirmed that the situation had not worsened in relation to a year ago for both indicators (for more information see table 6 above).

Interviewees unanimously indicated (100%) that the quantity and quality of media reporting on extractives improved in 2015, even if just slightly.

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

According to the program monitoring framework the program is expected to facilitate two action-learning trainings per year with communities. While a specific partner was not mentioned in relation to this intervention, it is understood that these activities were

⁷ Repeat respondent refers to person(s) having rated an indicator both in the program’s baseline survey as well as in the MTA.

not implemented due to the absence of a partner working at community level in Palma in 2015.

Instead, Oxfam is now planning to consolidate the capacities of CCM and Sekelekani around gender mainstreaming and within, specifically, on methodologies such as the Gender Action Learning System (GALS) and the Gender Mainstreaming Traffic Light for them to apply at community level, as relevant.

Also, it was expected that CSOs would examine and challenge barriers to women's participation in O&G governance processes; this is an area in which work will take off in 2016. Oxfam is very well placed to support CSO brainstorming and dialogue for the development of a gender in extractives agenda in the country and to increase the capacity of CSOs in this area. A couple of CSOs started working around gender and extractives in 2015 in Mozambique:

- Women in Law in Southern Africa (WLSA Mozambique), a research-based organization with long-standing reputation in working on gender issues, included gender and extractives in its newly launched strategic plan
- Hikone Moçambique, a CSO active in Tete stated having recently published a report on the impacts of extractives on women

Muleide Cabo Delgado, a woman's rights organization present in Palma also confirmed during the MTA its interest in engaging on gender issues around extractives.

Likewise, the program has made exploratory contacts with a few international agencies and the former Ministry of Women and Social Action to have background information on existing or planned studies around gender and extractives (studies referred to in section 3.1).

Given the weight of the gender in extractives in the program, an Oxfam staff member representing the program participated in a UNWomen Conference held in Nairobi in 2015 on the topic. Another staff member attended a Resettlement symposium in Australia, where he presented resettlement research findings focused on affected women.

PNSCRNIE National and Sub-national Advocacy Campaigns Supported

The PNSCRNIE was reportedly working on producing a strategic plan, as well as advocacy and communication strategies when the baseline was carried out in the first quarter of 2014. Information obtained in the context of the MTA confirms that these documents have been worked on with the upcoming General Assembly in May 2016 seeing the approval of what will likely be one single document capturing all three documents previously referred to.

Oxfam has had minimal contact with the platform after the end of the partnership with CTV. In its commitment to support the implementation of the platform's advocacy efforts, the Oxfam program supported the publication of a press release in December 2015 related to CSO concerns over specific issues associated with the LNG project in Palma.

Issues included concerns over (1) alleged irregularities observed in Government attribution of land for the LNG plant; (2) requesting authorization to participate in meetings between Government, developers and affected communities; (3) requesting response to issues previously raised; (4) the timing of the fourth round of consultations of the LNG project and (5) the timeframe given for the presentation of comments, among others.

Results to date, as referred to elsewhere in this document have been inspiring by virtue of the open letter:

- Opening a channel of communication with the government at high level, that was up to then considered closed
- Demonstrating government interest in resolving any pending issues such as claims raised around the attribution of the right of Use and Benefit of the Land (DUAT, *Direito de Uso e Aproveitamento da Terra*)
- Leading to the establishment of regular communications between the Minister of MITADER and the platform

On-going discussions between the platform and program staff in recent months allowed Oxfam to share its experience with other partners and suggest improvements that were well received in relation to the platform's internal structure.

Specifically, Oxfam recommended that an independent staff person be hired by CIP (hosting the platform up to August 2017) to assume the executive leadership of the platform. Experience has shown that the efficacy of the group was hampered by the limited availability of any member organization dedicated to moving the platform forward especially in what refers to integrating a bottom-up agenda setting process.

CSOs in Mozambique face challenges consistent with international finding in the area of policy engagement, including: low technical capacity, budgetary limitations, limited understanding of policy processes, lack of openness in the context to CSO engagement and evidence presented by CSOs being regarded as not being credible⁸.

In fact, an interviewee confirmed that the PNSCRNIE faces all of these limitations and added another challenge: instilling dynamism to the platform at sub-national level. Oxfam is very well placed from an experience and networking perspective to provide impactful support in all of these areas, including access to experts with experience in strengthening platforms at sub-national levels and vertical linkages effectively.

Concurring, concerns over the "supremacy" of national level CSOs over provincial level ones persist; as an informant stated "*Maputo is where everything happens so organizations in Maputo have more capacity and access to information*". On the other hand CSOs at subnational level are closer to the field and understand the realities faced by communities. Collaboration between the two levels is crucial but tensions arise due to the non-transferable powers held by organizations at national and sub-national level, hampering collaboration and cohesion among CSOs despite ultimately having common interests.

On a different note, information obtained during the MTA indicates that the Mozambican version of the Alternative Mining Indaba 'Nkutano' took place in 2015 - with program support. Staff helped organize the event after positive exposure to the South African equivalent.

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

Based on discussions with the International Union for the Conservation of Nature (IUCN) and as reported in the baseline survey, IUCN planned to launch a project in 2015 to support extractive sector governance in Cabo Delgado. One of the components of that project was the creation of a repository of information in the Provincial Capital Pemba. However, the project has not yet started, hence, the repository has not been created as foreseen.

⁸ Court, J., Mendizabal, E., Osborne, D., and Young, J., 2006. Policy Engagement: How Civil Society Can Be More Effective. Rapid Research and Policy in Development. Overseas Development Institute.

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

According to most interviewees reached in the MTA (n=3), 2015 saw an increase in the quality of debates on O&G broadcasted in Mozambican media, even if the average MTA rating is lower than the equivalent baseline value. The drop is explained by the fact that the opinion of one of the informants is dramatically different from the rest.

Television continues being the prime medium used for debates around extractives (STV, TVM and Miramar TV). Oxfam Mozambique (rather than the program) signed an agreement with the television channel to disseminate its work in the country through means of television debates. Other organizations including program collaborators still provide considerable assistance to journalists in preparing debates on O&G issues. This will certainly contribute to building the capacity of the media on complex technical topics, as well as on identifying constructive entry points for debate.

Table 7: Summary of interviewee ratings on perceptions around the capacity of the media to engage in constructive debates around O&G

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) ⁹
What is the capacity of the media to engage in constructive debate on O&G issues?	1.8	1.4	9	4 (3)

It is also hoped that the journalism competition referred to in findings for Outcome 1 will pave the way for increased quantity and quality of reporting and constructive debates.

Under program auspices, Sekelekani had considered conducting live debates in community radios, however this was not implemented due to delayed receipt of grant funds and are now planned for 2016. Alternative spaces for the discussion of O&G governance issues were taken advantage of by Oxfam during 2015 though, as follows:

- Presentation of the results of a Tete Study on Resettlement in a TV program
- Accepting the invitation from Anadarko to present the results of the same study to the company, with very positive reactions

The Oxfam program invited STV to cover the Mozambican sponsored Alternative Mining Conference, locally referred to as 'Nkutano'.

Four respected CSO spokespersons were identified as leading informed discussions around extractives in the country in 2015. This represents a significant improvement from the situation described and documented in the context of the program's baseline. Its significance lies in the fact that such an improvement has been possible despite the fact that the nature of journalism in the country as a whole remained unchanged.

⁹ Repeat respondent refers to person(s) having rated an indicator both in the program's baseline survey as well as in the MTA.

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

In 2015, Oxfam staff and / or partners participated in the following events:

- The Oxfam Extractive Industries Knowledge Hub (1 staff member) that took place in Johannesburg bringing together staff from 16 countries
- The Anglophone Africa Extractives Summer School (2 staff members) in Ghana
- Alternative Mining Indaba (1 staff member) in Cape Town
- The Kenya Knowledge Sharefair on Gender Equality in Extractive Industries sponsored by UNWOMEN

In addition, contacts enabled Sekelekani and Muleide to participate in another event on Petroleum Governance in Ghana. Oxfam helped identify CCM as a potential candidate to participate in a Norwegian Embassy-funded high level specialized 2-week PETRAD course on National Management of Petroleum Resources conducted in Norway in 2014 under the Oil for Development Program. The course brought together participants from senior positions across the globe.

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.

Outcome three shows some progress although hardly any activities were implemented in 2015. Yet, part of what was accomplished in 2015 is laying the foundations for continued progress in the last months of project operations.

Existence of Effective Formal Mechanisms of Dialogue to Monitor Commitments, Contract Compliance and Legislation on Community Rights

The program was designed to focus on two areas of dialogue to monitor commitments, contract compliance and legislation on community rights:

- M-EITI at national level
- The Cabo Delgado Sustainable Development Forum at provincial level
- Community Committees at local level

It was not possible to sufficiently inquire on progress made in this area from interviewees during the MTA due to time limitations. However, the natural development of the program has tended to progressively increase the focus around community engagement processes, FPIC, impacts and resettlement. The common thread is this focus is governance from the point of view of quality of processes and of community participation, while ensuring that a gender perspective is integrated throughout.

No information was provided to the consultant on the level Oxfam or direct program engagement with M-EITI. It would appear though that fiscal accountability and contract transparency are less of an issue in the program's agenda – although this should be confirmed once the PNSCRNIE releases its advocacy plan after its General Assembly in May 2016.

Finally, the launch of a formal dialogue mechanism at provincial level, namely, the Cabo Delgado Sustainable Development Forum by IUCN was expected in 2015. The forum was not established in 2015 as the project in which it was embedded has not taken off. Still, the potential for it continues to exist and is likely to increase once the LNG project and all associated developments start operating.

In the absence of such a forum, Oxfam and partner participation in meetings with the government, O&G companies and donors enables regular exchange of information about the impacts of the sector.

Paralegals in Cabo Delgado and Inhambane Province Provide Quality Services to Directly Affected Communities

According to the program's monitoring framework the program is expected to provide technical and mentoring support to paralegal associations operating in Cabo Delgado and Inhambane. Early in the program, in 2014, CTV trained 23 people in Cabo Delgado and 33 in Inhambane around key issues related to O&G industries. Also, the organization, with program support, provided assistance to paralegal associations in Palma and Montepuez in the development of the by-laws and preparation of other documentation required for legal incorporation. Information obtained from informants reached in the MTA indicates that the documents were in fact submitted but that duties were not paid explaining why the process did not move forward. It was not possible to confirm this information with the corresponding paralegal associations in the context of this MTA.

Very few activities were implemented in 2015. The program initiated dialogue with CCM and ASPACADE, the paralegal association of Cabo Delgado to start exploring options to support activities in Palma. **Current program plans are to support the legalization of ASPACADE along with a small grant to support the implementation of activities of at least six paralegals in Palma.** Details of how this would play out are yet to defined, as are decisions around initial support to the legalization process of paralegal associations in Palma (ASPALMA) and Montepuez.

Current plans aim to **reactivate paralegal activity in Palma**, which apparently ceased with the cut in subsidy flows from CTV; the program understands that a similar situation could be encountered as soon as the project finishes. This is where strong capacity among paralegals weighs in: if paralegals are well trained around technical processes, legislation and rights, as well as on grievance redress mechanisms, they stand a strong chance of becoming a point of reference and resource for men and women in their communities, even if program supported commitments assumed by them cease.

The role of paralegals needs to cater to the specific circumstances of each context. For example, it should not be assumed that community members in Palma face or will face the same challenges encountered by in the context of lower profit margin mining projects in the country in which social responsibilities having been very poorly managed¹⁰. In Palma, where an LNG project is planned, international companies Anadarko and ENI are committed to perform in line with stringent social performance standards (International Finance Corporation Performance Standards, IFC, 2012) and relevant national legislation. While such companies are not immune to making mistakes, in general, it is expected that they employ quality processes to engage directly affected communities and that they establish adequate measures to safeguard community rights in the context of their operations.

In Palma, **paralegals have a relevant role to play in the light of the competing interests, unequal stakeholder capacity and speculation.** Communities can be caught between not fully understanding complex dynamics and skewed offers by individual speculators.

¹⁰ Oxfam, April 2015. Mining, Resettlement and Lost Livelihoods: Listening to the Voices of Resettled. Author: Serena Lilywhite.

3.4 Program Management

Disbursement of funds from Norad to Oxfam encountered delays in 2014 and 2015 and in turn, to Oxfam's partner organizations. For example, Sekelekani only received Oxfam-program funds in the third quarter of the year (September 2015). Oxfam Novib is committed to advancing funds as required as long as contracts (and disbursement commitments with Oxfam America) are signed. Frequency, timeliness and quality of reporting currently fully meet Oxfam standards.

Partners report satisfaction with frequency, timing and quality of dialogue with program staff at Oxfam Mozambique. Results indicate though that dialogue focuses on higher-level outcomes on the one hand and on implementation strategies and progress in implementation on the other. Less attention appears to be given to reviewing progressive results achieved from the implementation of activities.

By the same token, the Oxfam country office has worked closely with partner organization Sekelekani to strengthen the organization's financial management structures, systems and procedures.

The program has not explored the benefits that could derive from managing program components in an integrated fashion by bringing partners and collaborators together at key moments for joint analysis, reflection and strategy development. The adoption of such an approach from the onset could have enhanced strategies and improved the quality of results.

Conversely, the country office has made important efforts in increasing dialogue and exploring synergies with other international organizations seeking common results in specific areas of convergence (for example, with the World Wildlife Fund for Nature WWF). It has also sought to maximize opportunities for program partners and collaborators to take advantage of emerging opportunities through the program or other Norwegian Embassy Oil for Development Program components.

Contact with the Ghana and Tanzania programs has been promoted but on an *ad hoc* basis. The benefits of sharing and learning from each others' experience and understanding the realities shaping communities day-to-day lives on both sides of the Mozambique – Tanzania border has not been explored to date by Oxfam or program partners.

The program suffered a loss of approximately 10% of the original budget due to the combined effects of currency fluctuation and budget reduction from NORAD. The reduction will not significantly affect program interventions or outcomes.

4. CONCLUSIONS & RECOMMENDATIONS

CONCLUSIONS

Program performance to date shows mixed but overall positive results.

In Mozambique, civil society remains fractured and is reported to be largely uncoordinated at district, provincial and national level. CSO competition over financial resources is pervasive due to substantial reduction of donor support to civil society. Vertical linkages in the CSO landscape are also weak and CSOs at national level can often be accused of 'overriding' sub-national ones unadvertedly, as described by one of the interviewees.

Much has been done and achieved by the program in building the capacity of the media. Less progress has been made in other areas but plans are in place for coming months to consolidate community level capacities through paralegals and local CSOs and in moving the research agenda forward. The program is aware of the need to increase its interactions with and support to the PNSCRNIE and contribute towards the development of a gender in extractives agenda in the country.

Program implementation has been affected by fund disbursement delays from NORAD. Recommendations put forth in the baseline study appear not to have influenced project design, possibly because of the mismatch between program planning periods and the timing of the baseline.

In line with international literature, CSOs in Mozambique continue facing common constraints limiting effectiveness in policy engagement, including: low technical capacity, budgetary limitations, limited understanding of policy processes, lack of openness in the context to CSO engagement and evidence presented by CSOs being regarded as not being credible. Robust program design should be responsive to all of these challenges based on a joint assessment of the context. The program has not promoted this type of joint analysis; as a result program components are articulated in a disjointed fashion.

RECOMMENDATIONS

The Oxfam program has another nine months of operations before it ends in December 2016. A key recommendation would be for the program to consider requesting at least a 3-month no-cost extension to **address gaps** and optimize existing **opportunities** to achieve expected results over a 15-month period (1st April 2016 – 30th June 2017), with budgetary adjustment between areas of intervention made accordingly.

Concretely, this MTA recommends that the following be considered:

Outcome 1 (Community Capacity):

- Build the capacity of CSOs in Cabo Delgado, and particularly of those working in the District of Palma on O&G laws, O&G project processes and dissemination of key information on O&G issues (including awareness of the fact that only FID will indicate final go ahead of the LNG project); resettlement; livelihood restoration in the context of large-scale economic projects and gender in extractives. This is especially relevant given that resettlement could take place soon if FID is made in 2016.
- In so far as possible, support preparatory efforts for community engagement in upcoming O&G processes, taking into account the different needs / capacities and availability of men and women.
- Produce and disseminate an information “toolbox” translated into the main local languages used by men and women in Palma District. The toolbox should contain key information on laws, processes and procedures related to large-scale projects, including the importance of involving women in relevant processes. The toolbox content should mirror areas in which training was provided.
- Assess with CCM the value of including community level assessments of FPIC use as one of the areas of intervention in Palma to be supported by the program. This measure aims to take training received in 2015 to the next level towards a train-implement-monitor-document- advocate pathway for action.
- Reassess with program partners and collaborators, the relevance and scope of Oxfam proposed research topics and consider the value of identifying research

alternatives with their participation. Ideally, topics should be aligned with other planned interventions.

- Facilitate informed brainstorming among CSOs on the bigger picture and dilemma that developing countries encounter when having to apply lower engagement and compensation standards (as reflected in national legislation) than the international standards applied by reputable international companies, in an effort to make development interventions such as the construction of infrastructure possible. The program is uniquely placed to facilitate this, which could in turn inform research, practice and policy efforts during and beyond the project's lifetime.
- Consider discussing with Sekelekani the provision of support to elevate the organization's capacity and standards for research methods, with the view to increase legitimacy and ensure that research papers serve as credible evidence in advocacy processes.

Outcome 2 (CSO and Media Capacities):

- Build the capacity of stakeholders in Cabo Delgado and Palma on gender issues in the context of EI, specifically around the potential impacts of poorly managed EI projects on women. Invite Anadarko/ENI and relevant government representatives to participate and present measures that have been / will be taken to avoid negative effects being produced.
- Support efforts to improve coordination among CSOs working in Palma based on a context-specific assessment.
- Support vertical linkages between CSOs working in the District of Palma, relevant thematic groups in the Provincial Forum of CSOs of Cabo Delgado (FOCADE) and the PNSCRNIE.
- Assess the possibility of adding an information repository on the Civilinfo website on O&G issues for Mozambique (and beyond, as relevant).
- Invite more media channels to cover events should as Nkutano in the future ensuring that adequate preparatory support is given to journalists.

Outcome 3 (Responsiveness to the Demand of Active Citizens):

- Jointly assess with CCM, Sekelekani, ASPACADE, ASPALMA and the paralegal association of Montepuez and any other players providing support to paralegals how to consolidate their role in Palma in a coordinated fashion. Assess the need for any further training, deliver required training, and support the establishment of effective linkages between community paralegals in Palma (resident in resettled and host communities), ASPALMA and other CSOs/groups, as relevant.
- Assess if support to the legalization process of paralegal associations in Palma and Montepuez started by the program requires follow up and if it is still relevant.
- Reassess involving paralegals in Palma in the position of "reporters" to feed into the Civilinfo platform. Such an approach places paralegals in the spotlight and could hamper their ability to address a more pressing issue, namely, being a resource person for community members that find individual or collective rights threatened or violated or encounter knowledge gaps related to their rights.

Program Management:

- Should a program extension be granted, it would be advisable to bring all program partners together to discuss program status and explore additional opportunities to increase program effectiveness, together with synergies with other non-Oxfam-funded programs. This would also serve to identify alternative

scenarios for CSOs to consider based on if FID is made by Anadarko / ENI or not in 2016. Ideally, participants should seek to fill gaps or increase coherence in the program's service delivery-evidence-documentation-advocacy platform.

- Ensure that plans for 2016 (and possibly up to mid 2017) are updated in the program-monitoring framework after assessing MTA recommendations and conducting the recommended all-partner meeting. Ensure that all parties have access to the same document once it is updated and that it includes clear, concrete targets to achieve by the end of the program.
- Seek to elevate dialogue with partners and collaborators from activities to expected output-level results, and on the pathways from these to program outcomes.
- Instill gender mainstreaming among all partners (within their organizations and in their programs).
- Exchange information with the Oxfam Tanzania team at least on a six monthly basis to understand cross-border developments that could impact programs on either side of the border.

ANNEX 1: TERMS OF REFERENCE

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

Mid-term Assessment 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 take action on their own behalf.

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 mid-term assessment will be conducted in September/October 2015 in Ghana, Tanzania and Mozambique. A baseline study was already conducted. This mid-term assessment will utilize the baseline methodology to conduct the assessment. Program activities began in July 2014 and will close December 2016.

II. Purpose and Audience

Purpose: The mid-term assessment will compare the current state of the program against baseline values.

Audiences: The audience is primarily the Oxfam staff and partners working on petroleum and gas governance issues within this grant. The mid-term assessment should help inform ongoing strategy to increase the effectiveness of community training and policy influencing efforts. The mid-term assessment will be shared with Oxfam's donor in annual reports.

III. Scope and Objectives

This mid-term assessment is meant to evaluate the current state of civil society and target government agencies to promote economically, environmentally and socially responsible management of petroleum resources in Ghana, Mozambique and Tanzania against baseline values determined in 2014.

Outcome 1: Women, men and youth improve skills to influence petroleum governance decision-making and to mitigate consequences of oil and gas industries in their locality.

Advocacy

Outcome Indicator 1.2: # of localities where community members/leaders are engaging with decision-makers on petroleum governance, each year (or in the past year)

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

Outcome Indicator 2.1: Increase in the number of times CSO's and platforms engage in oversight and advocacy with relevant bodies at national and sub-national levels to improve petroleum revenue management

Outcome Indicator 2.2: # of press releases, press events, publications and media articles in target countries produced by civil society organizations and platforms encouraging improved petroleum revenue management

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.

Outcome Indicator 3.1: New anti-corruption and transparency clauses and provisions are introduced in legislation of 1-2 target countries by 2016.

Outcome Indicator 3.2: One multi-stakeholder dialogue per year is facilitated in each country starting in 2015.

Outcome Indicator 3.3: # of petroleum governance bodies that make investment information at the project level publically available

IV. Process

The consultant will work with the Oxfam America Program Officer and a monitoring, evaluation and learning (MEL) staff member 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 mid-term assessment, presenting early findings, and draft a final report to the Program Officer and MEL staff member, 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 campaign leads and their teams, and that any methodological adjustments that may be warranted are identified early on in the data collection process.

The final mid-term assessment 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 Program Officer will be held, as appropriate.

V. Timeline

June 2015	Select Consultant(s)
November 2015	Finalize methodological approach; sign MOU based on agreed scope, approach and schedule
December 2015	Oxfam field staff work with consultants to identify key informants, review any questionnaire &/or survey instruments & provide relevant campaign documentation
January 2016	Consultant/evaluator completes field research and data collection, reviews documentation
Jan/Feb. 2016	Consultant presents preliminary findings to Oxfam staff

March 2016

Consultant prepares draft report, responding to feedback from Oxfam staff, Consultant presents final report, Oxfam staff accept report, after any necessary revisions

VI. Profile of the ideal evaluator

1. Experience conducting prospective, baseline 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. Excellent analytical, writing and synthesis skills

VII. Proposal Submission, Review and Interviews

1. **Please send a 3-4 page expression of interest with a brief description of the proposed approach by June 20, 2015 to kstanley@oxfamamerica.org**
2. We will contact applicants and arrange for phone interviews
3. Final selection will happen by end of July 2015

ANNEX 2: BIBLIOGRAPHIC REFERENCES

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ANNEX 3: INSTITUTIONS INTERVIEWED

Institutions Interviewed by Stakeholder Group
Civil Society Organizations
Oxfam in Mozambique
Sekelekani: Centro de Estudos e Pesquisa de Comunicação
Women and Law in Southern Africa (WLSA)
Kuwuka
Conselho Cristão de Moçambique (CCM)
International Union for the Conservation of Nature (IUCN)
Muleide
Plataforma Nacional sobre Recursos Naturais e Indústria Extractiva (PNSCRNIE)
World Wildlife Fund for Nature (WWF)
Government Institutions
Ministry of Land and Rural Development (MITADER)
Ministry of Gender, Children and Social Action
Donors
Norwegian Embassy in Mozambique

ANNEX 4: INTERVIEW GUIDELINES

SEKELEKANI

1. Could you give me an overview of the activities that you implemented up to December 2015 under the NORAD-funded Oxfam? Was everything completed and expected results achieved?

I would now like to ask you for some details of activities implemented under this program, namely:

- *Did any journalists from mainstream news agencies participate in the International Conference held in Bilene in 2014? What results were achieved?*
 - *What parts of the country have participating journalists in training events come from?*
 - *Why is it that all 6 journalists come from smaller news groups and not the dominant ones? How can investigative journalism on EI be encouraged in Radio Moçambique; Jornal Noticias, etc.*
 - *What activities are planned in relation to the activists at community level that received phones with program support?*
 - *How are documents produced by Sekelekani disseminated? How is debate encouraged?*
 - *Civilinfo: could you please provide information on the # users, # visits, # articles to date.*
 - *How did the training on FPIC that you participate in in Ghana help your organization?*
 - *Could you share the following paper: "narração do sofrimento", relatório A MINHA VOZ?*
2. What activities have been included in Sekelekani plans in 2016 under the Oxfam program?
 3. How satisfied are you with the way Oxfam manages the Norad-funded program and the partnership with Sekelekani? What could improve?
 4. Approximately how many interactive radio and television debates on extractive industry policies or projects, engaging power holders, elected representatives, and the public took place in 2015? Would you say that the number is lower, the same or higher than in 2014?
 5. Last year I asked you to rate your opinion on a scale from 1-5 around a selected number of issues related to the areas of intervention of the Oxfam NORAD-funded program. I would like to share with you the ratings you gave me then and ask you to rate the same issues again. This will enable me to assess any changes in your perceptions of the context. Please feel free to justify as you deem pertinent.
 - a. What is the level of knowledge on land and petroleum legislation among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
 - b. What is the level of knowledge on gender impacts of EI among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
 - c. What is the level of participation of men and women, women and youth in O&G governance processes?
 - d. What is the level of participation of communities in O&G research, debate and analysis?

- e. How would you rate the level of advocacy and negotiation capacities among CSOs at national level?
- f. How would you rate the level of advocacy and negotiation capacities among CSOs at sub-national level?
- g. What is the level of knowledge of specialized CSOs of the Land Law?
- h. What is the level of knowledge of non-specialized CSOs of the Land Law?
- i. What is the level of knowledge of non-specialized CSOs of the Petroleum Law and O&G projects and processes?
- j. What is the capacity of the media to report on O&G issues?
- k. What is the capacity of the media to engage in constructive debate on O&G issues?

CSOs (KUWUKA, CCM, MULEIDE)

1. Could you give me an overview of the activities that you implemented up to December 2015 under the NORAD-funded Oxfam? Was everything completed and expected results achieved? What is planned for 2016?
2. Beyond the Norad-funded program managed by Oxfam, what have you done in the last year directly or indirectly related to the LNG project in Palma, or transparency and accountability in Oil and Gas in Moz?
3. **CCM:** I understand you participated in a course in Norway with Norwegian funding facilitated by the NORAD-funded Oxfam program. What did you get out of this course? How does it contribute to enhancing accountability in extractives?
4. **MULEIDE & CCM:** There is interest in the part of Oxfam in conducting a study on the impacts of resettlement on men and women. Could you tell me why you consider this study to be of relevance, what your role will be, and how communities will participate?
5. Are you familiar with Civilinfo? Do you have **access** to it and do you **use** it? If so, what **benefits** does it offer?
6. **CCM:** Last year I asked you to rate your opinion on a scale from 1-5 around a selected number of issues related to the areas of intervention of the Oxfam NORAD-funded program. I would like to share with you the ratings you gave me then and ask you to rate the same issues again. This will enable me to assess any changes in your perceptions of the context. Please feel free to justify, as you deem pertinent.

Kuwuka, Muleide: I would like to share with you some questions to gauge your opinion on issues that are of relevance to the Oxfam NORAD-funded program; please rate your answers in a scale of 1-5 (*1 being the lowest and 5 the highest score*):

- a. What is the level of knowledge on land and petroleum legislation among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
- b. What is the level of knowledge on gender impacts of EI among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
- c. What is the level of participation of men and women, women and youth in O&G governance processes?
- d. What is the level of participation of communities in O&G research, debate and analysis?

- e. How would you rate the level of advocacy and negotiation capacities among CSOs at national level?
- f. How would you rate the level of advocacy and negotiation capacities among CSOs at sub-national level?
- g. What is the level of knowledge of specialized CSOs of the Land Law?
- h. What is the level of knowledge of non-specialized CSOs of the Land Law?
- i. What is the level of knowledge of non-specialized CSOs of the Petroleum Law and O&G projects and processes?
- j. What is the capacity of the media to report on O&G issues?
- k. What is the capacity of the media to engage in constructive debate on O&G issues?

PNSCRNIE

1. Could you give me an overview of the activities that you implemented up to December 2015 under the NORAD-funded Oxfam? Was everything completed and expected results achieved? What is planned for 2016?
2. Could you give me an update on your efforts to develop a national strategy for the platform, as well as progress on the development of a communication strategy and advocacy agenda?
3. What are the key areas of focus of each of these documents?
4. What does the PNSCRNIE need support with in 2016? What role could the Oxfam NORAD funded program in the consolidation of the PNSCRNIE in the coming year?
5. How satisfied are you with the way Oxfam manages interactions with the PNSCRNIE? What could improve?
6. The PNSCRNIE published a letter in the newspaper Savana on 18th Dec 2015. What has happened after it was published?
7. Last year I asked you to rate your opinion on a scale from 1-5 around a selected number of issues related to the areas of intervention of the Oxfam NORAD-funded program. I would like to share with you the ratings you gave me then and ask you to rate the same issues again. This will enable me to assess any changes in your perceptions of the context. Please feel free to justify, as you deem pertinent.
 - a. What is the level of knowledge on land and petroleum legislation among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
 - b. What is the level of knowledge on gender impacts of EI among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
 - c. What is the level of participation of men and women, women and youth in O&G governance processes?
 - d. What is the level of participation of communities in O&G research, debate and analysis?
 - e. How would you rate the level of advocacy and negotiation capacities among CSOs at national level?
 - f. How would you rate the level of advocacy and negotiation capacities among CSOs at sub-national level?
 - g. What is the level of knowledge of specialized CSOs of the Land Law?
 - h. What is the level of knowledge of non-specialized CSOs of the Land Law?

- i. What is the level of knowledge of non-specialized CSOs of the Petroleum Law and O&G projects and processes?
- j. What is the capacity of the media to report on O&G issues?
- k. What is the capacity of the media to engage in constructive debate on O&G issues?

MINISTRY of GENDER, CHILDREN AND SOCIAL ACTION

1. Could you please describe the ministry's strategic objectives in relation to gender and the status of women? Is women's and extractives one of the areas considered by the ministry? Please describe how?
2. With funding from Norad, Oxfam is interested in conducting a study on extractive industries and women in the District of Palma. What do you think would be issues to consider in designing the study?
3. Have any other studies on this topic or other areas related to this been published in the last year?
4. I would like to share with you some questions to gauge your opinion on issues that are of relevance to the Oxfam NORAD-funded program; please rate your answers in a scale of 1-5 (*1 being the lowest and 5 the highest score*):
 - a. What is the level of knowledge on land and petroleum legislation among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
 - b. What is the level of knowledge on gender impacts of EI among communities directly affected by O&G projects in Inhambane and Cabo Delgado?
 - c. What is the level of participation of men and women, women and youth in O&G governance processes?
 - d. What is the level of participation of communities in O&G research, debate and analysis?
 - e. How would you rate the level of advocacy and negotiation capacities among CSOs at national level?
 - f. How would you rate the level of advocacy and negotiation capacities among CSOs at sub-national level?
 - g. What is the level of knowledge of specialized CSOs of the Land Law?
 - h. What is the level of knowledge of non-specialized CSOs of the Land Law?
 - i. What is the level of knowledge of non-specialized CSOs of the Petroleum Law and O&G projects and processes?
 - j. What is the capacity of the media to report on O&G issues?
 - k. What is the capacity of the media to engage in constructive debate on O&G issues?

Ministry of Land, Environment and Rural Development

1. Please indicate what the role of MITADER is in relation to extractive industry projects such as the LNG project in the District of Palma?

2. Specifically, what approval and oversight (*fiscalização*) activities, or other, does your ministry carry out to ensure that **social requirements** are met and **social impacts** addressed in O&G projects?
3. To what degree has the ministry had the resources (material, human and experience) to assume oversight responsibilities at community level?
4. What is the government's role in the context of the Grievance Mechanism for the Anadarko / ENI LNG project in Palma?
5. In MITADER's view, what have been the benefits of having paralegals trained and active in the project area?
6. How long does this ministry have to fully analyze and approve resettlement plans for projects such as the LNG project in Palma? Is the time stipulated enough to review a document with such complex and sensitive issues?
7. When will households directly affected by the LNG project in Quitupo, Palma District be resettled?
8. How does the ministry feel about the issues raised in the PNSCRNIE's public communication of 18th Dec 2015?

ANADARKO / ENI

1. What compensation levels will be used with directly affected communities in Quitupo, Palma District?
2. The Resettlement Plan for comments issued December 2015 indicates that a Community Development Fund will be available to address priority concerns in host communities. Will households in Senga host community receive other forms of compensation such as housing comparable to the ones offered to households to be resettled?
3. How is the timing of consultations determined? Civil society organizations published a letter in Savana newspaper on December 18th raising a number of issues, which included concerns on the timing and length of time available to submit comments on the Resettlement Plan. What are your views in relation to this?
4. Please describe the grievance mechanism put in place by your company for affected communities in Palma District?
5. What information have communities received about these mechanisms?
6. What specific mechanisms have been used to ensure that men, women, youth and vulnerable groups all receive information in relation to the grievance mechanism and other issues covered in community consultation and engagement processes?
7. How many grievances have been received to date from affected communities in Palma? Could you provide gender-disaggregated information in relation to this?
8. What types of issues have been raised in the community grievance mechanism?
9. What is your opinion of the issues raised by civil society organizations such as Sekelekani in relation to the quality of community engagement with affected communities in Palma?
10. How do you feel that community paralegals could contribute to ensuring that community rights are respected and exercised?

NORWEGIAN EMBASSY IN MOZAMBIQUE

1. How has the Oxfam program performed to date in your view?
2. What constraints has the program faced?
3. What “new” issues in the Mozambican context need to be taken into account in the program?
4. How has the broader Norad-funded program in Mozambique evolved in the last year? What constraints has it faced?
5. Are there any opportunities of linking with any of the other organizations that are funded by Norad in Mozambique that have not been considered to date?
6. How does the donor community regard accountability issues today in Mozambique? Has the situation improved, worsened or remained unchanged?

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

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