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

END OF PROJECT EVALUATION REPORT – TANZANIA

Rob Denny
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.
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ABBREVIATIONS AND ACRONYMS

CCM  Chama Cha Mapinduzi
CSO  Civil Society Organization
EI  Extractive Industries
EITI  Extractive Industries Transparency Initiative
EPE  End of Project Evaluation
FAWOPA  Faidika Wote Pamoja
FGD  Focus Group Discussion
FID  Final Investment Decision

IFC  International Finance Corporation
LANGO  Lindi region Association of NGOs
LGA  Local Government Association
MEM  Ministry of Energy and Minerals
MTA  Mid Term Assessment
NGO  Non-Governmental Organization

NORAD  Norwegian Agency for Development Cooperation
PURA  Petroleum Upstream Regulatory Authority
O&G  Oil and Gas
PWYP  Publish What You Pay
RAP  Resettlement Action Plan
SL  Service Levy
TCF  Trillion Cubic Feet
TEITI  Tanzania Extractives Industry Transparency Initiative
TPDC  Tanzania Petroleum Development Corporation
VICOBA  Village Community Bank

ACKNOWLEDGEMENTS

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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 Tanzania it aims to strengthen O&G sector governance by supporting active and informed community participation, active engagement of civil society organizations (CSOs) and increased quality reporting by the media.

The objective of the EPE is to analyze and document (i) progress of activities; (ii) results achieved; (iii) relevant contextual changes; (iv) program management practices and (v) put forth recommendations to support the extension of the program planned for 2017-2018. Also, the EPE assesses the program using OECD criteria1 as well as answers key EPE questions identified by the country office.

Three main contextual changes affected program implementation, two external and one internal:

- The drop in the price of oil from mid-2014 shifted Tanzania’s O&G development into the slow lane, with the result that by the end of the program the prospects for gas production were more distant than at the beginning.
- A new government which, although coming from the same party as the previous one, showed a surprising degree of change in terms of its policy and practice.
- An internal restructuring process in 2016 that occupied much staff time at the same time as providing potential future benefits.

Findings

Outcome 1 (Communities):

- The program has established a network of local ‘animators’, drawing on Oxfam’s experience of this role from elsewhere in Tanzania, who form an effective and resilient model for promoting active citizenship around local issues including O&G. There is evidence that they share information with other community members, following on from the recommendation in the Mid-Term Assessment (MTA). They provide an effective basis for work on other issues such as gender (see below).
- Local community expectations of O&G in the resource regions of Mtwara and Lindi have lessened, both in terms of the timing of any benefits and in terms of how they will be accessed. However, there is much less evidence of any improvement in community knowledge of the legal framework around O&G, grievance systems, or the gender impacts of extractives.
- The situation concerning the LNG plant resettlement in Lindi has also changed markedly, for the better. Resettlement planning is now substantively complete, to standards higher than Tanzania’s legal requirements and past practice, although the timing of the Resettlement Action Plan (RAP) implementation has not yet been announced. This may set an interesting precedent in terms of ‘raising the bar’ for future resettlement exercises in Tanzania.
- The clearest added-value of Oxfam’s implementation of the program, identified by several interviewees, is its ability to link community issues with policy

1 http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm
implications. The forthcoming release and dissemination of the research on the Mnazi Bay pipeline will give an excellent opportunity to display this linkage, to the benefit of communities who may be affected by future planned pipelines.

- The importance of the Gender and Extractives work is shown by the continuing evidence of gender discrimination by some extractive sector companies in terms of, for example, job allocation. In this respect the program has laid some useful foundations but still has a long way to go.

Outcome 2 (Civil Society and Media):
- Civil society collaboration on extractives included O&G has moved ahead rapidly through the vehicle of Hakirasilimali, which has recently secured its legal registration and published its 3-year strategy. But the program has not played a major role in this process (although there are plans to do more under the new program).
- In terms of media coverage of extractives, the previous gap between quantity (acceptable) and quality (not acceptable) has been largely bridged. Further improvement is unlikely given the structural constraints under which the media operates.

Outcome 3 (Government and Private Sector):
- The program’s involvement in the lobbying exercise around new O&G legislation in 2015 was cited as its greatest achievement: some 60% of amendments proposed by civil society were adopted by parliament.
- However, much work remains to be done to work on the institutional framework for responsible use of extractives. In particular, new and fragile institutions such as Petroleum Upstream Regulatory Authority (PURA) will require long-term institutional mentoring.
- Going forward, producing and disseminating civic education materials on the new Acts will be important activities e.g. clear explanations of the key points in Swahili.
- There is also scope for working together with certain key players in the private sector, especially the major offshore operators Shell and Statoil, to promote transparency issues around TEITI implementation.

Program Management
- Oxfam’s operational partners appreciate that its support covers a spectrum from organizational development to funding of activities. At the same time, Oxfam’s current systems for managing contracts with them could be improved. Breaks between grant periods and delays in expected disbursements limit the scope for strategic thinking and tend to ‘bunch’ activities into short periods of time.
- In terms of its relationships at national level, Oxfam also needs to re-establish its reputation as a consistent and reliable player on extractives, which was compromised during the period of internal restructuring in 2016.

Key Questions Identified by Country Office Findings:
- Relations of Animators with Authorities. Animators have generally good relationships with established local leaders, and cooperate effectively with them.
- Priorities of animators. Their main priorities for action are usually not to do with extractive industries, but other pressing local issues around services or business opportunities.
Recommendations:

- Training for animators should reflect the fact that they work on many other issues besides those related to O&G. It should also include more materials, both important background documents and stationary tools.
- The program should consider conducting civic education on the new policies and Acts approved in 2015, working through partners to raise community awareness of the implications of the legislation.
- The program should improve the mechanisms for identifying linkages between community experience and policy implications, building on the recognized Oxfam strength in this area.
- The program should consider the scope for gender-sensitive scrutiny of expenditures under the O&G Revenues Act (once regulations are issued), including the 60% capital allocation.
- Given the achievements made in improving media coverage of extractives, and the constraints of making further improvements, the program should phase out its direct interventions with the media. The exception to this is social media, where the program should explore the scope for increased use of these widely-used platforms for promoting accountability and transparency.
- The program team should approach the private sector to seek partners for a more broad-based initiative focused on extractive-sector transparency.
- Oxfam should review its contract-management processes with partners to arrive at a more clear, rapid and coherent way of managing contracts and disbursements.
- The program needs to work on being more consistent, responsive and collaborative with regional and national organizations; and by developing its relationships with government and private sector actors.

1. INTRODUCTION

Project Objectives

The NORAD-funded Accountability through Active Citizenship Program: Improving Petroleum Governance in Ghana, Mozambique and Tanzania is a 3-year program managed by Oxfam. It was due to finish in December 2016, but was granted a 3-month no-cost extension until March 2017. In Tanzania it aims to strengthen O&G sector governance by supporting active and informed community participation, active engagement of CSOs and increased quality reporting by the media.

In Tanzania, the geographic focus of the program is in the south of the country, specifically in Mtwara and Lindi Regions, where there is active O&G development and prospects for the development of a Liquefied National Gas (LNG) plant. 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 Tanzania

<table>
<thead>
<tr>
<th>OUTCOMES</th>
<th>INDICATORS</th>
</tr>
</thead>
</table>
| **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. | 1.1 Understanding of men, women and youth in directly affected communities of land and petroleum legislation  
1.2 Participation of men, women and youth in decision-making processes around O&G issues at local level  
1.3 Effective mechanisms for collective action in place at community level  
1.4 Effective grievance redress mechanisms in place and use (judicial and extrajudicial)  
1.5 Situation analysis on the likely impacts of the LNG project  
1.6 Research, analysis and reporting on O&G governance and revenue use at local and sub-national level with consultation / participation of community groups  
1.7 Existence of a Safeguards monitoring mechanism within local Government structures to ensure women’s participation |
| **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. | 2.1 HakiRasilimali recognized as a critical and well informed contributor to national policy debates on O&G  
2.2 Capacity of media based partners around O&G issues  
2.3 Advocacy and negotiation skills among SCOs, NGOs and media  
2.4 Production of positioning papers on critical O&G sector issues of issues at all levels of the value chain and proposals to address gender inequities in NRM  
2.5 Oxfam responsiveness to SCO and media partner request for informal support with gender equity and transparency focus  
2.6 The voices of active citizens and leaders captured by media  
2.7 Participation in annual global and regional forums, supporting Exchange and presentation of national research and policy development |
| **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 Training on petroleum sector issues for all stakeholders  
3.2 Support to CSO efforts and platforms to advocate and engage in contract transparency  
3.3 Oxfam and partners liaise strongly with EITI to ensure CSO and media training on transparency obligations |

**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

The main external contextual changes affecting the program were as follows:

1) The drop in the price of oil from approximately 70 USD/barrel at the end 2014 to around 50 USD/barrel by early 2017. The effect of the drop in prices has been to encourage the oil majors present in-country to delay project decisions and to look for cheaper options that would keep development of the gas resource profitable at the lower prices. The result is that the point of commitment for the companies – the Final Investment Decision or FID – is further away now than it was at the start of the program. Informed commenters consulted in the context of this evaluation put the likely date for FID as 2022/3, with first production in 2027/8. In terms of local impacts in the resource area, interviewees pointed to the withdrawal of most oil company staff from the Shell and Statoil offices in Mtwara.

Exploration continued despite the stagnating prices, with a new find in early 2016 bringing Tanzania’s reserves of gas up to 57 Trillion Cubic Feet (TCF). In addition, new exploration frontiers are opening up in the west of the country in Lake Tanganyika.

2) The election of a new President, Mr. John Magafuli, in October 2015. The incoming administration represents a surprising discontinuity with the previous one, even though both are from the same party (Chama Cha Mapinduzi or CCM). For example, whereas the previous President (Jakaya Kikwete) made some ill-judged remarks about the impact of O&G, even claiming that Mtwara could become like Dubai, Magafuli has avoided raising expectations by talking little about O&G.

The change in government has been accompanied by a change in relations with civil society. Under President Kikwete, the main push from civil society was to hold the government accountable for its commitments, whereas under his successor there may be more scope for constructive engagement. However, the new government also shows some authoritarian tendencies, and informed commentators said that it is too early to assess whether the undoubted reduction in the level of corruption under the present administration is permanent, or contingent on specific circumstances. CSOs are adopting a ‘wait and see’ attitude while the new regime settles in.

Internal contextual factors related to budgetary cuts and fund disbursement delays have caused further challenges to reaching project objectives and progress results. In particular, the restructuring exercise within Oxfam Tanzania, beginning in March 2016 and completed in October of that year, coincided with a reduction of energy and activity in the program. However, by the end of 2016, with a new team in place and a new structure to support the program, there are signs of improved performance going forward.

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2. METHODOLOGY

Approach
The EPE is based on a qualitative approach based on a thorough literature review encompassing partner reports, publications, media clippings and in-country news and interviews and one focused group discussion (FGD) involving 5 animators. Of the total of 41 key informants, 15 participated either in the baseline or the Mid Term Assessment (MTA). 17 of the key informants in the EPE are female (41%), as shown in Table 2 below.

<table>
<thead>
<tr>
<th>Baseline Evaluation</th>
<th>Number of interviewees (m/f)</th>
<th>Female Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>46 (33/13)</td>
<td>28%</td>
</tr>
<tr>
<td>Mid Term Review</td>
<td>38 (23/15)</td>
<td>39%</td>
</tr>
<tr>
<td>End of Project Evaluation</td>
<td>41(24/17)</td>
<td>41%</td>
</tr>
</tbody>
</table>

Interviewees were drawn from Oxfam and partners, other civil society actors, national and local government, media and community animators or mobilisers. The majority of interviews were organized by Oxfam or its partner organizations in Mtwara (FAWOPA) and Lindi (LANGO).

<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>4 (2)</td>
</tr>
<tr>
<td>National Civil Society</td>
<td>3 (1)</td>
</tr>
<tr>
<td>Organizations</td>
<td></td>
</tr>
<tr>
<td>Regional Civil Society</td>
<td>9 (6)</td>
</tr>
<tr>
<td>Organizations</td>
<td></td>
</tr>
<tr>
<td>National Government</td>
<td>2 (0)</td>
</tr>
<tr>
<td>Local Government</td>
<td>7 (2)</td>
</tr>
<tr>
<td>Media</td>
<td>6 (1)</td>
</tr>
<tr>
<td>Donors</td>
<td>1 (1)</td>
</tr>
<tr>
<td>Animators</td>
<td>9 (2)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>41(15)</strong></td>
</tr>
</tbody>
</table>

As in the baseline survey and MTA, the EPE does not include household or citizen based surveying. Perceptions on key issues of O&G governance used in the baseline survey and MTA were explored using the same set of non-statistical quantifiable indicators. 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 or MTA interviews to help them rate the change.

Interview guidelines were produced and adapted depending on the type of stakeholder (for more information see Annex 4).
All activities were carried out in close coordination with the program’s steering committee which consisted of members from Oxfam America at headquarters and country-office staff from Tanzania, Ghana and Mozambique. Preliminary findings were shared with Oxfam staff in Tanzania at the end of the fieldwork.

Due confidentiality was maintained in the course of the interviews. Where these concerned the Oxfam program partners FAWOPA and LANGO, for example, the facilitating Oxfam staff withdrew and allowed private discussion between the evaluator and the CSOs concerned. Likewise, staff from FAWOPA and LANGO were not present during discussions with animators (who received training and guidance from these organizations).

**Ethical Considerations**

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

Interviewees were informed of confidentiality measures 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 for the interview was obtained from all participants, although not all wished their involvement in the EPE to be recorded.

**Study Limitations**

The field work for this EPE was undertaken during a visit to Tanzania from 13 to 22 February 2017, arranged with full support from Oxfam staff in-country. Although every effort was made to ensure that interviews covered all relevant stakeholder categories, there were a number of gaps:

- It was not possible to meet any parliamentarians (for example from the Public Accounts Committee), partly because there was no time to visit the seat of national government in Dodoma;
- No interviews were held with staff of O&G companies (unlike the Baseline and MTA); and nor was it possible to arrange an interview with Tanzania’s national oil company, the Tanzania Petroleum Development Corporation (TPDC), primarily because no responses were received to the interview request;
- The only contact with national Ministries was with two officials of the Ministry of Energy and Minerals, through a written interview;
- There were fewer interviews with national-level NGOs than in the Baseline, and proportionately more interviews in the resource regions of Mtwara and Lindi, especially with animators and local duty-bearers.

While every effort has been made to ensure that these limitations do not materially impact on the report’s conclusions, they should be considered as constraining factors on the comprehensiveness of the findings. Lastly, whilst we aimed to be specific on NORAD funded activities and results compared to activities and results funded through other means, it was not always possible to do so. Where possible the findings will highlight cross fertilization of projects as well as explicitly NORAD-funded outcomes.
3. FINDINGS

3.1 Outcome 1: Community Level
The program’s key mechanism for achieving results at community level, especially in areas with current or prospect direct impacts from O&G operations, has been the establishment of a network of Animators. Given the significance of this network of local community mobilisers, it is important to provide some background on the set up of this network. According to program staff, the concept for animators came from:

1) References in the proposal to the promotion of ‘active citizens’.
2) Oxfam experience from elsewhere in Tanzania, in particular in the Lake zone, where a similar network has been used to good effect over an extended period of time.

One important feature of the model is that animators are situated both geographically, in a particular community, and also in a certain occupational or other grouping. In the Lake zone, the groups were primarily teachers, farmers and religious leaders, whereas in Mtwara and Lindi, the groupings were:

- Farmers
- Religious leaders
- VICOBA members (Village Community Banks – a strong structure for credit/savings mobilization in southern Tanzania)
- Boda bodas (motorbike taxis)
- Watu Masalaam⁴ (greeting clubs)

There does not appear to be a single mechanism through which animators were chosen or selected. Animators interviewed for this evaluation listed the following methods:

- Selection in the course of a village meeting
- Identification by staff from FAWOPA/LANGO
- Nomination by village duty-bearers

At a minimum, animators received two key trainings to equip them to take forward program outcomes in their home locations:

- Generic training on the role of animators, including their rights and responsibilities, relationship to the program and to the Oxfam partner organization.
- Training on O&G, covering:
  - The exploration, development and production cycle (including common timelines) of the O&G industry.
  - Tanzanian law relating to the industry such as the 2015 Petroleum Act and the 2015 Tanzania Extractive Industries (Transparency and Accountability) Act.
  - International standards relevant to the industry such as the International Finance Corporation’s (IFC) Performance Standards and the Voluntary Principles on Security and Human Rights etc.

Animators were encouraged to develop Action Plans to take forward their work in their communities. During the FDG with a group of animators, the following priorities were listed for their Action Plans, only one of which related to extractive industries:

- Provision of safe water

⁴ These clubs reflect both the well-established Swahili culture of eloquent greetings, as well as the new culture of talk-radio that has given it new reach and impact.
• Science lab for the school
• Office for the village chairman
• Push for the establishment of a primary school in a village which lacks one.
• Improving school facilities
• Insist on community benefit from a stone-quarry on village land currently run by a private businessman
• Land demarcation issues related to the ‘border’ with an abandoned sisal plantation.

It should be pointed out that these animators were located in an area experiencing direct impacts from O&G. Yet even here, it is clear from this listing of priorities that extractive issues are largely overtaken by other concerns, and that animators are using their skills and position to campaign on a wide range of issues. The program needs to review carefully the implications of this finding, which was also raised in the MTR (see Conclusions and Recommendations).

Animators clearly valued their trainings and said there would be utility in organizing regular repeat trainings. Moreover, they requested access to further information materials such as copies of the constitution.

The animators interviewed for this evaluation showed themselves without exception to be energetic and engaged community mobilisers. The animator model also seems to be a resilient one, whereby they continue with their work even when the partner who interacts with them is not under contract with Oxfam, and therefore not receiving any money for activities. The animator system is also resilient in terms of how it handles the risks that individual activists may face: it is a collective model and agreed actions are distributed between different people.

However, the above information was obtained from a small sample of animators, which were not randomly selected, but identified by the two Oxfam partners. It is likely that a large survey of animators would produce more mixed results. Although the MTA reported that 10-15% of animators were inactive, no animators have so far left their role or been relieved of their responsibilities – even though, with several hundred now in the field, one would expect there to be cases of failing commitment or performance. This suggests that there is room to tighten the engagement of Oxfam partners with the animators.

**Community Understanding of Land and Petroleum Law.**

Relevant interviewees were asked for their perception on the level of community knowledge of the laws governing O&G, on a scale of 1:5 with 1 indicating minimal knowledge and 5 indicating complete knowledge. The results showed no decisive change over the course of the program, and the comparatively low number of repeat interviewees makes direct comparison problematic.

<table>
<thead>
<tr>
<th>QUANTIFIABLE INDICATORS</th>
<th>AVERAGE</th>
<th>No. of Interviewees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>BL</td>
<td>MTA</td>
</tr>
<tr>
<td>a What is the level of community knowledge on laws around O&amp;G?</td>
<td>1.7</td>
<td>2.0</td>
</tr>
</tbody>
</table>

*Table 4: Community Knowledge of O&G Legal Framework*
The main activity aimed at raising community awareness were the trainings given over the course of the program to representatives from CSOs, the media, local leaders, government representatives and animators in target communities identified by LANGO and FAWOPA. Trainings to date have covered the following topics:

- Basic information on the O&G sector in Tanzania
- Gender and extractives
- Animation approach associated with social accountability monitoring

Despite the figures given in the table above, it should be stated that animators on the ground in directly-affected communities showed increased awareness of the legal framework around O&G, although they also said that the would welcome further trainings, e.g. on the new laws.

**Community Participation in Decision-Making around Oil and Gas**

Interviewees in Mtwara and Lindi all coincided in the view that local expectations of the impact of O&G, both in terms of scale and in terms of timing, are now much more realistic than at the start of the program -- which is presumably related to the fact that there has been no recurrence of the serious unrest seen in the region in 2013.

In terms of decision-making, community participation was observed in some localized settings, for example in the choice of resettlement location offered to the displaced population at the LNG site in Likong’o. However, this direct participation seems to owe more to the companies’ desire for an IFC-compliant RAP than to any direct impact of the Oxfam program.

One local duty-bearer in a directly-impacted community pointed out the need for assuring balance between animators and people in positions of responsibility, like him. He requested that further training be made available to him lest animators know better about his responsibilities than he himself did. This was also a finding that came out in the MTR.

**Mechanisms in Place for Community Action and Grievance Redress**

There was no evidence found in the evaluation that the onshore operators have improved their grievance systems, where they exist at all. But on the other hand animators in impacted populations did not bring out any patterns of grievances against the companies, resolved or otherwise. The only exception to this was the collective gender discrimination referred to below in the section on Safeguards for Women’s Participation.

Interviewees were asked for their perception on the level of public knowledge of O&G company grievancy systems, with the results as shown in the following table. It indicates no change in perception since the MTA, and only minor change since the Baseline.

<table>
<thead>
<tr>
<th>QUANTIFIABLE INDICATORS</th>
<th>AVERAGE</th>
<th>No. of Interviewees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>BL</td>
<td>MTA</td>
</tr>
<tr>
<td>b What is the level of public knowledge of O&amp;G company grievance systems?</td>
<td>2.4</td>
<td>2.0</td>
</tr>
</tbody>
</table>

However, there were more positive results found in terms of local community action. A good example comes from the case of Songo Songo village in Kilwa district, where a
gas well in production since 2004 has generated Service Levy (SL) income to the local council. In this case, the Oxfam partner collaborated with the national level NGO network Policy Forum using their established ‘Social Accountability’ process to track resources. This showed that money allocated to Songo Songo was less than the 20% of the total SL which, according to a council by-law, should have been allocated to the village. The village set up a committee\(^5\) to press their case, and according to one informant, further instalments of money have now been allocated to the village.

**Level of Understanding of Likely Impacts of LNG Project**

The greatest direct social impact of the LNG project is the economic and physical displacement of households in Likong’o village, both for the LNG plant site and for the planned industrial zone adjacent to it. As reported in the MTA, the TPDC has been charged with implementing the resettlement, supported by contractors working under Shell and Statoil, and charged with implementing the RAP.

The situation has been transformed during the lifetime of the program. At that time of the baseline, the local community expressed confusion and disquiet at the partial and inconsistent information given to them. The government prohibition on buying and selling land in the locality was a particular problem for some.

Local duty-bearers were interviewed for the EPE, and recorded that they had received a number of trainings by the program – as many as 5, in the case of one key local leader. These trainings have equipped the duty bearers to align expectations with the realities of the situation, not only in terms of the cycle of O&G development but also in terms of the legal situation and management of local impacts. They expressed appreciation of the relevance and usefulness of these trainings, which they were directly able to apply to their situation.

In terms of the process of the resettlement, the implementing party visible to the local population is the TPDC. The following key facts should be noted:

1) Affected populations were consulted as to alternative sites for their resettlement and could choose locations within the same ward, thus reducing the social dislocation of the move.

2) Farmers have been allocated suitable agricultural land, and fishermen have been sited adjacent to the sea with access to suitable fishing grounds. In this way the livelihood disruption will be reduced, in line with IFC requirements.

3) Household surveys have been done to calculate the value of affected assets, valued based on the established rates of compensation. Therefore households know their expected compensation.

4) The timing of the resettlement has not yet been announced. The current situation is that the RAP has been prepared, but not yet implemented.

An important consideration in this resettlement exercise has always been the gap between Tanzanian requirements for resettlement and the internationally-accepted IFC standards, which are more demanding and more expensive to implement. In this case – a case which could set important precedents for other resettlement exercises in Tanzania – the national standards have been exceeded, with the affected population treated more generously than required by national law. For example, they are to receive alternative land as well as the cash payments required by law, according to an interview with a responsible local duty-bearer.

As commented earlier, there was no interview with Shell or TPDC to probe whether the positive changes were due to pressure from local duty-bearers or – more probable –

\(^5\)http://allafrica.com/stories/201611070100.html
that Shell, for its own reputational and financial reasons, has encouraged and supported TPDC to implement a resettlement process that complies with IFC Performance Standard 5 on Involuntary Resettlement.

**Research, Analysis and Reporting on Oil and Gas Governance and Revenue Use at Sub-national Levels with Involvement of Community Groups.**

In this context it is appropriate to mention a serious and important piece of research conducted by the program, with important policy implications. This is the research conducted on the community impacts of building the 542 km pipeline from Mnazi Bay to Dar es Salaam. This research⁶ assesses the community level impacts of the pipeline construction, and at the same time makes a number of policy recommendations. This is highly relevant to Tanzania, where two major new pipelines are expected in coming years, to connect with Zambia and Uganda. It is expected that the research will be released in March 2017, with subsequent sensitization and possibly an associated position paper.

**Safeguards for Women’s Participation**

The baseline reported the lack of effective safeguards for women’s participation, and the MTA detailed a number of relevant interventions that were underway or planned. Although the EPE did not find grounds for major improvement in the situation, interviewees gave a higher rating for gender awareness than previously, as shown in the following table:

<table>
<thead>
<tr>
<th>QUANTIFIABLE INDICATORS</th>
<th>AVERAGE BL MTA EPE</th>
<th>No. of Interviewees BL MTA (repeat respondents) EPE (repeat respondents)</th>
</tr>
</thead>
<tbody>
<tr>
<td>C</td>
<td>1.6 1.9 2.4</td>
<td>8 7 (1) 24 (2)</td>
</tr>
</tbody>
</table>

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

By contrast with the above (modest) improvement, a striking case of gender inequity was highlighted during the EPE by a woman animator. She said that currently jobs in local gas companies, even for traditional female roles as cooking and cleaning, were reserved exclusively for men. She attributed this to the fact that it was local men who were handing out the jobs, under the influence of established cultural norms, including the expectation that paid employment was a male activity. In this case, the animator said that the pursuit of 50/50 gender equity in job allocation was her priority.

In the context of the southern regions of Tanzania, where the majority of the gas resources are located, this gender discrimination is not surprising, and could usefully prompt a campaign to push for a more equitable allocation of jobs.

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⁶ It has yet to be made public, and is therefore not named or included in the bibliography in this evaluation.
3.2 Outcome 2: Civil Society and Media

Civil Society Networking and Online Platform
At the start of the project, the Baseline reported two existing platforms for online collaboration around extractive issues. As noted in the MTA, HakiRasilimali has consolidated its status as the primary platform of CSOs working on the extractive industries in Tanzania. Hakirasilimali is registered as a non-profit company under the Companies Act of 2002, a form of incorporation that offers better protection than NGO registration. At the start of the program, it was little more than a Googlegroup; but now it is a viable coordinating mechanism with two core staff, office space, a website full of useful information, and a functioning governance mechanism. It joined Publish What You Pay (PWYP), as an affiliated coalition in 2016, and its strategy 2017-2020 was launched in February 2017.

The program has worked closely with Hakirasilimali and organized joint activities in 2015 and 2016. To date no partnership agreement has been signed with them, although Hakirasilimali has consolidated its position as the main vehicle of civil society coordination around extractives including O&G. Hakirasilimali has secured funding from other sources for activities like board meetings and website construction. However, there are many new opportunities to work together as Hakirasilimali moves ahead with the implementation of its new strategy, issued in February 2017.

Media Performance around O&G Issues
There was a more substantive sample of interviewees responding to questions of media coverage of O&G in the EPE, and the results confirmed the finding of the MTA: the previous gap between the quantity and quality of media reporting had been narrowed or bridged. This is an encouraging finding, which should in some part be attributed to interventions under this program.

Table 7: Quantity and Quality of Media Coverage

<table>
<thead>
<tr>
<th>QUANTIFIABLE INDICATORS</th>
<th>AVERAGE</th>
<th>No. of Interviewees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>BL</td>
<td>MTA</td>
</tr>
<tr>
<td>a What is your assessment of the quantity of media coverage of O&amp;G?</td>
<td>3.5</td>
<td>2.8</td>
</tr>
<tr>
<td>b What is your assessment of the quality of media coverage of O&amp;G?</td>
<td>2</td>
<td>2.6</td>
</tr>
</tbody>
</table>

As reported in the Baseline, radio listeners in Lindi used to listen in to the established FM stations broadcasting from Mtwar. However, in 2015 there was a major change when the privately-owned Mashujaa FM began to broadcast from Lindi town, not only on air but also over the internet, through smartphone app, and also on social media.

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This welcome addition to the media landscape has also permitted local media space for issues such as the proposed LNG project in Lindi. Although the radio is focused on entertainment, it also has morning and evening slots for news.

Staff from Mashujaa, interviewed for this evaluation, gave a high rating to a training attended in December 2016 which covered O&G industry specifics and law. As reported in a program on the radio about the workshop. Members of the Lindi Press Club interviewed also commented on the value of the workshop, at the same time as arguing that more practical assistance, e.g. transport to visit affected communities, would be important for them to take forward their reporting on O&G. One participant mentioned the way in which the training provided for managing expectations:

“I attended a training run by Oxfam where Statoil and TPDC came and talked to us. Previously people thought -- and I also thought -- that gas would come and start production in 1-2 years. So at the training I learnt that it could be 15 years before production and that even then the benefits would take time.”

– journalist, Mtwara/Lindi

Besides positive side of the program’s work on improving media reporting of O&G, there are also limits as to how much improvement can be expected. Media in Tanzania face both pressure from the current government and also the distorted incentives under which individual journalists operate. As one staff member summarized the situation: “Media in Tanzania can be bought”.

Advocacy and Negotiation Skills among CSOs on Extractives, including Position Papers

The most important piece of advocacy produced with program support was a position paper developed in reaction to the tabling of the new O&G sector Bills presented to parliament in 2015 with a tight timetable for discussion (for more detail see Finding 3 below).

It is to be expected that a second position paper will be produced by the program in relation to the pipeline research referred to earlier in this EPE. However, the overall production of position papers has progressed little in the second half of the program, due primarily to staff changes in the program and the complications of the restructuring process within Oxfam.

Voices of Active Citizens and Leaders in the Media

The Baseline reported restrictions on media freedom, at the same time as public support for the role of a free media, as evidenced in Afrobarometer polls. Pressure on the media was particularly strong in the regions of Mtwara and Lindi. Since this finding two years ago, there has been a positive evolution, and reporting restrictions on the media in this part of the country has eased, reflecting how political tensions have eased since the unrest of 2013. For example, the local journalist who at the time of the Baseline field work (December 2014) had to report weekly to the police, no longer has to do so.

The most dynamic part of the media landscape in Tanzania is social media. In a context where the freedom of the formal broadcast and print media is circumscribed, social media such as Instagram, WhatsApp, Twitter and Facebook have become important platforms for exchanging information and views, as well as mobilizing public sentiment around specific campaign themes. Of particular note is WhatsApp, where

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information is often exchanged on large groups of people across the country who know only a few other group members.

**International Exchanges and Policy Development**

Program staff have also contributed to other pieces of research aimed at improving the policy framework around extractives, such as the Oxfam research report “The Weak Link: The Role of Local Institutions in Accountable Natural Resource Management in Peru, Senegal, Ghana and Tanzania”\(^9\), although the report publication was funded by the Gates Foundation.

Program staff have also broadened their knowledge and experience by attending international courses such as:

- Oxfam participation (2 staff members) in the Anglophone Africa Extractives Summer School in Ghana which took place in 2015 and in 2016
- Oxfam participation (1 staff member) in a Resettlement Training provided by Intersocial Consulting
- Oxfam staff (2 staff members) follow relevant O&G webinars, when available
- Representatives from HakiRasilimali and FAWOPA also attended the Alternative Mining Indabas in South Africa in 2015 and 2017, supported by the program.

### 3.3 Outcome 3: Government and Private Sector

The legislative framework around O&G in Tanzania has been transformed in the course of the program by the 3 Acts passed in 2015, as mentioned in the MTA:

1) **Petroleum Act.** By establishing the Petroleum Up-stream Regulatory Authority (PURA) as the regulator the off-shore gas industry, this Act made important progress in resolving the conflict-of-interest inherent in TPDC’s previous roles as both participant and regulator of the industry. The Act also imposed some Local Content requirements on O&G operators.

2) **Extractive Industries (Transparency and Accountability) Act,** which aimed to put T-EITI on a statutory footing, and cement Tanzania's status as an EITI-compliant country.

3) **Oil and Gas Revenue Management Act,** which established the Oil and Gas Fund to receive and disburse all Gas revenues, prevent risks to macro-economic stability and ensure that the bulk of monies should be used for capital investments in the country’s infrastructure, not for recurrent expenditure.

The manner in which these Acts became law was itself controversial: they were tabled under a “certificate of urgency” and MPs were only given 4 days to debate them\(^10\). Nevertheless, the program was able to respond rapidly, and produced a position paper proposing detailed amendments, under the leadership of the civil society networks Hakimadini and ONGEA. This was one of three lobbying documents produced by civil society in response to the Bills. These position papers made their impact, and it was estimated by an interviewee that about 60% of the drafting amendments to the Bills proposed by the CSOs were accepted.

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However, it is also true that the implementation of these Acts has in some cases – for instance, with respect to T-EITI and the publication of PSAs – proven sadly deficient. However, despite these caveats, the Acts constitute a major improvement in the legislative framework for O&G. This means that the priority for action moves to the implementation of these laws, in terms of:

- issuing of detailed regulations by Ministry of Energy and Minerals (MEM) and other Ministries, together with the procedures and forms necessary to put them into practice
- appointment of committees where required under the law
- civic education to publicise the key terms of the laws
- monitoring and research on the practical effects.

The latter two activities are areas where civil society can play an effective and important role.

The program works on both ‘demand’ and ‘supply’ sides of the local-accountability issue, and some of the program’s best work has been done in training local duty bearers in how to respond to their obligations on transparency. For example, a training conducted in February 2017 resulted in local Councillors and others preparing action plans covering topics such as:

- Preparing a Local Government Association (LGA) by-law on managing the Service Levy revenue, including the development of an O&G fund.
- Investigating the possibility of investing Service Levy funds in investments that would produce an income for the council (as opposed to using it for recurrent expenditure).
- Mechanisms to increase local transparency.
- Follow-up workshops on issues such as Local Content.

Although it is too early to see results from such action plans, the prospects for fruitful results will be increased if the Oxfam partner is able to continue to engage with course participants and mentor them through the implementation of these action plans.

**Training Requirements on Oil and Gas Issues**

The program-monitoring framework envisaged coordination trainings among NGOs at national level, an area where other organizations are also active. But informants during the MTA and the EPE indicate that coordination is weak and a training agenda based on actual and most pressing training needs has not been developed. On the positive side, where such trainings have happened, they have been well received. For example, the technical workshop on LNG economics was deemed as extremely valuable by interviewees.

The government’s technical capacity on O&G is another critical constraint faced by the country, and the government is well aware of the “shortfall in human capital” with respect to O&G.

An important area of government performance in relation to O&G is communications, where the government is in the final stages of developing a communication strategy around O&G, according to information from the MEM. However, the information output coming from the government on O&G issues has improved in both quality and quantity since the Baseline. The MEM produces:

- Fortnightly MEM bulletin
- Energy Digest (billed as quarterly, often appearing only half-yearly)
- Regular website updates with for example important policy documents such as the Gas Master Plan

At the same time, the TPDC has also revamped its website in pursuit of its mission to become a key player in the national and regional O&G industry.

**(T)EITI and Contract Transparency**

The Baseline reported the probability that existing contracts would be released, and that the program would be able to shift focus to next-generation transparency issues such as the process of block allocation, beneficial ownership of companies and revenue-tracking. Unfortunately, this has not happened and priorities need to be re-evaluated. The current situation is contradictory. On the one hand, the Tanzania Extractive Industry (Transparency and Accountability) Act, passed in 2015, for the first time gave a formal role in the national law to the Tanzania Extractive Industry Transparency Initiative. It recognises the role of a multi-stakeholder group (MSG) to lead EITI implementation in Tanzania, composed of five representatives each from the government, extractive companies and civil society. The legislation requires that all new concessions, contracts and licenses are made available to the public, and also includes penalties for individuals or institutions that fail to provide or provide false information to ‘EITI upon request.

Sadly however, the potential advantage of having a statutory role has not been seized, and interviewees concurred that TEITI has lost momentum in the period since the MTA, and despite the efforts of the NORAD program and others to keep it moving forward. For example, interviewees reported that there has been a prolonged delay in appointing a Chair for TEITI Tanzania. Tanzania is due to publish the 7th reconciliation report, covering the financial year 2014/2015 by spring 2017. However, it looks probable that this deadline will be missed, as a result of governance issues within TEITI and the failure to appoint a qualified consultant to conduct the reconciliation exercise. Tanzania’s EITI-compliant status risks being suspended.

**3.4 Program Management**

Although some delays in disbursement of funds from NORAD to Oxfam was reported in the first half of the contract, as reflected in the MTA, they did not materially affect program implementation and no such comments were received during the EPE. However, disbursement of funds from Oxfam to its partners within Tanzania has been uneven, and caused a stop/start pattern of implementation on the ground.

**Contracts with Partners**

Under the NORAD program, partnership agreements were signed with 2 partners as follows, covering periods in 2015 and 2016:

1) FAWOPA (‘Faidika Wote Pamoja’ or ‘Benefit Together’). This Mtwara-based NGO was established in 2004 and registered under the NGO Act of 2002. It works in different sectors such as Education, Agriculture, Health HIV/AIDS, Gender & Male involvement, Environmental, Good Governance, Microfinance/Entrepreneurship and vulnerable children. It is currently mid-way through the

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11 [https://mem.go.tz/](https://mem.go.tz/)
period of its 2015-2020 Strategic Plan. The organization receives (or has received) grant funding for projects from several donors including Terre des Hommes, USAID and DSW.

However, Oxfam decided not to renew the grant.

Despite this, cordial relations with FAWOPA have been continued, as shown in the readiness of the organization to make available its offices in Mtwara for interviews with Animators and local duty-bearers in the course of this evaluation. Oxfam do not envisage major problems in transferring animators to a new partner, once identified.

2) LANGO
Unlike FAWOPA, LANGO has no other sources of project funding apart from Oxfam, which means it has a higher level of dependence.

Its first specific contract, within the over-arching agreement described above, covered the 12 month period from 1 July 2015 to 30 June 2016. Two funding tranches were received in the course of this period, after which the organization worked on the completion of financial and narrative reports. This meant a period of 4 months with no contract in place. A new contract was in place for the 2 months November and December 2016, linked to the holding of several workshops and trainings with duty-bearers, media and NGOs. However, payment to fund these activities only arrived in the organization’s bank account on 7 December14. There was an urgent burst of activity in December, with several training sessions held. The grant was extended through into early 2017, with final reports due by 20 February.

It should be pointed out that under Oxfam’s current practice of managing partners under this program, a new contract/tranche cannot be made available until the previous tranche has been satisfactorily reported in narrative and financial terms, with due supporting documentation. These reports also have to be confirmed by a review mission from Oxfam Tanzania that visits the partner to check the information. The result is twofold:

- A lack of continuity in Partner actions supported under the program, because a gap in funding is inevitable even where there are no problems with reporting and documentation.
- A high cost for making individual tranches, estimated by one staff member to be $3,500, being the price of the review mission referred to above. These high transaction costs for sending payments provide a reason to send fewer tranches, of higher value, rather than multiple tranches of lesser value.

No formal partnership was agreed with any national-level partners in the course of this NORAD program, despite the intention to do so set out in the Results Framework. The reasons for this are not clear, but it should be noted that program collaborators at national level (not all of whom wished their names to be included in this report) expressed a degree of disappointment that Oxfam had not done more to support coordination.

Critical comments on Oxfam program management performance were expressed by interviewees at both national and regional levels, including the following examples:

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14 Bank records, accessed by the consultant on 17 February 2017.
* The preceding paragraph was redacted by Oxfam for containing sensitive information.
- Delays in responding to queries and suggestions made by email correspondence.
- Making commitments that were then not delivered on.
- Glitches in coordinating activities with other NGO partners working in extractives.

However, interviewees also said that the situation has improved over recent months, after a dropping-off of Oxfam performance in the course of 2016. The period of perceived lower performance by Oxfam coincided with the restructuring process within the Tanzania office (March – November 2016) and also with a change in the lead personnel working on the program. It was encouraging that relevant interviewees had noted an improvement since that time. Oxfam's reputation as a reliable partner with whom to coordinate on extractive-sector work can be rebuilt with some fairly simple work behaviors: transparency of plans, delivery of commitments and prompt responses to queries.

Lastly, it was pointed out that the new Oxfam structure will also benefit the program going forward, for example by building the link with advocacy activities thorough the National Influencing program.

### 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.\(^\text{15}\)

<table>
<thead>
<tr>
<th>No.</th>
<th>Criteria</th>
<th>Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Relevance</td>
<td>Program was extremely relevant when first launched, given high expectations of O&amp;G in Tanzania. Although the prospects of early FID have faded, Tanzanian society still needs more time to enhance preparations. Going forward, the program is still relevant to the needs of the country.</td>
</tr>
<tr>
<td>2</td>
<td>Effectiveness</td>
<td>Effective in terms of raising community awareness in impacted localities (Outcome 1); less so in raising the responsiveness of government and the private sector (Outcome 3).</td>
</tr>
<tr>
<td>3</td>
<td>Efficiency</td>
<td>The network of animators as implemented in this program is relatively cheap to run, but could benefit from more support by the Oxfam partners even though this would increase the cost. The reduction of support to partners ($38k underspent in 2016) means that salaries and overheads have taken up a larger percentage of actual expenditure compared with the original budget.</td>
</tr>
</tbody>
</table>
| 4   | Impact            | There are encouraging signs that Tanzania is now better placed than at the start of the program to make effective use of its O&G resources, in terms of:  
  - More realistic expectations among impacted |

\(^{15}\) [http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm](http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm)
communities and the public.
- Improved legislative framework.
- More balanced media coverage.
The program has played its part in all 3 of these aspects, but only a modest percentage of the positive change can be attributed to it.

| 5 | Sustainability | The network of animators has shown itself to be remarkably resilient in the face of interruptions in the activities of Oxfam partners in Mtwara and Lindi. This is certainly a strength to build upon. With the improved legislative framework in place, the focus now moves on to the regulations and tools necessary to implement it. There is a risk that the new government will simply fail to put into practise the new laws (e.g. the stalemate in execution of the TEITI Transparency Act). |

### 3.6 Key EPE Questions Identified by the Country Office

The country team asked for 4 key learning questions to be included in the EPE interview guide, specifically aimed at animators (see annex 4).

1) **Animator relationship with village/ward government leaders.** Only one animator of those interviewed (n=9) reported problems with local leaders. The others reported either no-change or an improvement in the relationship, with some reporting that local leaders either consulted them on issues, asked them for help in communicating issues especially to the young.

   "After we came back from the training as animators, we were introduced to the village by the elders in the course of a general village meeting." - animator.

   According to the evidence presented to the EPE, animators operate fairly harmoniously with the normal hierarchy of village authority. For example, another animator explained that she was already a member of the LGA before being chosen as an animator.

2) **Main challenges faced in the course of performing their duties (including gender).** Gender was not identified as a problem by any of the animators, perhaps because they were all confident in public speaking. The problem most commonly cited (n=4) was the difficulty of interesting young people in the issues of extractives. This was the case even where the animator was living in an area directly impacted by extractive company operations.

3) **Main priorities as animators?** Following on from the response to the previous question, animators did not in general identify extractive issues as their top priority. Instead they usually cited the need to push for improved local services and to pursue local economic opportunities. However, animators also see their role, according to a minority of interviewees, as one of 'sensitization'; to change the mindset of the local community.

4) **What are the different ways through which you have been able to put to use the O&G knowledge gained from the project i.e. has it benefited you personally, say...**
in terms of identifying further training by a different organization, jobs, local content (supply) opportunities?

This question was most commonly responded to in terms of personal qualities gained, especially improved knowledge and self-confidence. Attendance at animator training was also identified as a benefit. One interviewee from an Oxfam partner organization also said that animators may also benefit from small loans that are available for youth and women from Ward councils.

4. CONCLUSIONS & RECOMMENDATIONS FOR SECOND NORAD GRANT

CONCLUSIONS

The program was conceived at a time of high prices for O&G in 2014, when there was a broad-based expectation that transformational change would come rapidly to Mtwara and Lindi on the back of massive investment in LNG. Although such expectations were perhaps unrealistic – given the reality that LNG projects in remote locations tend to function as economic enclaves with limited opportunities for local economic linkages – they have in any case been exposed by the downturn in oil prices and the accompanying delays in investment decisions. In this context, there is a risk that a narrow focus of program attention on O&G impacts and governance could appear overtaken by the changed circumstances. It makes sense for the program to broaden and promote transversal skills and opportunities that respond to a variety of scenarios in relation to O&G, other investment projects in Mtwara and Lindi, and to the changed political context.

Outcome 1 (Communities): Local community expectations of O&G have been lessened, both in terms of the timing of any benefits and in terms of how they will be accessed. The message has gone out that the industry will not lead to a rapid transformation of Mtwara and Lindi, that first production will take 5 years beyond FID and is probably 15 years ahead, and that the major benefits will be in terms of opportunities for those who are in a position to take advantage of them.

In this context, it is instructive to review a Local Content related project implemented by Voluntary Service Overseas (VSO) to build up relevant skills for the O&G industry. The initial study\textsuperscript{16} (Regional and Enterprise Development), conducted by a person experienced in the O&G industry, concluded that the skills gaps were too large to be bridged, especially in a context where there is (still) no certainty regarding FID. The program widened its focus to cover skills required by other incoming investors across a range of industries including agriculture, construction, forestry and mining\textsuperscript{17}. In the context of an area that has seen substantive de-skilling since the failure of sisal and sesame investments in the 1980s, it made good sense. Although Oxfam is perhaps not

\textsuperscript{16} See https://dandmintanz.wordpress.com/2016/01/

the best agency to run such economic training programs, it can certainly play its part, for example in building consciousness around the need to exploit available opportunities (as well as to extend social protection to those not well placed to take advantage of them).

The clearest added-value of the Oxfam program, identified by several interviewees, is its ability to link community issues with the national or policy implications. This means using the community experience of Oxfam and its partners to inform research and/or position papers that explicitly make the link with national policies and laws, and their implementation.

The issue of gender has a role to play in the use of extractive revenues. According to the 2015 Revenues Act, 60% of O&G revenues transferred to the Consolidated Fund must be spent on capital expenditure. As one interviewee commented, there is important work to ensure that this capital expenditure is used in a way that promotes gender equity instead of undermining it. The program’s gender lens could play a valuable role here.

**Outcome 2 (Civil Society and Media):**

Most interviewees regard the quality of media coverage as having improved during the program, partly due to the efforts of the program. Oxfam partners are continuing their work with media, for example Thomson Reuter’s technical training of journalists and Policy Forum’s paid slots on radio stations in Mtwara and Lindi, where they give airtime to community members and local officials. It is likely that Oxfam efforts in this respect have already made their impact, and that it is time for the program to focus on other targets. Remaining constraints on improved media coverage – such as the insistence on payment-for-stories by many journalists – are long-term and structural, and Oxfam is not well placed to tackle them.

As noted in the findings under this section, the resettlement exercise for the LNG plant in Lindi has set an interesting precedent in terms of ‘raising the bar’ on the expectations for resettlement standards in Tanzania. Forced displacement will be an important issue over coming decades as the country seeks to upgrade its infrastructure, and it will be vital to strike the right balance between an equitable treatment of affected populations and the requirement to control the costs of building new infrastructure (and prevent any ‘perverse incentives’ for opportunists). It is an issue that merits serious analysis and consideration by a well-placed organization such as Oxfam.

**Outcome 3 (Government and Private Sector):**

Although the country has made major strides in terms of the legislation on O&G, much work remains to be done to work on the institutional framework for responsible use of extractives. In particular, new and fragile institutions such as PURA will require long-term institutional mentoring if they are to assume their new responsibilities in a serious and professional fashion. Although this is not a role for Oxfam, the program will be able to play its part in the development of an effective institutional architecture. At the same time, the government will have to continue with the detailed negotiations – currently focusing on the Host Country Agreement – that are necessary if FID is to be successfully achieved.

There is also an important role to play in producing civic education materials on the new Acts passed in 2015 – i.e. clear simplified explanations of the key points in Swahili for CSOs, government civil servants, animators and media players alike. However, Policy Forum is already undertaking this activity, with the leaflet on the Transparency (TEITI) Act now at the printers. But Oxfam can undoubtedly play a useful role in using these materials at local level, through its partners, to increase awareness of the new laws and policies.
Another current ‘gap’ is the confirmation of the amount of Service Levy payable by companies to LGAs. At present LGAs do not have the information to calculate the correct level of such payments. A mechanism for sharing information from central government or companies would be a useful step forward.

At the same time, the program can extend its collaboration with government around shared interests such as responsible management of extractive-company impacts at local level. The government has a political interest in this, given the fact that the companies are primarily operating in traditional CUF territory at a time when the opposition party is in disarray and its supporters potentially inclined to review their political allegiance.

There is scope for working together with certain key players in the private sector, especially the major offshore operators Shell and Statoil, to promote transparency. For example, there is clearly a shared interest that Tanzania does not fall off the EITI wagon; and if it does, that it should swiftly climb back up again and regain its status as an EITI-compliant country. There is certainly potential for making common cause with responsible companies to boost the country’s prospects of ensuring sustainable use of its extractive resources. However, this shared interest is likely to be more keenly felt at senior levels, where reputational and financing considerations come into play, than at in-country operational level.

**Program Management**

The current mechanisms under which Oxfam manages its relationship with its partners on the ground can be improved. The following weaknesses were observed:

- Lack of predictability in Oxfam support, limiting ability to engage in strategic planning of activities.
- Concentration of activities into short periods of time within contract periods
- Expensive procedures for review of expenditure

The current arrangements cannot be satisfactorily defended on the grounds that they reduce risk or liability for Oxfam. There are other methods to achieve such aims which do not involve the expense and inconsistency of the present system. Oxfam needs to move away from stop/start funding.

The references in the MTA to building the capacity of local partners in Mtwara and Lindia are also relevant here.

On the positive side, partner organizations on the ground value the role of Oxfam as ‘more than a donor’, engaging in capacity building, joint planning and program support. The restructuring process within Oxfam Tanzania should also enable more joined-up working that will maximize program outcomes, in particular the link with the new National Influencing program.

**RECOMMENDATIONS**

**Outcome 1 (Civil Society) Recommendations:**

- Training for animators should continue, including repeat training for previous intakes, but should reflect the fact that animators work on many other issues besides those related to O&G. Efforts should also be made to provide more enduring and sustained support for animators. The program should equip them for more transversal roles as community mobilisers equipped to take up social causes and promote public goods in their localities.
• Training should also include (more) materials, both important background documents such as the constitution and other civic education materials, but also stationary such as notebooks to record events and initiatives. Tools developed under the ‘Chukua Hatua’ project will be relevant here.

• The program should improve the mechanisms for identifying linkages between community experience and policy implications, building on the recognized Oxfam strength in this area. This may mean, for example, commissioning future research along the lines of the pipeline study referred to earlier.

• The program should consider the scope for gender scrutiny of expenditures under the O&G Revenues Act (once the regulations for the Act have issued), including the 60% capital allocation.

Outcome 2 (Civil Society and Media) Recommendations:
• Given the achievements made in improving media coverage of extractives, and the constraints of improving them further, the program should phase out its direct interventions with the media. Future trainings can be left to other organizations working in this field.

• The exception to the above is social media, where the program should explore the scope for increased use of these platforms for accountability and transparency purposes.

Outcome 3 (Government and Private Sector) Recommendations:
• The current program team should develop its network of relationships in government and the private sector to address the following recommendations.

• The program should engage with local government around issues such as the usage of the Service Levy funds.

• The program should identify ways to connect community-level impacts and the policy space where government can take steps to address local concerns. These are likely to cover such issues as Local Content, where there are major issues of standards and supply terms.

• The program should consider conducting civic education on the new policies and Acts approved in 2015, working through partners to raise community awareness of the implications of the legislation.

• The program team should approach the private sector to seek partners for a more broad-based initiative focused on extractive-sector transparency. The focus could be on the major offshore operators, but there is also potential in exploring relations with onshore operators too. Where this approach proves problematic at country level, it should be pursued at international management level.

Program Management Recommendations:
• Oxfam should continue its role in providing organizational and capacity-building support to partners on the ground.

• It should review its procedures to arrive at a more clear, rapid and coherent way of funding its partners, for example by moving to a system of rolling quarterly transfers.

The program needs to rebuild its reputation as a reliable partner on extractive issues by being more consistent, responsive and collaborative with regional and national organizations. This can be done by observing some simple working habits: responding
promptly to emails and queries, being transparent about plans and constraints, and meeting any promises and commitments.

Key EPE Questions Identified by Country Office Recommendations:
- The program should do more to build the role of animators as multi-purposed community mobilisers able to promote action on many issues besides O&G. The model seems to provide an effective base for this.
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 take action 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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<tbody>
<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>
</tr>
<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>
</tr>
<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>
</tr>
<tr>
<td>Mid-March</td>
<td>Consultant submits first draft of evaluation; Oxfam submits comments</td>
</tr>
<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 and knowledge in extractive industries, strongly preferred.
7. Excellent analytical, writing and synthesis skills
8. Excellent group facilitation skills around evaluation findings validation and utilization.

VIII. Proposal Submission Process
Consultants/Evaluators are invited to submit an expression of interest and evaluation proposal (max 5 pages) in response to this RFP. Submissions should be sent to Oxfam’s Extractive Industries Program MEL Advisor, Kimberly Miller (kmiller@oxfamamerica.org) no later than Friday, December 2, 2016.

Following components must be included in the proposal:
1. Evaluation plan & estimated budget not exceeding $50,000 USD (including travel, expenses, and initial findings workshop)
2. List of available enumerators and assistants for field study
3. Curriculum vitae of lead consultant/s
4. 1 or 2 samples of past evaluations, and/or reference
ANNEX 2: BIBLIOGRAPHIC REFERENCES


Community Wisdom Partners, 2016. Mid-Term Assessment of ‘Accountability through Active Citizenship: Improving Petroleum Governance in Ghana, Mozambique and Tanzania’.


Oil and Gas Revenues Management Act 2015, Government Printer Dar es Salaam.


## ANNEX 3: INSTITUTIONS INTERVIEWED

<table>
<thead>
<tr>
<th>Institutions Interviewed by Stakeholder Group</th>
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<tbody>
<tr>
<td><strong>Oxfam</strong></td>
</tr>
<tr>
<td>Current and former Program Staff</td>
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<tr>
<td>Country Management Team</td>
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<tr>
<td><strong>MEL</strong></td>
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<tr>
<td><strong>National Civil Society Organizations</strong></td>
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<tr>
<td>Policy Forum</td>
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<tr>
<td>Natural Resource Governance Institute</td>
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<tr>
<td><strong>National Government</strong></td>
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<tr>
<td>Officials of the Ministry of Energy and Minerals</td>
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<tr>
<td><strong>Civil Society Organizations in Mtwara and Lindi</strong></td>
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<tr>
<td>LANGO</td>
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<tr>
<td>FAWOPA</td>
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<tr>
<td>LINDINET</td>
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<tr>
<td>MRENGO</td>
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<tr>
<td><strong>Media</strong></td>
</tr>
<tr>
<td>Mashujaa FM radio station, Lindi</td>
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<tr>
<td>Royal Media Services, Mtwara</td>
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<tr>
<td>Lindi Press Club</td>
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<tr>
<td><strong>Local Government</strong></td>
</tr>
<tr>
<td>Village Executive Officers (VEOs) and Ward Executive Officers (WEOs) in Mtwara and Lindi</td>
</tr>
<tr>
<td>Elected Councillors and Village chairmen</td>
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<tr>
<td>Regional government Officers in Mtwara and Lindi</td>
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<tr>
<td><strong>Animators</strong></td>
</tr>
<tr>
<td>Animators based in Msimbati, Likong’o and other localities in the regions of Mtwara and Lindi</td>
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<tr>
<td><strong>Donors</strong></td>
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<tr>
<td>Norwegian Embassy</td>
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</tbody>
</table>
ANNEX 4: INTERVIEW GUIDELINES

National NGOs
1) Could you give me an overview of the activities that you implemented / collaborated on up to the present under the NORAD-funded Oxfam program? Was everything completed and expected results achieved?
2) I would like to ask you a couple of questions in relation to governance trainings in the O&G sector:
   a. Could you indicate what your role was in relation to the trainings organized / supported by the NORAD-funded Oxfam program?
   b. How were topics identified?
   c. How relevant were they?
   d. What other trainings have been given in the last few years in relation to these or similar topics?
3) How satisfied are you with the way Oxfam manages the NORAD-funded program and the partnership with your organization? What could improve?
4) In the Baseline and Mid-Term, we asked for ratings on a scale from 1-5 around a selected number of issues related to the areas of intervention of the Oxfam NORAD-funded program. Please feel free to justify, as you deem pertinent.
   a. What is the level of community knowledge on laws around O&G?
   b. What is the level of community participation in O&G governance at local level?
   c. What is the level of public knowledge of O&G company grievance systems?
   d. What is the level of public understanding of the gender impacts of extractive operations?
   e. What is your assessment of the quantity of media coverage of O&G?
   f. What is your assessment of the quality of media coverage of O&G?
5) Beyond the NORAD-funded program managed by Oxfam, what have you done in the last year directly or indirectly related to the O&G projects in Mtwara / Lindi, or on transparency and accountability in Oil and Gas in Tanzania?
6) What do you see as the main achievements of the NORAD-funded project over the last 2 years?
7) Have any organizations in Tanzania shared with you information after having participated in regional events on O&G? How can this be improved? How has the information been useful?
8) How do CSOs active on O&G work together to achieve common goals?
9) Could you describe if and how the media reports on O&G issues? Have you witnessed any changes in this respect since mid-2014?
10) In your view what are the priority actions now (2017) for Tanzania to get the most advantage from O&G?
11) Where does the country stand at present in the Tanzania EITI initiative?
12) In what new ways can a gender component be incorporated in future programs around O&G?
13) How can the program leverage the private sector in driving accountability in the petroleum sector?
14) How can the program assist the government to make the O&G companies more accountable/responsible?
Lindi/Mtwara NGOs
1) Could you give me a brief overview of what your organization does?
2) How have you collaborated in the last year on any issues related to O&G governance?
3) Specifically on the training that you participated in on extractive industries, could you indicate what were the most important points that you learned?
4) What have you done in relation to extractives or what you learned in the training session organized by FAWEPO/LANGO?
5) 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 community knowledge on laws around O&G?
   b) What is the level of community participation in O&G governance at local level?
   c) What is the level of public knowledge of O&G company grievance systems?
   d) What is the level of public understanding of the gender impacts of extractive operations?
   e) What is your assessment of the quantity of media coverage of O&G?
   f) What is your assessment of the quality of media coverage of O&G?
6) What new ways can a gender component be incorporated in future programs around O&G?
7) Has there been a shift or lack of it, in terms of relationship between animators and village/ward government leaders?
8) What are the main challenges that animators face, especially women, in the course of performing their duties?
9) What is the main priority for animators? What are they working on?
10) What are the different ways through which animators have been able to put to use the oil and gas knowledge that they gained from the project i.e. has it benefited them personally, say in identifying further training by different organization, jobs, local content (supply) opportunities?
11) In what new ways can a gender component be incorporated in future programs around O&G?
12) How can the program leverage the private sector in driving accountability in the petroleum sector?
13) How can the program assist the government to make the O&G companies more accountable/responsible?

Media in Mtwara and Lindi
1) How have you collaborated with FAWEPO/LANGO in the last year on any issues related to O&G governance?
2) Specifically on training given to journalists in on extractive industries, could you indicate what were the most important points that you learnt?
3) How many journalists participated in the series of trainings provided? How many were women?
4) Do you feel that the training received was enough to increase quality of reporting?
5) Looking forward, how could Oxfam-supported programs best support your capacities on reporting on O&G?
6) How has the training reflected in reporting around extractives in Mtwara?
7) 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 community knowledge on laws around O&G?
- b. What is the level of community participation in O&G governance at local level?
- c. What is the level of public knowledge of O&G company grievance systems?
- d. What is the level of public understanding of the gender impacts of extractive operations?
- e. What is your assessment of the quantity of media coverage of O&G?
- f. What is your assessment of the quality of media coverage of O&G?

8) In what new ways can a gender component be incorporated in future programs around O&G?

9) How can the program leverage the private sector in driving accountability in the petroleum sector?

10) How can the program assist the government to make the O&G companies more accountable/responsible?

**ANIMATORS**

5) Has there been a shift or lack of it, in terms of your relationship with village/ward government leaders?

6) What are the main challenges that you face in the course of performing your duties? (for women animators: what difference does your gender make?)

7) What are your main priorities as animators?

8) What are the different ways through which you have been able to put to use the oil and gas knowledge gained from the project i.e. has it benefited you personally, say in terms of identifying further training by different organization, jobs, local content (supply) opportunities?

9) What new ways can a gender component be incorporated in future programs around O&G?

10) How can the program leverage the private sector in driving accountability in the petroleum sector?

11) How can the program assist the government to make the O&G companies more accountable/responsible?

**Donors**

1) How has the Oxfam program performed to date in your view?

2) What constraints has the program faced?

3) What “new” issues in the Tanzanian context need to be taken into account in the program?

4) How has the broader NORAD-funded program in Tanzania 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 Tanzania that are not being considered to date?

6) How does the donor community regard accountability issues today in Tanzania? Has the situation improved, worsened or remained stable?

7) In the Baseline and Mid-Term, we asked for ratings on a scale from 1-5 around a selected number of issues related to the areas of intervention of the Oxfam NORAD-funded program. Please feel free to justify, as you deem pertinent.

- a) What is the level of community knowledge on laws around O&G?
b) What is the level of community participation in O&G governance at local level?

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

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

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

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

8) In what new ways can a gender component be incorporated in future programs around O&G?

9) How can the program leverage the private sector in driving accountability in the petroleum sector?

10) In your view what are the priority actions now (2017) for Tanzania to get the most advantage from O&G?

11) How can the program assist the government to make the O&G companies more accountable/responsible?
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.