

**OXFAM AMERICA**  
Mid-Term Assessment Report

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

## **MID-TERM ASSESSMENT REPORT - TANZANIA**

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**March 2016**



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

As a rights-based organization, accountability, particularly to the communities we seek to serve, is of the highest importance to us. For Oxfam, accountability requires Oxfam to regularly and honestly assess the quality of its work, share and learn from its findings with primary stakeholders, and apply that learning in future work.

*This is a Mid-Term Assessment for Oxfam America's Program Accountability through Active Citizenship: Improving Petroleum Governance in Ghana, Mozambique and Tanzania. The program has been operating in Ghana, Mozambique and Tanzania since July 2014.*

*The major activities for producing this report took place in January and February 2016. The assessment was carried out by Chiqui Arregui through a competitive process and reflects the findings as reported by her as validated with stakeholders. The findings, interpretations, and conclusions expressed in this report are entirely those of the author(s) and should not be attributed in any manner to Oxfam America Inc. or its affiliated organizations, or to members of its Board of Executive Directors or the countries they represent.*

*The assessment was managed by Julie Kim, Program Officer from Oxfam America, and commissioned by Keith Slack, Extractive Industries Global Program Manager, Programs Department.*

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

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# ABBREVIATIONS AND ACRONYMS

CSO	Civil Society Organization
ESIA	Environmental and Social Impact Association
ESMP	Environmental and Social Management Plan
FAWOPA	Faidika Wote Pamoja Tanzania (Mtwara based organization)
IFC	International Finance Corporation
GTI	Gender Training Institute
LANGO	Lindi Region Association of Non-Governmental Organizations
LNG	Liquefied Natural Gas
MSG	Multi Stakeholder Group
MTA	Mid-Term Assessment
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NRGI	Natural Resource Governance Institute
O&G	Oil and Gas
ONGEA	Oil and Natural Gas Environmental Alliance
RAP	Resettlement Action Plan
REPOA	Research on Poverty Alleviation
SAM	Social Accountability Monitoring
T-EITI	Tanzania Extractive Industries Transparency Initiative
TPDC	Tanzania Petroleum Development Corporation

# EXECUTIVE SUMMARY

In Tanzania, the NORAD-funded ***Accountability through Active Citizenship Program: Improving Petroleum Governance in Ghana, Mozambique and Tanzania*** 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.

In Tanzania, the geographic focus of the program focus is in the south of the country, specifically in Mtwara and Lindi Regions, where there is active O&G development and prospects for the installation of a Liquefied Natural Gas (LNG) plant. The discovery of important natural gas reserves in the country added to O&G discoveries in neighboring countries could render the country the O&G hub of Eastern Africa.

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

The MTA started in December 2015 with the inception phase. Data collection took place in February 2016, reaching a total of 45 people in Tanzania, of which 16 (35%) were women. A literature review (partner reports and publications together with internet searches) provided useful complementary background information.

The start of some program activities was delayed due to the combined effects of challenges in staff recruitment, changes in the country office's program management staff and warranting the use of stringent and responsible partner selection processes.

Tanzania's O&G exploration was revamped in 2015 with the completion of a new pipeline linking active exploration activities with the capital city Dar es Salaam. At the same time, the substantial drop in crude oil prices could affect government O&G revenue levels. In 2015, several government bills were approved as Tanzania races to develop its Liquefied Natural Gas (LNG) resources as other neighboring countries do the same. But the future of the much-expected LNG project remains uncertain, as entry into the international LNG market has not yet been secured. As a key interviewee put it, if the country does not get into the 2025-markets the LNG project could face substantial delays.

Program interventions in Lindi, where the LNG plant is planned, need to prevent unrealistic expectations at community level, especially as decisions around the LNG project are likely to be made beyond the Oxfam program's lifetime. Current capacity building, debate and research opportunities among CSOs in the country could also be further explored.

The findings are presented in line with program outcomes:

## **Outcome 1 (Community Capacity) - Key Findings:**

- The priority of local communities continues to be local economic and social development.
- Local animators, village / ward representatives and other local government representatives have unequal knowledge of relevant laws, rights and processes associated to O&G projects. The program plans to continue building the capacity of these players in 2016; a capacity building plan will need to be developed with key knowledge areas.

- It is not clear if animators have effectively started sharing information acquired through program-supported trainings as planned with fellow community members. A standard approach or clear targets do not seem to have been adopted in this respect, or have been planned to be monitored.

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

- Oxfam supported the institutional formalization of the HakiRasilimali platform in 2015 – a key step for ensuring representation of citizen’s voices, obtaining public recognition and receiving financial support.
- Efforts have been invested in Mtwara, southern Tanzania, where most media houses are based, to increase the capacity of the media through the Press Club. The approach of staggering participation has however resulted in none of the journalists having sufficient capacity to consistently report on O&G issues. The geographical approach taken by the program is sound as other agencies provide support to journalists at national level.
- Interviewees expressed the quality of debates on O&G issues has seen a slight increase in 2015 and recognize that the Oxfam program is one of the contributors to this positive change.
- The 3 trainings delivered with program support at Regional level have been found to contribute – as have other trainings by other organizations – to increase the knowledge base and capacity of CSOs around O&G governance. A positioning paper produced by a group of CSOs on recently approved sector bills reflects the increased capacity among these stakeholders.
- Good progress has been made in a short time by the program in promoting capacities and awareness around gender in extractives through a capacity building approach based on the creation of linkages with a specialized South Africa-based organization.

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

- Coordination between CSOs in the country continues to be challenging.
- The Oxfam program supported one national-level training in 2015 on LNG economics – a key topic to understand revenues associated to the O&G sector and a training process for a national CSO on gender and extractives.
- Key research and advocacy opportunities were identified as a result of the LNG economics workshop; the relevance of these recommendations for CSOs needs to be explored as part of a broader O&G advocacy agenda.

#### **Program Management Findings:**

- The program uses a strong capacity building approach respecting each partners’ / collaborators internal processes and agenda towards a shared vision of longer-term outcomes, but could emphasize the benefits of having concrete, short-term results-based programming in 2016.
- The program has been managed based on components and would benefit from joint analysis and strategic planning with partners and collaborators.

#### **Key MTA recommendations:**

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

- Request a no-cost three-month extension to NORAD to consolidate community level interventions.
- Establish clear, concrete and realistic targets to be achieved by the end of the program; this is especially relevant for interventions aiming to build the capacity of local players in Mtwara and Lindi.

- In coordination with other CSOs produce and distribute brief information packages to animators, government representatives, CSOs, journalists and other interested players in Mtwara and Lindi on key topics around O&G.
- Promote a joint analysis of the O&G sector among CSOs, including the HakiRasilimali platform, to encourage the delineation by CSOs of a common advocacy agenda and key research topics for a short-time period (for 2016 or up to mid 2017, for example), with the view to develop a more proactive stance that addresses key CSO concerns around governance in O&G.

# 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 Great Britain in Tanzania. The program works with national platforms, CSOs and the media to redress unequal access to information and capacity imbalances for effective and inclusive O&G governance, namely:

- Empower communities directly affected by O&G projects in Tanzania (especially in the Regions of Mtwara and Lindi) to effectively and constructively participate in governance processes that promote gender and social equity;
- Build the capacity of national and local CSOs and platforms to meaningfully assume an oversight role, support communities, participate in dialogue and advocate for equitable, impactful and lasting development in the context of O&G;
- Build the capacity of the media to increase the quantity and quality of reporting on processes and results associated to O&G projects.

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

The program intervenes at three levels: national, regional and district/community level, with a specific focus in Lindi and Mtwara Regions, where the O&G industry is already active and a LNG project is expected to be developed. The overall approach driving program design is to link local initiatives and voices into national level processes to improve practices and policies governing the O&G sector.

## MTA Purpose

The objective of the MTA is to analyze and document the (i) progress in the implementation of activities; (ii) results achieved; (iii) changes in the context that could affect the program; (iv) assess program management practices; and (v) put forth recommendations to maximize the achievement of results by the end of the program in December 2016.

The MTA reports against outcomes and outputs detailed in the Program's Monitoring Framework.

## Context

A new government took power in 2015 after probably the most competitive elections in Tanzania's democratic history. Against this setting, the government tabled sector bills namely:

- The Petroleum Act 2015
- The Tanzania Extractive Industry (Transparency and Accountability) Act 2015
- The O&G Revenues Management Act 2015

The fact that these bills were tabled under Certificate of Emergency and without engaging in a consultative process is of great concern for CSOs, who are also concerned around the quality of content of these bills.

While some progress is being made in building the institutional framework for the O&G sector in the country, much still needs to be done to meet international standards. A key informant indicated that the earliest the country could get into the global LNG market is

2025 with a 50-50 chance of that happening. If this does not occur the much-awaited Tanzanian LNG project could be postponed for an unlimited number of years. At the same time and with substantial delays the site for the LNG plant between existing on-shore gas operations in Lindi (Songo-Songo Project) and Mtwara (Mnazi Bay Project) was finally announced in late 2015.

The completion of a new 500+ km pipeline in 2015 between Mtwara and Dar es Salaam revamped the capacity of existing on-shore O&G projects. Also, Tanzania launched its fourth exploration round for O&G blocks in 2013 with bids from Exxon-Mobil and Statoil (joint bid), and new players for the country including Chinese CNOOC, Russian Gazprom and Abudabi Investment Fund Mubadele. As for many other countries, with the recent sharp drop in oil prices, it is possible that Tanzania attracts developers and operators less inclined to abide by international performance standards, and that expected O&G revenues in the short to medium term are lower than expected.

## 2. METHODOLOGY

### Approach

The MTA is based on a qualitative approach, which includes a thorough literature review encompassing partner reports, publications, and interviews with a total of 45 key informants. 16 of the key informants in the MTA are female (35%) contrary to 12 informants in the baseline study (25%); this reflects the predominant male participation in issues related to O&G in Tanzania.

Consistent with the program’s baseline survey, the MTA does not include household or citizen based surveying subject to statistical validity. Perceptions on key issues pertaining with O&G governance used in the baseline survey were explored using the same set of non-statistical quantifiable indicators used during the baseline survey with interviewees to assess changes in the context. The scoring scale used spanned from 1 – 5; one (1) corresponding to no / very low capacity or knowledge and five (5) corresponding to high level of understanding / competence.

Only one of the respondents participating in the baseline survey also rated their answers in relation to these indicators in the context of the MTA.

Interview guidelines were produced for each stakeholder (for more information please see Annex 4). Fieldwork in Tanzania included travel and interviews with key informants in Mtwara and Lindi.

All activities were carried out in close coordination with key Oxfam staff at head quarter and country-office level. Key findings and recommendations were validated with key personnel from the Oxfam Tanzania office.

### Ethical Considerations

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

*Table 1: interviewees by stakeholder type*

Stakeholder Group	N. of people Interviewed
Oxfam Country Staff	3
Oxfam Partners / Collaborators	5
Other Civil Society Organizations	7
Media	1
Animators and other community members	21
Government Institutions	5
Donors	1
LNG Project representatives	2

Interviewees were informed on confidentiality measures considered under the MTA including: (i) no direct references to informants in MTA report or any other communication produced in the context of the assignment; (ii) presentation of information avoiding indirect attributability of information to informants; (iii) the exception to the above being public information shared by organizations during the interviews on past or on-going interventions or plans or information publicly disseminated in reports, internet, the media, or other public communication channels. Verbal informed consent was obtained from all participants.

### **Study Limitations**

It was not possible to interview a number of interviewees including a few key CSOs, HakiRasilimali and key government entities, which could affect the comprehensiveness of the findings.

The fact that the number of repeat respondents was rather low means that perceptions around specific quantifiable indicators used in the baseline survey were obtained from new informants reducing the consistent longitudinal assessment of perceptions. While obtaining a longitudinal perspective from the same set of informants would have been useful, the consultant did obtain additional qualitative information from interviewees including if current rating indicates an increase, decrease or stability of the situation represented by each indicator in the last 12 months.

## **3. FINDINGS**

This section presents summarized information for each program Outcome.

In 2015, the program established partnerships with two organizations: Faidika Wote Pamoja Tanzania (FAWOPA) in Mtwara Region and the Lindi Region Association of Non-Governmental Organizations (LANGO). At the same time, the program continued to collaborate with the Tanganyika Law Society, Hakimadini, Policy Forum, HakiRasilimali Network, the National Governance Resource Institute, Tanzania Norwegian Church Aid, REPOA, ONGEA and the Tanzania Gender Networking Program (TGNP).

The program has registered positive progress and results in different areas, with pronounced developments in capacity building efforts among target stakeholders – much was in fact achieved in a short time in Mtwara and Lindi given that partnerships with local CSOs were only established in mid 2015.

Interviewee perceptions reflect mixed improvements around non-statistical quantifiable indicators used to gauge the effects of the program (and others) in the Tanzanian context. Lower ratings than those recorded in the program's baseline survey were given by interviewees to indicators related to areas where little progress has been made by the O&G sector in the country in the last year. In contrast, interviewees expressed that the Oxfam program did in fact contribute to indicators that saw improvements since the baseline survey.

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

Significant progress has been made by the program in building the skills of women and men of different ages in Mtwara and Lindi around O&G issues. The program has taken

advantage of contextual opportunities with a long-term view that renders interventions more valuable than focusing exclusively on short-term results. Having said this, the program will need to set clear and realizable targets in its last phase of operations – especially with regards to community level interventions - to ensure that stakeholders understand the evolving and complex nature of O&G projects, rights and duties, that they are all well placed to meaningfully engage in governance processes and all hold realistic expectations.

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

To date 3 of the expected 8 training sessions planned over the course of the program have been given in Lindi and Mtwara. 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

Participants included representatives from CSOs, the media, local leaders and government representatives and animators in target communities identified by LANGO and FAWOPA.

Animators are volunteer community members selected by the communities themselves based on pre-defined criteria. Animators receive training from partner CSOs in key O&G governance issues with the aim of constituting a resource for communities on basic information, creation of horizontal support structures and mechanisms to protect community rights and contribute to informed concerted action.

At district level FAWOPA and LANGO each work in selected wards within 3 out of 5 districts in Mtwara and Lindi Regions, respectively. FAWOPA has trained 50 animators and community representatives and LANGO 103. An estimated 30% to 45% of the animators trained are women even though the partners did intend to train an equal number of men and women.

Information obtained during the MTA indicates that one animator has been identified and trained per village. The aim is to cover all villages from target wards in selected districts of Mtwara and Lindi. Villages and wards were identified on the basis of proximity to O&G projects.

Linkages between animators from different villages and between them and village / ward representatives in local government structures have been created through use of a joint capacity building process.

LANGO and FAWOPA reported that approximately 10% to 15% of animators are in effect inactive; partly due to illiteracy. Recruitment of animators faced challenges due to the absence of financial incentives for animators.

It is unclear if the number of animators on the ground is sufficient to effectively meet community needs. The consultant considers that it is possible that more than one animator may be needed in larger villages, as well as in villages where strong candidates have not been identified or the potential for dropping out is identified as a significant risk. A case-by-case assessment would be beneficial in this respect.

Interviewees in Mtwara and Lindi identified the following program-supported activities' issues as the most important:

- Understanding of common employment opportunities in the O&G industry
- The need for community members to get organized to develop income generating activities in response to expected upcoming demands in the local economy
- Equality of rights between men and women
- Differences between good and poor governance processes

Information obtained from participants that were not asked to rate the program’s non-statistical quantifiable indicators is consistent with ratings obtained from those that were asked to do so during the MTA. With regards to community understanding of relevant O&G issues, interviewees were of the opinion that local stakeholders in Mtwara and Lindi have a better understanding of key O&G issues in comparison to a year earlier, as seen in table 2 below. Informants confirmed that this is partly a result of program interventions.

At the same time, interviewees also reported that animators often find themselves unable to answer specific issues that fellow community members inquire about, as seen through the following testimonies:

*“We hear that so much is going to happen, what rights do we have?”*

*“Don’t we have the right to be compensated with social services given that the pipeline passes close to our houses?”*

*“Over time we have seen people coming and going around here, they look important but we do not know who they are or what they are doing”*

*“Can we use the land that we were told not to plant on over a year ago, nothing is happening and we are just waiting?”*

*“How is the resettlement process going to happen and who is responsible for it?”*

*Table 2: Summary of interviewee ratings on perceptions around the knowledge of affected communities in Mtwara and Lindi Regions*

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) <sup>1</sup>
What is the level of community knowledge on laws around O&G?	1.7	2	13	7 (1)
What is the level of public knowledge of O&G company grievance systems?	2.4	2	7	2 (1)
What is the level of public understanding of the gender impacts of extractive operations?	1.6	1.9	8	7 (1)

Community members interviewed emphasized progress made in relation to local organization for improved income generating activities. In fact, information obtained in interviews indicates that the development of local markets also constitutes a top priority in the local government agenda.

The consultant conducting the MTA explicitly asked community level interviewees (n=21) to list the type of support that would be valued from the Oxfam program in its last months of operations. Community members interviewed indicated that the continuity of training was paramount, specifically in the following areas:

- O&G sector laws
- Logic of O&G project processes

<sup>1</sup> Repeat respondent refers to person(s) having rated an indicator both in the program’s baseline survey as well as in the MTA.

- Understanding standard community engagement processes
- Resettlement processes and compensation rights
- Grievance and redress mechanisms
- Stakeholder responsibilities

It is not apparent that communities – and other stakeholders - understand that communities will be required to engage in LNG-project related processes but that in fact, there is a possibility that the LNG project does not take off in the near future.

Oxfam aims to contribute to the creation of a grassroots platform of informed citizens, however, communities recognize that results can only be achieved if both sides of the social accountability equation are equally capable of assuming their respective roles in relation to O&G governance. Interviewees indicated the importance of ensuring that local government representatives are also effectively trained before the end of the program; this is consistent with program plans for 2016.

Finally, in 2015 the program contemplated options to link community level animators and other community members to larger civil society governance processes and structures by making their voices heard at higher levels. When searching for options, the program initially contemplated promoting the use of common social media applications such as Facebook, Instagram or Twitter. However, in dialogue with other organizations, a country specific online platform on governance issues developed by HIVOS was decided upon.

At the time of the MTA, the program was coordinating a pilot project in Lindi linking animators and other community members with the online platform. Plans for 2016 include training of selected community members to track and identify issues of concern around pre-selected topics to upload automated and other information into the online platform. The activity aims to render the work of the animators more meaningful by producing evidence for advocacy processes to improve policies and practices around land, resettlement and broader governance issues in the O&G sector.

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

Interviewee ratings on levels of community participation in O&G governance processes dropped. This can be partly explained by the fact that the LNG project site was only made public in late 2015<sup>2</sup>. As a result, the LNG-project directly affected communities were not confirmed until that point and no further progress could thus be made in terms of community engagement in consultation, decision-making and planning of LNG-plant project activities.

In 2016, community engagement will substantially increase for the production of the LNG plant project's Environmental and Social Impact Assessment (ESIA) and lender compliant Resettlement Action Plan (RAP) will substantially increase.

Interviewees (n=5) indicated that communities in southern Tanzania feel betrayed by broken government promises made during the first large O&G discoveries in the area; with the Mtwara unrest of 2013 being a reflection of this sentiment. According to these informants, affected communities are also largely dissatisfied with community consultation and engagement processes related to the construction of the 500+ km pipeline, which was established in 2015.

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<sup>2</sup> For more information see: <https://uk.finance.yahoo.com/news/tanzania-finalises-land-deal-delayed-lng-project-080735772--finance.html> Accessed 14th March 2016.

Table 3: Summary of interviewee ratings on perceptions around participation of affected communities in Mtwara and Lindi Regions in O&G governance processes

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) <sup>3</sup>
What is the level of community participation in O&G governance at local level?	2.1	1.6	7	7 (1)

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

Ratings related to community knowledge of O&G grievance mechanisms dropped in relation to the baseline survey. The degree to which grievance mechanisms were in place and widely known in relation to the construction of the southern Tanzania - Dar es Salaam pipeline is unclear. In fact, testimonies collected during the MTA are consistent with the baseline survey, specifically, in terms of dissatisfaction with engagement processes and continued unmet expectations associated to the construction of the pipeline.

Also consistent with the baseline, community members were not able to identify a grievance redress mechanism for the pipeline project and information in this respect was not found in the Internet. In contrast, information available in the internet indicates that both the Songo-Songo<sup>4</sup> and the Mnazi Bay<sup>5</sup> O&G projects received recommendations to put in place grievance mechanisms in 2015.

The fact that the LNG plant site was only announced at the end of 2015 means that community level activities in relation to that project did not make any progress in 2015, which could explain why communities would not have needed to raise any grievances in relation to proceedings associated to that project.

Table 4: Summary of interviewee ratings on perceptions around public knowledge about grievance mechanisms in Mtwara and Lindi Regions

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) <sup>6</sup>
What is the level of public knowledge of O&G company grievance systems?	2.4	2	7	2 (1)

As in other cases, testimonies were consistent with ratings obtained in relation to this topic.

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

<sup>4</sup> For more information see: <http://ifcextapps.ifc.org/ifcext/spiwebsite1.nsf/DocsByUNIDForPrint/DD9A207F75FC2BE285257DE3005F4B80?opendocument> Accessed 14th March 2016.

<sup>5</sup> For more information see: <http://ifcextapps.ifc.org/ifcext/spiwebsite1.nsf/DocsByUNIDForPrint/DD9A207F75FC2BE285257DE3005F4B80?opendocument> Accessed 14th March 2016.

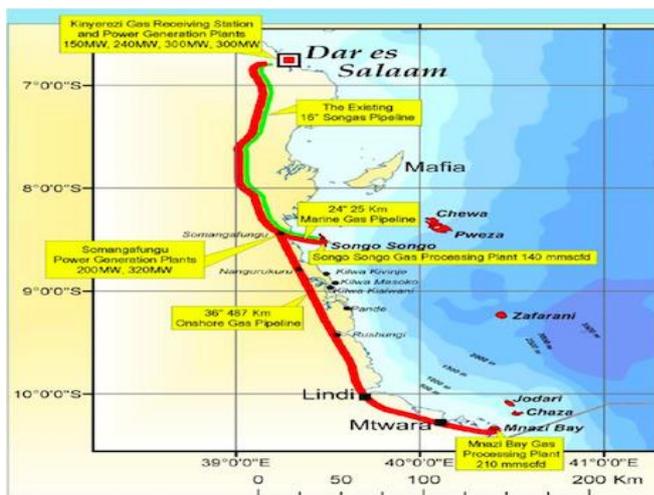
<sup>6</sup> Repeat respondent refers to person(s) having rated an indicator both in the program's baseline survey as well as in the MTA.

The program is also working in partnership with the Tanzanian CSO Policy Forum in 2 districts in Lindi to implement a pilot project in which animators combine community information and support activities with participation in community committees monitoring government use of O&G revenues (0.3% service levies). The activity started only a few months ago. Feasibility and effectiveness is being assessed by the program on an on-going basis.

### **Research, Analysis and Reporting on O&G Governance and Revenue Use at Sub-National Level with Involvement of Community Groups**

The program planned to support research around the impacts of O&G developments in Mtwara and Lindi Regions. Interactions between Oxfam staff, program partners and communities coupled with Oxfam Tanzania’s broader interest in land rights led to the identification of the **impact of the gas pipeline between Mtwara and Dar es Salaam on livelihoods from a land’s rights perspective** as the focus area for a program-supported research piece. A full concept note, Terms of Reference and an Inception Report were developed in 2015.

The new 500+ km pipeline is expected to contribute to the full development of the on-shore Mnazi Bay gas project. The new pipeline complements the previously existing one linking Songo-Songo to the country’s capital Dar es Salaam.



Source: Energy-pedia news. <http://www.energy-pedia.com/news/tanzania/new-160786>

In addition to mainstream research activities, the program is also planning to work on two areas of reflection to better understand pressing issues in the Tanzanian landscape. These exercises can contribute to the continuous development of program interventions in relation to advocacy, CSO engagement in positioning papers, or other research projects. Themes considered by the Oxfam office are:

- O&G context and power analysis (the program wishes to engage in an analysis similar to one conducted in Mozambique in early 2015)
- Land, resettlement and compensation issues in the Tanzanian context

### **Safeguards for Women’s Participation**

Progress around capacity building for the establishment of safeguards for women’s participation was significant in 2015. Gender in Extractives is a new issue for Tanzanian organizations working on human and women’s rights. In 2015, the program has established a line of on-going dialogue and engagement with CSOs potentially interested and strategically placed to work on the issue of gender and extractives in the country, at various levels.

At national level, the program has tried to influence the integration of the topic within the T-EITI platform and will continue doing so in 2016 with the view to at least create space for the participation of women’s rights organizations in the T-EITI multistakeholder group (MSG) and creating awareness within the MSG of the importance of women’s participation in O&G governance processes and gender impacts.

At the same time, program staff reported having worked with the Gender Training Institute (GTI) through a combined process of formal and informal capacity building activities and facilitated the establishment of linkages between the organization and the African Gender and Extractives Alliance WoMIN<sup>7</sup>. GTI subsequently trained stakeholders in Mtwara and Lindi on key issues related to gender and extractives.

Ongoing dialogue was also established with the Tanzania Gender Networking Program (TGNP) and the Women Fund Tanzania. According to information obtained from Oxfam, TGNP is interested in considering gender in extractives as a strategic topic in on-going monthly discussions around gender and development with other interested institutions in the Tanzanian landscape.

The multi-level and process based approach adopted by the program is regarded by the consultant as appropriate by virtue of equipping local players to identify capacity building, awareness raising and advocacy opportunities around gender and extractives. It is far more meaningful from effectiveness and sustainability perspectives for the program to seek to establish solid foundations than to ensure that safeguards are effectively in place by the end of the program.

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

The program has seen mixed progress in the achievement of activity level targets, as in some instances the number of activities implemented are much lower than planned. However, progress towards building sustainable capacities among CSOs, the CSO platform dedicated to extractives (HakiRasilimali), and the media are positive. Interviewees reported that improvements in knowledge and skills on O&G issues is partly due to program inputs.

Transforming knowledge and skills into actual advocacy requires time. It is still early for the program to yield results in this area, but opportunities to encourage the development of pro-active agendas do exist. Constraints related to CSO engagement in pro-active advocacy initiatives in the O&G sector in Tanzania need to be better understood.

The program has invested in building the capacity of its newly recruited staff with very good results. Likewise, it introduced local partners to regular regional events and started to facilitate the establishment of international linkages among key local CSO players.

#### **Civil Society Networks**

The CSO network HakiRasilimali was created in 2010 as an informal platform for advocacy around mineral and O&G extraction in Tanzania with members spread throughout the country. The group aims to influence laws, policies and processes; generate and share knowledge and mobilize others for increased dialogue around

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<sup>7</sup> For more information about the alliance please see: <http://womin.org.za/who-we-are/what-is-womin.html> Accessed 24th March 2016.

extractives. As indicated by the group, it grows out of a manifested concern over the signing of unfavorable contracts in extractives, corruption, existence of legislative gaps and mismanagement.

Key interviewees (n=3) reported that the fact that the group is not physically based anywhere affects its effectiveness. References were made on the platform now hiring a permanent staff member to be based in Dar es Salaam at the office of one of its members (ONGEA).

Program reports indicate that Oxfam joined the MSG group in 2015. Oxfam became a member with the intention to assist "from within", even though it recognizes that the presence of international NGOs in civil society forums is questionable given that it is not a representative of civil society and should not speak in behalf of the Tanzanian representatives of its people. In light of this Oxfam is open to reassessing its position over the next months of operations.

At present the program is supporting the formalization of the platform guided by a process-oriented approach that seeks to support the natural consolidation of the platform. Concretely, Oxfam reports that it is helping the platform to set up a website, shape internal systems, and contribute to internal stakeholder engagement. It was not possible to triangulate this information, or its perceived value with other stakeholders. However, international evidence shows that formalization is a pre-requisite for fundraising and being recognized as a valid stakeholder.

The program expects for formalization to be concluded by mid 2016, at which time it can start supporting "program-related issues" and facilitate the establishment of linkages between the platform and global processes such as Publish What You Pay and processes such as T-EITI.

Oxfam expects to use its convening power to bring current members and other organizations together to combine analyses on O&G issues with the aim of crafting a broader comprehensive sector analysis.

Program interventions to date and the vision on what HakiRasilimali needs and how to support it, are considered adequate by this MTA; the use of a non-interventionist and process-oriented approach focusing on long-term gains should continue guiding program actions in 2016.

In addition to the targeted support provided to HakiRasilimali, the program has attempted to increase information sharing and coordination efforts between NGOs and CSOs working on O&G and governance issues through a two-fold approach: (i) one to one *ad hoc* contacts; and (ii) calling for a meeting at national level with only four organizations participating. This is reflective of the difficulties inherent in promoting and engaging in effective coordination in a scenario of increasing competition among peer organizations.

### **Media Performance around O&G Issues**

Since the baseline survey the program has conducted trainings at sub-national level involving the participation of the Mtwara Press Club, which represents all journalists in the region. This was not done in Lindi as most media houses have their representatives in Mtwara. Program efforts align well with investments being made by other organizations to build the capacity of the media at national level.

Only some – but positive - progress was made in targeting media houses and journalists in Mtwara. The Press Club chose to send different journalists interested in participating in program-supported trainings so as to open participation to as many journalists as possible. As a result, very limited training was in fact received by each journalist.

The program also worked with the Press Club and Radio Safari in Mtwara in the production of four radio programs around O&G issues. The opportunity was regarded

as extremely beneficial for the local radios by a key interviewee. However, time limitations and the sampling approach adopted for this MTA did not make it possible to ascertain perceptions around program quality from listeners and assess reception of the programs from the general public.

Table 5 below reflects interviewee opinions around media coverage in the O&G sector, with a reported decrease in coverage and a slight increase in quality of reporting.

*Table 5: Summary of interviewee ratings on perceptions around the capacity of the media to report on O&G issues*

QUANTIFIABLE INDICATORS	AVERAGE		N. Interviewees	
	Baseline	MTA	Baseline	MTA (repeat respondents) <sup>8</sup>
	What is your assessment of the quantity of media coverage of O&G?	3.5	2.8	9
What is your assessment of the quality of media coverage of O&G?	2	2.6	9	7 (1)

The program plans to continue providing training to local-level players, including journalists in Mtwara. This will be necessary to consolidate knowledge and skills on O&G reporting at local level. It seems though that a focus on a limited number of journalists would be more effective for longer-term results than the approach used to date.

### **Advocacy and Negotiation Skills among CSOs and NGOs on Extractives, Including Position Papers**

The program aims to support the production of five position papers on O&G governance issues. One position paper was produced in 2015 under the leadership of CSOs Hakimadini and ONGEA, in reaction to the tabling of O&G sector bills passed by the government earlier that year. In fact, the information provided by one CSO representative indicates the Parliament received three different position papers from CSOs in response to this issue, including the one produced by the Oxfam program.

According to the information received at least two of these were produced in a coordinated fashion. An interviewee indicated that all CSOs then came together to assess and discuss results, reported to be as follows: the government publicly acknowledged the usefulness of the position papers but through a ministerial statement indicated that amendments to these bills were not scheduled in the near future. However, time limitations and stakeholder availability did not make it possible to triangulate this information or assess other views in relation to additional steps considered by CSOs in relation to the issues raised in the position papers.

Further situations related to O&G governance that CSOs could react to through position papers could emerge in coming months; however, there is a consistent lack of short-term research and advocacy agendas. Two interviewees indicated that CSOs are generally more pro-active around service delivery issues – where the money is - rather than on advocacy issues. According to these two interviewees advocacy commitments are an added responsibility for already overstretched staff.

<sup>8</sup> Repeat respondent refers to person(s) having rated an indicator both in the program’s baseline survey as well as in the MTA.

As part of a program-supported training given in 2015 on LNG economics, the consultant providing that training presented a list of potential advocacy opportunities for CSOs to consider, which have apparently not been considered as actual advocacy topics by the CSOs trained to date, namely:

- Prepare and publish advocacy material on contract disclosure to manage expectations
- Post-contract disclosure analysis of fiscal terms of two offshore projects associated with the LNG plant for advocacy purposes. It was recommended that CSOs start off by analyzing the terms of existing O&G operations (Songo-Songo and Mnazi Bay)
- Advocacy for an independent sector regulator, away from the TPDC
- Advocate for TPDC not being the entity within the Government of Tanzania receiving gas revenues.

In support of Oxfam's opinion, the training and the presentation of subsequent recommendations is of high relevance in Tanzania but the timing of their presentation was not optimal given that the program had not yet built strong alliances with other national level NGOs / CSOs. Nevertheless the issues can be revitalized in coming months of operations. However, this information needs to be verified and placed into perspective with other issues such as other pressing advocacy needs, technical support needs, the lack of financial means, or other constraints that limit CSO interest or capacity to engage.

### **International Exchanges and Policy Development**

Oxfam offers linkages and knowledge on local to global dynamics. As such, the program has invested substantial efforts in a short period of time in exposing and linking its new staff and local partners to regional / international events, which according to Oxfam include:

- Oxfam participation (1 staff member) in the Oxfam Extractive Industries Knowledge Hub (EIKH) that took place in Johannesburg in 2015 bringing together staff from 16 countries
- Oxfam participation (2 staff members) in the Anglophone Africa Extractives Summer School in Ghana which took place in 2015
- 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
- Sending representatives from HakiRasilimali and FAWOPA to the Alternative Mining Indaba in Cape Town in 2015

It is expected that the program supports the participation of Tanzanian CSOs in regional and other international events in 2016. At present it is expected that at least one program partner participates in the upcoming Summer School for Anglophone Africa on Extractives. Oxfam also intends regional and international dissemination of the pipeline research.

Investments to date have equipped Oxfam staff to consolidate technical capacities to manage the program effectively. Oxfam has an excellent international track record in developing local capacities and linking local, regional and international players both with the aim of instilling the use of improved practices and policy development in the countries in which it works, and supporting the development of political agendas at national, regional, and international levels.

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

Unfortunately, a broad training needs assessment among target stakeholders has not been conducted by the program to date. This coupled to the fact that coordination at national level has proved challenging, has limited the program inputs into building the capacity of national level players – including government representatives - to operate transparently and accountably as duty-bearers.

Interactions with T-EITI and CSOs interested in developing a comprehensive transparency agenda has been ongoing. Good progress has been made to date; the program will need to be cautious on how it measures success in this area at the end of the project as it is probable that CSOs require more time than available to fulfill the goal of the T-EITI transparency agenda.

#### **Training Requirements on O&G Issues**

The program-monitoring framework indicates that the program should be conducting four trainings per year at national level. Progress in implementation is well below plans. While other organizations also work in building the capacity of national players, coordination is weak and a training agenda based on actual and most pressing training needs has not been developed.

To date, the program conducted one technical workshop on LNG economics that was well received and deemed as extremely valuable by interviewees (n=6). Interviewees reported that CSO capacity and understanding of O&G financial flows and revenue levels and systems substantially increased as a result of the training on LNG economics. According to one of the interviewees “it brought us down to earth”, and provided participants with a grounded yet simple understanding of what to expect from O&G projects in terms of revenue flows from O&G companies to the government.

At least two other organizations were referred to as also contributing to building the capacity of local stakeholders: Policy Forum and the National Resource Governance Institute, NRGi - organizations that work closely with the T-EITI. An interviewee also indicated that the Tanzania Petroleum Development Corporation (TPDC) disseminates basic sector information through television. The Oxfam program has established dialogue with the T-EITI and the TPDC with the aim to coordinate training efforts. Information provided by two key informants indicates that topics considered to date include:

- Detailed O&G value chains
- Local content
- Gas Master Plan

An organization specialized on gender issues (GTI) also received training on gender and extractives with the aim of replicating capacities acquired.

Just like communities and local level representatives, it is possible that CSOs at sub-national and national level also need to improve their understanding around specific O&G issues that will be highly pertinent over the next few months, including:

- Logic of O&G project processes and situation of the LNG plant project
- Understanding standard community engagement processes
- Resettlement processes and compensation rights
- ESAs and Environmental and Social Management Plans

A definitive list of training topics for national level stakeholders has not yet been identified.

### **T-EITI and Contract Transparency**

A key issue in program design is pushing for the development of a transparency agenda in the country under T-EITI's leadership. Oxfam has participated in T-EITI meetings on an on-going basis and provided feedback to T-EITI reports over the course of the program.

Information provided by T-EITI confirmed that the initiative does not have funding to build the capacity of CSOs and the media. However, dialogue has been established with T-EITI and active CSO members of T-EITI's multi-stakeholder forum to discuss and coordinate training efforts on sector and governance issues that will be dealt with in the context of the program in activities in Outcome 2.

The former National President promised before leaving office in 2015 that contracts for extractive industries would be disclosed. Yet, only a limited number of contracts are publically available<sup>9</sup>. With the formalization of HakiRasilimali, advocacy for contract transparency is expected by a few interviewees (n=2) to gain new vigor in 2016.

Likewise, the interviewees reported that of equal importance is building the capacity of national level players to understand T-EITI reconciliation reports. This is a pre-requisite for CSOs to identify corresponding advocacy opportunities and will be considered as a key item in the program's capacity building plan for 2016.

After the lifting of the T-EITI temporary suspension in late 2015, and given the imminence of other O&G sector development processes – in line with the overall program vision in this area - the issue of contract transparency broadened to encompass a range of issues in the O&G sector. Four interviewees expressed their concern with transparency of decision-making around areas of key importance with important impacts on citizens: processes for producing and passing sector laws and corresponding regulations, resettlement and compensation processes and standards and community engagement processes.

The membership-base of the T-EITI multistakeholder forum was referred to by five interviewees as being problematic. While inclusive of a wide range of CSOs, the minimal presence of CSOs understanding of O&G governance issues could constitute a barrier in moving the program aim of T-EITI holding, owing and ensuring that a comprehensive transparency agenda is taken forward.

## **3.4 Program Management**

Disbursement of funds from NORAD to Oxfam encountered delays in 2014 and 2015, although it did not substantially affect operations as Oxfam required time to meet its staffing and partnering requirements. In 2015, partner organizations faced slight disbursement delays given the need to clarify reporting financial issues. Information obtained at the level of the country office indicates that no serious problems were encountered, but partners needed to meet stringent reporting requirements that have been satisfactorily addressed. Frequency, timeliness and quality of reporting currently fully meet Oxfam standards; clarifications provided to partners has enabled more speedy reporting processes.

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<sup>9</sup> For details see: [http://repository.openoil.net/wiki/Tanzania#Available\\_contracts](http://repository.openoil.net/wiki/Tanzania#Available_contracts) Accessed 12th March 2016.

Partners report that both individual and joint dialogue between Oxfam Tanzania staff and Mtwara and Lindi-based partners has been frequent enough. Results indicate though that dialogue focuses on higher-level outcomes on the one hand and on implementation strategies and progress in implementation on the other. Less attention appears to be given to reviewing progressive results achieved from the implementation of activities.

However, the program has not explored the benefits that could derive from managing program components in an integrated fashion by bringing partners and collaborators together at key moments for joint analysis, reflection and strategy development. Such an approach from the program onset could have enhanced strategies and improved the quality of results, as well as facilitated the establishment of linkages between communities and national level advocacy efforts.

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

The Oxfam Tanzania office and thus the program staff has seen high staff turnover in a short timeframe with the departure of the Governance Coordinator who was heavily involved in the program in year 1. The arrival of a new Head of Programs in late 2014 to the country office has played an increasing role in shaping the program. Two program officers were hired in late 2014 to manage the program. It is possible that this may have affected the capacity of the Tanzania office to engage more rapidly in the identification of partners in Mtwara and Lindi, and ultimately in speeding up program progress before March 2014 and instilling systematic communication, analysis and reflection with other program countries, more relevantly, with Mozambique.

Individual interactions with partners include inception meetings; and two financial assessments, one week of support to partners (office-based) and one field-monitoring visit per year.

## 4. CONCLUSIONS & RECOMMENDATIONS

### CONCLUSIONS

2015 has seen the Tanzanian O&G landscape move rapidly with bills being passed, T-EITI temporary suspension lifted, completion of the construction of the new pipeline connecting Mtwara (Mnazi Bay Project) and Dar es Salaam, the construction of the Madimba Gas Processing Plant in Mtwara (also part of the Mnazi Bay Project), responses from international players received for an additional 4 (of a total of 8) blocks from the country's 4th round of bids for exploration licenses. At the same time the country faces the uncertain prospects on its ability to secure participation in LNG markets - 2025 at the earliest.

Populations and other stakeholders in Mtwara and Lindi continue to hold high expectations due to past government promises, additional recent O&G discoveries, O&G investments witnessed to date, the expectation of the LNG project moving forward soon and other investments expected to bring dynamism to the local economy and more concretely, local livelihoods.

In Lindi, communities need to understand that they will continue seeing substantial external presence in coming months associated to the required ESIA and the LNG plant

project lender commitments to conduct a RAP; both of which will entail substantial community engagement, even if the project does not take off.

The potential for speculation from third parties in Mtwara and Lindi Regions is high with community members being in the weakest position.

Loyal to its ultimate aim, program interventions have rightly been guided to achieve lasting results. Significant progress has been made by the program in implementing capacity building activities targeting CSOs, communities and the media; results achieved to date are in relation to the activities implemented is commendable. The program will need to set itself realistic and concrete targets in its last year of operations to ensure that stakeholders develop knowledge and skills to effectively participate in governance processes – this is especially the case at local level, in Mtwara and Lindi Regions.

Not all planned activities were implemented with gaps being more pronounced for interventions related to Outcome 2. The program cannot control its influence on CSO capacity to engage in research, link with affected communities and advocate; this can only be determined by the CSOs themselves. The program has encountered a major setback in making progress in this area: the time required by HakiRasilimali to develop and engage in its legal constitution. The support provided by the program to this process – including letting things happen at their own time - has been appropriate and crucial for the long-term development and consolidation of a CSO platform specialized on O&G governance.

However, the program could have also and simultaneously engaged program partners and collaborators (including HakiRasilimali member organizations) in joint analyses and discussions around program aims and key topics of interest related to O&G governance. This could have resulted in improved linkages between program components and possibly achieving more output-related targets while supporting the natural consolidation of HakiRasilimali. In this sense, Oxfam still has the opportunity to continue exploring its convening power in the program in Tanzania.

The consultant is also of the opinion that the identification of program supported research could be more inclusive to ensure that topics are relevant to local CSOs and increase ownership and impact. The participation of partners and key collaborators in Oxfam-led analyses of specific issues related to the O&G sector is a key first step and potential foundation for the identification of locally owned research and advocacy topics and positioning papers.

Program implementation has been affected by delayed disbursement of funding by NORAD as well as by staffing challenges. Recommendations put forth in the baseline study appear not to have influenced project design, possibly because of the mismatch between program planning periods and the timing of the baseline.

## **RECOMMENDATIONS**

The Oxfam program has another 9 months of operations before it ends in December 2016. A key recommendation would be for the program to consider requesting a 3-month no-cost extension to **address gaps** and optimize existing **opportunities to achieve expected results over a 15-month period** (1st April 2016 – 31st March 2017), with budgetary adjustment between areas of intervention made accordingly.

Concretely, this MTA recommends that the following be considered:

### **Outcome 1 (Community Capacity):**

In the current uncertain landscape related to the planned LNG plant project in Lindi and the high expectations for local development in both Lindi and Mtwara, it is extremely important to ensure that all stakeholders are well informed and expectations are adequately managed. Specifically, the consultant recommends:

- Develop and deliver a core-training package for local level players in Mtwara and Lindi (see section 3.1 above for proposed content) in close coordination with other O&G capacity-building players.
- Produce a toolkit with key information on chosen topics in English and local language, and distribute it among all key stakeholders at regional, district and community level (CSOs, communities, government officers and media) in Mtwara and Lindi.
- Coordinate the production and wide distribution of final products at national level to avoid duplication.
- Ensure that the research piece planned on the impacts of the recently concluded pipeline is guided by a solid gender perspective. This constitutes a unique opportunity to illustrate to communities and other local players any differentiated impacts on O&G or associated facilities / infrastructure on women.
- Disseminate results of the planned research project among all relevant local players (including local government) to constructively highlight and debate identified gaps and negative impacts and identify measures to mitigate negative effects.
- Involve key partners and key collaborators in planned sector analyses<sup>10</sup> expected to guide any further research endeavors under program auspices. The conduction of inclusive exercises strengthens ownership over identified opportunities and in turn ensures that research products are not only of good quality, but also meaningful and used by stakeholders in Tanzania. Moreover, it has the potential to open the door to concerted efforts from multiple stakeholders working on capacity building, research, advocacy and service delivery.

**Outcome 2 (CSO and Media Capacities):**

- Provide key financial support required for the implementation of a short-term advocacy agenda.
- Oxfam should consider withdrawing from being a member of HakiRasilimali before the end of the project, but continue supporting the platform as planned.
- Continue dialogue with CSOs working on women’s issues and gender to develop a gender in extractives agenda. Consider inviting lead women’s rights organizations in the country interested in engaging in the women’s in extractives agenda to international venues and training events such as the Anglophone Africa Summer School on Extractives.

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

- It is possible that program efforts do not result in the production of a clear transparency agenda by the end of the program. In the next and last few months

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<sup>10</sup> When analyzing land, resettlement and compensation experience in Tanzania consider analyzing positive scenarios to deal with the inherent tensions derived from the application of different engagement and compensation standards (international standards such as IFC 2012 performance standards and national standards). Outcomes could inform dialogue, and decision-making on how to manage tensions arising from community discontentment resulting from the application of lower-than-expected standards and lead to the identification of advocacy opportunities that contribute to “leveling the ground”. This topic in particular seems particularly important given the planned construction of an industrial park close to the planned LNG plant project in Lindi Region, which could see the use of inconsistent standards among neighboring communities.

of program operations, the program should adopt a double focus: (i) on instilling awareness and demand for greater transparency in the governance of upstream and downstream O&G operations in Tanzania, with a focus on key partners such as HakiRasilimali who can sustain similar efforts over time; and (ii) on encouraging the production of a transparency agenda, in the context of advocacy activities described in Outcome 2 above. While attaining both would be more beneficial, attaining only the former would constitute a good measure of program success.

- Following the recommendations of a key stakeholder, encourage constructive information flow from the field to higher levels, including feedback mechanisms from the Government's official communication strategy.
- Develop, in close coordination with others, a national level training agenda based on capacity needs advocacy plans and potential emerging issues. The use of an online survey tool could be of use to identify most pressing issues of common interest among national level stakeholders.

**Program Management:**

- Should a program extension be granted, it would be advisable to bring all program partners together to discuss the program status and explore additional opportunities to increase program effectiveness and synergies with other non-Oxfam-funded programs and alternative scenarios for CSOs depending on if FID is made by Statoil and BG or not in 2016.
- Ensure that plans for 2016 (and possibly up to mid 2017) are updated in the current program monitoring framework document after consideration of MTA recommendations and conduction of the recommended all-partner meeting. Ensure that all parties have access to the same document.
- Seek to elevate dialogue with partners and collaborators to discuss linkages between results and on how these link to the higher level expected outcome. This will shift the focus from what is done to what is achieved and link activity level results to ultimate goals.

# ANNEX 1: TERMS OF REFERENCE

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

### Mid-term Assessment Request for Proposals

#### I. Background

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

Oxfam America is one of 17 affiliates in the international confederation, Oxfam International. The Active Citizenship grant involves three affiliates in a confederation-wide effort to engage in specific, coordinated actions at the local and national level.

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

#### II. Purpose and Audience

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

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

#### III. Scope and Objectives

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

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

**Outcome Indicator 1.1:** Change in women's, men's and youth's skill level for advocacy

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

**Outcome 2:** Civil society organizations and platforms, including women's rights organizations and media groups, strengthen engagement in economic,

environmental, and social oversight and advocacy for improved petroleum revenue management at national and sub-national levels.

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

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

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

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

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

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

#### IV. Process

The consultant will work with the Oxfam America Program Officer and a monitoring, evaluation and learning (MEL) staff member to agree on a final methodology within the budget constraints provided, finalize the set of key informants and stakeholders to interview and/or survey, the questionnaire or survey instrument questions, as appropriate, and to ensure the evaluation team has adequate access to relevant campaign documentation.

The consultant will then carry out the mid-term assessment, presenting early findings, and draft a final report to the Program Officer and MEL staff member, on a schedule to be agreed, for review and deliberation. This iterative review of preliminary and draft findings is intended to ensure that the final baseline fully meets the needs of the campaign leads and their teams, and that any methodological adjustments that may be warranted are identified early on in the data collection process.

The final mid-term assessment will be delivered after the draft findings have been reviewed and commented on, responding to any remaining questions or data analysis needs identified, and that can be accommodated within the established timeframes and budget.

Periodic project management meetings with the Program Officer will be held, as appropriate.

#### V. Timeline

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

March 2016

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

## **VI. Profile of the ideal evaluator**

1. Experience conducting prospective, baseline evaluations of complex social and political change processes, ideally in the extractives sector with a gender lens
2. Very strong qualitative analysis skills, particularly with analysis of textual sources and public statements (documents, media coverage interviews, speeches, testimony, etc.)
3. Strong quantitative analysis, particularly in media, including ability to examine multiple national contexts
4. Experience either working on or managing an NGO-led campaign – with a particular focus on public policy around poverty alleviation
5. Experience in Ghana, Tanzania or Mozambique (Portuguese proficiency is required for the Mozambique consultant)
6. Excellent analytical, writing and synthesis skills

## **VII. Proposal Submission, Review and Interviews**

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

# ANNEX 2: BIBLIOGRAPHIC REFERENCES

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## ANNEX 3: INSTITUTIONS INTERVIEWED

Institution
Civil Society Organizations
Oxfam in Tanzania
Tanzania Law Society
Natural Resource Governance Institute
FAWEPO
LANGO
LIWOPAC
Mtwara Paralegal Centre
MSOAPO
Government Institutions
Regional Government Administration Representatives
Tanzania EITI
Regional Government Lindi
Press Club Mtwara
Donors
Norwegian Embassy in Tanzania
O&G companies
LNG Plant Project
Community members and animators
Lindi Region community representatives
Mtwara Region community representatives

# ANNEX 4: INTERVIEW GUIDELINES

## LANGO, FAWEPO, NNGI, TANZANIA LAW SOCIETY

1. Could you give me an overview of the activities that you implemented / collaborated on up to December 2015 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. What activities / potential areas for collaboration have been included plans in 2016 under the Oxfam program?
4. How satisfied are you with the way Oxfam manages the Norad-funded program and the partnership with your organization? What could improve?
5. Last year I asked you to rate your opinion on a scale from 1-5 around a selected number of issues related to the areas of intervention of the Oxfam NORAD-funded program. I would like to share with you the ratings you gave me then and ask you to rate the same issues again. This will enable me to assess any changes in your perceptions of the context. Please feel free to justify, as you deem pertinent.
  - a. What is the level of 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?
  - e. 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?
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. What do you think would be useful to increase understanding of potential impacts of O&G on women when not well managed?
9. How do CSOs join forces towards common goals in Tanz, concretely for O&G sector issues? Is HakiRasilimali a good option? What can be done to strengthen it?
10. Could you describe if and how the media reports on O&G issues? Have you witnessed any changes in this respect since mid-2014?

11. In your view what are the key challenges and opportunities faced by the O&G sector at present (2016). The Norad-funded project ends in December. What would you like to see as realistic concrete achievements from it?

## **LIWOPAC**

1. Could you give me a brief overview of what your organization does?
2. How have you collaborated with LANGO in the last year on any issues related to O&G governance?
3. Given your long experience in training paralegals (even if on other topics), what would you recommend as the key factors for successfully building the capacity of paralegals?

## **MTWARA PARALEGAL CENTRE**

1. Could you give me a brief overview of what your organization does?
2. How have you collaborated with FAWEPO 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?
5. Given your long experience in training paralegals (even if on other topics), what would you recommend as the key factors for successfully building the capacity of paralegals?
6. 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?

## **PRESS CLUB MTWARA**

1. Could you give me a brief overview of what your organization does?
2. How have you collaborated with FAWEPO in the last year on any issues related to O&G governance?
3. Specifically on training given to journalists in on extractive industries, could you indicate what were the most important points that learnt?
4. How many journalists participated in the series of trainings provided? How many were women?

5. Do you feel that the training received was enough to increase quality of reporting?
6. If it was up to you to determine how FAWOPA / Norad funded-Oxfam program can support your capacities on reporting on O&G, what would you like to see as further contributions from the program to the Press Club?
7. How has the training reflected in reporting around extractives in Mtwara?
8. Given your long experience in training journalists (even if on other topics), what would you recommend as the key factors for successfully building the capacity of journalists?
9. 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?

## **ANIMATORS AND GOVERNMENT REPRESENTATIVES**

1. How is the support you have received to date from FAWEPO / LANGO (in the context of the NORAD-funded Oxfam program) helping your communities?
2. Why is this support needed?
3. What were the most important issues you learnt about during the trainings received from LANGO / FAWEPO?
4. Is the training received enough for you to assume your roles?
5. Did you receive any support material from FAWEPO / LANGO?
6. What have you done with information received in trainings?
7. How do you liaise amongst yourselves?
8. If it were up to you to decide how FAWEPO / LANGO should continue supporting your work in the next 10 months, what would you choose?
9. (To animators) What motivates you to be animators?
10. What other organizations do you interact with?

## **TANZANIA EITI**

1. Where does the country stand at present in the Tanzania EITI initiative?
2. Has it been possible to meet new transparency standards?
3. What have been the successes and challenges of the T-EITI Multistakeholder group?
4. Can the T-EITI be linked to broader governance issues?

## **LNG PROJECT REPRESENTATIVES**

1. Could you tell me what is the status of your project is?
2. What standards are being used for community consultation and engagement?
3. Do you have any concerns in relation to the ability of the project meeting best international guidelines in terms of informed participation of all groups in the community, ensuring that women's concerns are duly taken into account and impacts avoided and mitigated?
4. In your view what needs to happen in Tanzania for the country to take advantage of O&G projects towards development?
5. How can exchange of information be made more effective?

## **PRIME MINISTER'S OFFICE – LOCAL CONTENT UNIT**

1. Please indicate what the role of your ministry is in relation to O&G projects?
2. Are there any concerns within the Government of its capacity to oversee effective management of social and environmental requirements?
3. What strategies are in place within the Government to build the capacity of different stakeholders, including communities and relevant Government institutions on O&G issues?
4. International oil companies with good reputation have high social performance standards, which at times can be much higher than that of Governments. In Tanzania what standards are O&G companies required to abide to? How will tensions related to the use of different standards be managed?
5. Does the Government have a communication strategy for the O&G sector? If so, could you share it with me?
6. Where is the country in terms of local content policies and requirements? How will these likely contribute to local economic development?

## **NORWEGIAN EMBASSY IN TANZANIA**

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?

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](http://www.oxfamamerica.org)**.



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