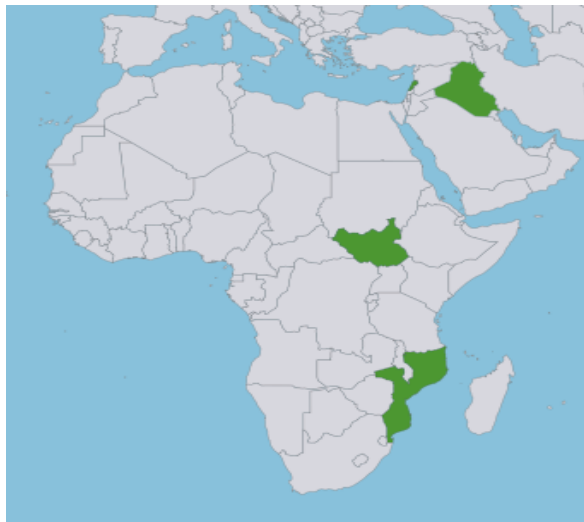




Norwegian People's Aid



FINAL EVALUATION REPORT

NPA Oil for Development Programme (2016-2018) in
South Sudan, Lebanon and Mozambique Supported by
Norwegian People's Aid and Assessment of
Opportunities in Iraq

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Abbreviations and Acronyms

ACI	Akad Cultural Institute
ADMISS	Association for Media Development in South Sudan
CBO	Community Based Organization
CDC	Community Development Committees
CDCCF	Community Development Committee Coordination Forum
CDCM	Maimelane Community Development Committee
CSI	Common Space Initiative
CSR	Corporate Social Responsibility
CSOs	Civil Society Organization
CWP	Community Wisdom Partners
EITI	Extractive Industry Transparency Initiative
EPA	Exploration and Production Agreement
FENASOL	National Federation of Workers and Employees Trades Union in Lebanon
FES	Friedrich Ebert Stiftung
FID	Final Investment Decision
GDP	Gross Domestic Product
GoM	Government of Mozambique
GoSS	Government of South Sudan
HRSS	Hope Restoration South Sudan
IFC	International Finance Corporation
LNG	Liquefied Natural Gas
LOGI	Lebanon Oil and Gas Initiative
LORWE	Lebanese Observatory for Rights of Workers and Employees
LPA	Lebanese Petroleum Administration
LTA	Lebanon Transparency Initiative
M&E	Monitoring and Evaluation
MESALLA	Almesalla Organization For Human Resource Development
MSG	Multi-Stakeholder Group
NGO	Non-Governmental Organization
NOK	Norwegian Kroners
NPA	Norwegian People's Aid
NRGI	Natural Resource Governance Institute
OECD	Organization for Economic Cooperation and Development
OfD	Oil for Development
O&G	Oil and Gas
OTF	Oil Task Forces
PFO	Peace and Freedom Organisation
PNSCRNIE	National Platform of Civil Society Organizations Working on Natural Resources and Extractive Industries

RIJF	Rafiday Al-Iraq Al-Jadeed Foundation
SSWUTUPM	South Sudan Workers Trade Union for Petroleum and Mining
SWF	Sovereign Wealth Fund
ToR	Terms of Reference
UNYDA	Upper Nile Youth Development Association
UPC-CD	Provincial Farmers Union of Cabo Delgado
USN	United and Save the Nation

Executive Summary

Background. Norwegian People's Aid (NPA) promotes the equitable distribution of power among citizens and institutions, companies and other stakeholders. With funding from Norad's Oil for Development Programme (OfD), NPA and its local partners (Civil Society Organizations (CSOs) and Community Based Organizations (CBOs), journalists, government institutions / groups and citizens) seek to strengthen Oil and Gas (O&G) sector governance. The current OfD funding cycle managed by NPA in Lebanon, Mozambique and South Sudan covers the period 2016-2018.

The NPA OfD programme. The overall outcome of NPA's OfD programme in target countries is for CSOs to influence decision-making in the petroleum sector. In Lebanon, Mozambique and South Sudan programmes have been guided by specific theories of change that describe the strategic opportunities conferred by each context

Programme Evaluation. NPA commissioned the evaluation of the multicountry programme to Community Wisdom Partners. The evaluation seeks to: (i) Document and assess progress and outlines results achieved; (ii) Highlight lessons learnt and best practices; (iii) Lay out recommendations for future programme enhancement; and (iv) Provide insights on opportunities to increase gender mainstreaming, as relevant.

The evaluation was guided by the principles governing development assistance used by the Organization for Economic Cooperation and Development (OECD)¹, namely, relevance, effectiveness, efficiency, impact and sustainability. Attention was given to specific questions outlined by NPA for each of these principles.

The evaluation was qualitative in nature. Fieldwork was carried out in Mozambique and Lebanon. In addition to bibliographic review, inquiry in South Sudan was based strongly on interviews carried out by a separate NPA-hired consultant together with a limited number of interviews held by CWP with key interviewees with responsibilities in the management of that country programme. Analysis for Iraq was guided by a literature review and information provided by relevant NPA staff.

The evaluation took place between the months of June – August 2018 and encompassed three distinct phases: (i) Inception; (ii) Data collection / field work; and (iii) Data analysis & production of deliverables. A total of 69 people were interviewed across the four countries at national, sub-national and community level. As agreed the consultants, Chiqui Arregui and Rob Denny used specific ethic research principles defined by the United Kingdom Economic and Social Research Council (2012)² and the United Kingdom Social Research Association (2003)³ in all interviews.

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

² <http://www.esrc.ac.uk/funding/guidance-for-applicants/research-ethics/>

³ <http://the-sra.org.uk/wp-content/uploads/ethics03.pdf>

Findings and Recommendations

Lebanon. Important investments have been made in the Lebanon in establishing the legal, policy and institutional frameworks required for a successful O&G industry, in preparation for what are expected to be substantial O&G finds in the Levant Basin.

In this context, NPA support to building the capacity of CSOs and the media on issues such as the Extractive Industry Transparency Initiative (EITI), legislation, public awareness-raising on petroleum sector transparency needs and the production of guidelines on good governance, is highly relevant. The consultants are of the opinion that working with unions is less urgent given the politicised nature of unions in the country. Positive programmatic adjustments have been made over the period under evaluation.

Less progress than expected was made in implementation of activities in the early stages of the programme. While progress has increased in recent months, it is doubtful that all targets will be met by December 2018. Yet, results achieved so far are encouraging. Of special interest is the programme's contribution to the establishment of the Lebanese Coalition for Good Governance in Extractive Industries. Equally important is its contribution to the general public's realistic expectations of what the petroleum sector could bring to the country.

It is recommended that the following be considered for any future NPA support in improving governance in the petroleum sector:

- Closer collaboration and the establishment of synergies with the Norwegian Embassy.
- More engagement with the Lebanese Petroleum Authority (LPA).
- More detailed assessment of potential future partners with the aim to professionalise CSOs to be better prepared to address the social and systemic challenges faced by the country.
- Future work with the petroleum sector union should be pursued with caution, and be tightly focused, given the union movement's general lack of autonomy.
- Consider new programme directions that respond to the risk of misappropriation of resources, such as revenue and expenditure tracking.
- Once the country reached the point in which companies need to start engaging with communities it will be important to assess if there is scope in partners' work to integrate a gender lens.

Mozambique. The country started petroleum operations in the early 2000s and gained international attention with the discovery of important gas reserves. Final Investment Decision (FID) for large scale Liquefied Natural Gas (LNG) project is eagerly expected. On-going exploration activities could result in additional large O&G discoveries. In addition, mining (coal, heavy sands, rubies) has played an important role in the country's extractive industry and should be expected to continue growing in coming years.

The programme in Mozambique aims to empower communities and the broader public to claim rights in the context of petroleum operations and to generate evidence to inform advocacy efforts.

The choice of interventions considered under NPA's OfD programme is highly relevant in the current context, especially in Inhambane, where no other organizations are working in the area of petroleum governance. Important progress has been made in the implementation of activities planned thus far. Key results to date include the establishment of the Community Development Committee of Maimelane (CDCM) in northern Inhambane, where "affected communities" are more capable now of dialoguing with the government and Sasol in relation to the fair distribution of petroleum revenues for local development purposes. Interventions supported by NPA have enabled partners to produce relevant position statements related to gaps in consultation processes in extractives. Support to radio broadcast and publishing of articles in mainstream newspapers can be said to have contributed to the continued need to raise the awareness of the general public in relation to the realities faced by communities in the context of extractives. Much is being done with limited funding but opportunities to increase efficiencies among partners in the programme can still be explored.

Key recommendations for future programmes in Mozambique, include:

- Concentrate programme support in geographic areas requiring it which are not / poorly supported by other agencies.
- Seek to increase efficiencies, instilling partners to produce simple and concise material from studies produced, existing laws, etc. through sector platforms (in this case, the National Platform of CSOs Working on Natural Resources and Extractive Industries, PNSCRNIE). Instil collaboration to counteract the existing competition among CSOs.
- At local level, place equal focus on companies and government.
- Include district GoM officials in trainings.
- Pursue the disclosure by the government of regular updates on extractive operations and plans at local level.
- Support partners in becoming familiar with international performance standards used by reputable companies and financiers. Communities would equally benefit from this, by understanding the dilemma that responsible industry players face in implementing such standards when the countries that they operate in have much lower standards.
- NPA and partners to request that trainings and studies funded with Norwegian funds in recent years be shared with programme partners. Again, capitalize on investments made across the board across partners over time.

South Sudan. South Sudan became the world's newest nation when it achieved independence in 2011. But the early hopes of rapid progress, supported by oil production, were disappointed when fighting broke out in 2013; despite efforts in

re-establishing peace the conflict persists. The Government relies on oil for up to 98% of its revenue. Key areas of NPA programme support have included state level mobilization through awareness-raising on relevant legislation among communities and government officials, media coverage and supporting the sector's trade union. While the first two areas of intervention are considered by this evaluation as highly relevant, the third appears would only benefit a privileged few.

Progress in implementation has not met planned targets due to staffing constraints, the delicate security situation and oil production having stopped in some of the areas targeted by the programme. However the work presently done in those areas (Jonglei and Upper Nile) continues being relevant.

As a result of programme supported activities local committees have been created and are engaged in local advocacy to manage the lagging impacts associated to oil operations; media coverage has increased and influenced debates in parliamentary committee hearings and government officials being summoned and appearing at the national Parliament.

Yet, there is no evidence that oil is being used for the benefit of the people of South Sudan, rather it appears to be fuelling conflict. The limited project impact is a reflection, above all, of the profound systemic constraints, related to the country's governance system. There is however value in sticking with difficult countries through hard times, in planting seeds that may develop in the future when circumstances are brighter. Useful directions deserving consideration in future programmes include:

- The expansion of media efforts away from English and Juba Arabic and into local languages.
- Developing the petroleum workers union as a line of communication with local people affected by O&G operations, and opening discussions about company management of social and environmental impacts.
- Generating useful pieces of research, e.g. on company grievance mechanisms, social and environment management systems, etc.
- Dialogue with the NPA partner with the most capacity around gender issues on assessing how to best integrate a gender lens into the programme.

More generally, examples on the ground (which certainly exist, whether in oil states or elsewhere), of locally-maintained security arrangements and inter-ethnic cooperation deserve support from outside agencies like NPA, because they are the foundations on which a more sustainable future house of peace may be constructed.

Iraq. The OfD programme has not operated in Iraq since 2015, when the previous OfD grant managed by NPA in Iraq came to an end. Over recent years, the country's oil production has been on the rise with the Iraqi State currently deriving about 90% of its income from the petroleum sector.

CSOs face huge challenges to open up civic space, in a context characterised by the continued intervention of foreign powers, acute tribal and religious divisions,

the militarisation of society (i.e. the rise of militias) unleashed by the struggle against ISIL in 2015-17 and the unresolved situation of Kurdistan.

The major results of the previous OfD programme can be summarized as follows:

- OfD partners advocating for oil companies to fulfil their legal and contractual obligations. As a result of this, the Kurdish government suspended the license of an oil company. Following this, several other companies approached NPA partners to monitor their implementation of CSR responsibilities.
- As a result of the training given to journalists on O&G issues, there has been an increase in informative reports in this area and increased public interest in these issues.
- Leading NPA partners were instrumental in establishing the Iraqi Transparency Alliance for Extractive Industries.
- Pressure from CSOs on the existing legal requirement for cash transfers to oil producing provinces and local demands for the “petro dollar”.
- Presentation of recommendations to the Kurdistan government to address discrepancies by government between planned and actual allocations to public services and security.
- Strengthening partners’ administrative and financial systems and forging of valuable international linkages.

More recent progress including the approval of the O&G Revenues Funding Law, the government’s formalization of requirements by oil producing companies to spend USD 5 million per year on Corporate Social Responsibility projects, along with improved standards of compensation for expropriation of property by oil companies can partially be attributed to the support provided by NPA to local partners.

The following areas of support are seen as potential renewed opportunities OfD activities in Iraq:

- Review of company Environmental Management Systems, resulting from Environmental Impact Assessments.
- Assessment of community compensation in light of involuntary resettlement, especially in what regards livelihood disruption and restoration.
- Further strengthening the technical capacity of media outlets to better inform, discuss and debate O&G issues.
- Exploring opportunities to contribute to the assessment, analysis and impacts of O&G operations on women and gender relations, as the foundation for Iraqi communities and CSOs to strive for gender to be mainstreamed in the countries economic backbone, in support to gender sensitive development.

General. The NPA's experience with the OfD programme to date shows that supporting awareness-raising, training, organization and mobilization activities in countries facing petroleum sector governance challenges constitutes the basis for lobbying and advocacy efforts at local and national level to improve practices and policies. More, the support provided by NPA under the OfD programme constitutes the foundations for longer term capacity for action and petroleum sector development, as an interviewee indicated: *"once you are aware of your rights there is no way back, things change"*.

However, such capacity building efforts require support beyond a three-year project. This is especially the case in contexts in which petroleum operations expand (more communities find themselves unequipped to deal with petroleum related challenges), or in which legislation, regulations and national strategies develop and governments are ill-equipped to make citizens aware of their content, enforce legislation and regulations and oversee the management of petroleum sector operations and promised benefits at local level. Finally, experience shows that in petroleum rich countries with a trajectory of corruption, coupled by poorly equipped government institutions makes the watchdog role assumed by communities, the media and CSOs all the more imperative. If they are not to look out for ensuring that rights are respected and duties fulfilled, who will?

The evaluation is of the opinion that the funds availed to NPA by the OfD programme have been sensibly spent in the period under evaluation and no significant audit-related challenges were found with any of the partners. In some instances, programme partners have experienced transfer delays, which in their view compromises their ability to provide smooth continuity to planned activities, which can be avoided.

As an organization, NPA has helped partners identify strategic opportunities and gain political grounding in at times rapidly changing contexts. Partners attest to the value of the support provided by NPA in institutional strengthening. For countries working at grassroots level or on petroleum sector impacts on communities, opportunities still exist to integrate a stronger gender lens, which could be done through short term collaboration between NPA supported partners or by linking with other organizations which have made progress in this respect.

1. Background and Introduction

Norwegian People's Aid (NPA) promotes the equitable distribution of power among citizens and institutions, companies and other stakeholders. With funding from Norad's Oil for Development Programme (OfD), NPA and its local partners (Civil Society Organizations (CSOs) and Community Based Organizations (CBOs), journalists, government institutions / groups and citizens) seek to strengthen Oil and Gas (O&G) sector governance. The current OfD funding cycle managed by NPA in Lebanon, Mozambique and South Sudan covers the period 2016-2018.

Key strategies in NPA and partner interventions under the OfD programme include increasing participation in sector related processes, supporting mobilization to raise the awareness of petroleum related rights, and collective capacity building on complex and highly technical petroleum sector information and processes. Through these efforts, NPA partners and their constituencies become better equipped to assume their role as watchdogs in an industry that, as evidence from many countries shows, is highly vulnerable to corruption, lack of transparency and nepotism. Not empowering stakeholders in countries vulnerable to these malaises perpetuates or even increases income and multi-dimensional poverty and further broadens existing socio-economic inequalities. NPA partners have under the OfD programme been working at micro, meso and macro levels to claim rights, advocate for fair processes, practices and policies with the ultimate aim of achieving a fairer distribution of petroleum wealth.

The overall outcome of NPA's OfD programme in target countries is for CSOs to influence decision-making in the petroleum sector. In Lebanon, Mozambique and South Sudan programmes have been guided by specific theories of change that describe the strategic opportunities conferred by each context.

NPA works with local partners who have compatible interests and vocation. Partnership engagement between NPA and local partner organization requires not only commitment to agreed outcomes but also to effective and efficient use of NPA grants.

NPA contracted the evaluation of the 2016-2018 OfD funding cycle to Community Wisdom Partners (CWP). As established by the Terms of Reference (ToR) the evaluation was centred in the following OfD area: *Policy makers and regulatory authorities are held accountable for their management of the petroleum sector.*

The evaluation herewith was guided by the principles governing development assistance used by the Organization for Economic Cooperation and Development (OECD)⁴, namely, relevance, effectiveness, efficiency, impact and sustainability. Attention was given to specific questions outlined by NPA for each of these principles for the three countries targeted by the programme and, to the extent possible, to Iraq (for further reference refer to Annex 4). The evaluation report will cover the following:

⁴ <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

- i) Document and assess progress and outlines results achieved;
- ii) Highlight lessons learnt and best practices;
- iii) Lay out recommendations for future programme enhancement;
- iv) Provide insights on how to improve gender sensitive programming, as relevant.

The results of the evaluation will be used by the client to strategically guide NPA investments with OfD funding (and other, as relevant) in the future. The target audience for this evaluation are relevant NPA staff and partner agencies in the countries covered by the evaluation.

2. Methodology

The approach used for this multi-programme evaluation suited in-depth qualitative inquiry around the evaluation criteria guiding the assignment and overall objectives. Fieldwork was carried out in Mozambique and Lebanon. Inquiry in South Sudan was based mainly on interviews carried out by a separate NPA-hired consultant together with a limited number of interviews held by CWP with key interviewees with responsibilities in the management of the South Sudan programme. Analysis for Iraq was guided by a literature review and information provided by relevant NPA staff.

The evaluation consisted of three phases, namely:

- **Phase I – Inception:** The assignment started with a framing meeting in which the scope and breath of the ToR were discussed to ensure alignment between NPA and CWP, further expand methodological details and agree on the workplan, logistics and ethical research principles.

The consultants received a wide range of programme related documents produced by NPA and programme partners, which were carefully reviewed by the consultants (design documents, partnership agreements, work plans, budgets and reports, key country policy documents, newspaper clippings produced by partners).

Phase I came to a close with the production and approval of an Inception Report, documenting the agreed methodological approach, ethical research principles guiding the assignment, key interviewees to be reached, presenting the timeline for the implementation of activities in each country and presenting guidelines to be used in interviews.

Key logistical arrangements, including all international and in country travel preparations were made in this phase.

- **Phase II – Data Collection / Field Work:** During this phase both consultants engaged in fulfilling all additional data collection requirements seeking to triangulate information obtained from the bibliographic review, capturing interviewee perceptions on the context, the programme, NPA support and their view on strategic opportunities that lie ahead in relation to O&G governance.

CWP consultants Chiqui Arregui and Rob Denny, travelled to Mozambique and Lebanon, respectively with the aim of interviewing NPA staff, local partners, relevant government officials, private sector operators, journalists, communities reached, and other relevant stakeholders.

Efforts were made by NPA for the field trips to cover relevant geographic areas of intervention in Mozambique and Lebanon. In Mozambique inquiry included both national and sub-national levels (provincial, district and community levels); however, it was not possible to visit the one of the two target provinces, namely Cabo Delgado, due to the wave of terrorist attacks that has hit the province in recent months. For this reason, fieldwork at sub-national level was limited to Inhambane province. In Lebanon, inquiry was, as planned, circumscribed to the capital city.

A total of 69 people were interviewed in the context of the evaluation: 14 for South Sudan, 14 for Lebanon, 3 for Iraq and 36 for Mozambique. It was the intention of the consultants to try to warrant gender parity in interviews this was not always possible; the O&G sector in all target countries is largely dominated by male presence. The exception being during the visit to community groups in Mozambique were a good proportion of women actively participated in discussions held with the consultant.

Key preliminary findings were shared by the consultants to NPA before leaving Mozambique and the Lebanon with the view to validate findings and obtain further NPA staff inputs.

The consultants engaged in close communication during the data collection period to ensure that insights gained as data collection progressed improved the analytical framework are used for other countries.

- **Phase III – Data Analysis & Production of Deliverables:** Data collected was aggregated and analysed first at the country level. After identifying findings, this was followed by a joint analysis, in line with agreed parameters for inquiry to enable the consultants to draw overall findings, conclusions and recommendations at both levels.

Table 1: Distribution of consultant responsibilities

1. Development of analytical framework	2. Data gathering		3. Country specific analysis	4. Overall analysis and Production of deliverables
	Bibliographic review	Interviews at HQ, national and sub-national level		
Chiqui Arregui & Rob Denny	Mozambique – Chiqui Arregui			Chiqui Arregui & Rob Denny
	Lebanon – Rob Denny			
	South Sudan – Rob Denny			
	Iraq – Rob Denny			

As agreed by CWP and NPA, the submission date was for the draft evaluation report was changed to 9th August 2018.

Principles for Ethical Research

As agreed during the framing meeting, the ethical research principles defined by the United Kingdom Economic and Social Research Council (2012)⁵ and the United Kingdom Social Research Association (2003)⁶, were used by the CWP consultants in all interviews, namely:

- Confidentiality. All individuals engaged in the assignment committed to not sharing or disseminating any information accessed in the context of the assignment.
- Use language of interviewees. Interviews were conducted in the language that each informant is most comfortable with. Translation support was provided, as required.
- Informed consent. The consultants obtained verbal informed consent from all interviewees and guaranteed confidentiality and non-attributability to personal identity.
- Voluntary participation and no coercion. Participants were made aware of their right to non-participation and their right to recuse from answering any questions or discussing any issues posed by the consultants.
- Informants' safety and security. The consultants ensured that during fieldwork in Mozambique and Lebanon interviewees could talk freely and comfortably at all times. Appropriate, quiet and safe spaces were chosen in each context for the interviews. Care was taken by the consultants so that individuals that could affect the quality of information provided were not present during the interviews.
- Protection of data / information. Notes taken during interviews and data obtained has been and will continue being safely kept by and be under the sole responsibility of the consultants at all times. Electronic data is kept in consultants' password-protected single-user computers.
- Access to information and grievance. The name and contact details of a senior point of contact from each of the NPA offices was given to all interviewees, thus warranting their right to channel any queries, questions or concerns related to the assignment or the consultants back to NPA.

⁵ <http://www.esrc.ac.uk/funding/guidance-for-applicants/research-ethics/>

⁶ <http://the-sra.org.uk/wp-content/uploads/ethics03.pdf>

3. Findings and Recommendations

This section presents the evaluation findings per country. Within each country-based section findings have been categorised as follows: introduction (basic country and petroleum sector information to contextualize the programme, activities implemented by NPA partners under the OfD programme); relevance; effectiveness, impact and lessons learnt; efficiency; sustainability; NPA contribution and recommendations. Following the country based findings, the section presents the consultants overall conclusions and recommendations for the entire multi-country programme.

3.1 Lebanon

INTRODUCTION

Lebanon's O&G prospects lie offshore in the Levant Basin, where Israel and Cyprus have over recent years made important discoveries in their territorial waters. There is expectation that equivalent finds may be made in Lebanon's waters. In this context, the country has been putting in place institutional and legal requirements for a successful O&G industry.

The Lebanese Petroleum Administration (LPA) was according to its website, set up in 2012 as an independent agency, under the tutelage of the Minister of Energy⁷. A bidding round for offshore exploration blocks was opened in 2012, and 46 companies were preselected, before the process was stalled by a prolonged logjam in the country's political system. But once the political impasse was broken in 2017, developments moved fast. Two enabling decrees were passed, and two blocks were awarded to a consortium headed by Total as operator, with ENI and the Russian company Novatec. Exploratory drilling is expected to start in 2019, including in one block that contains an area subject to a territorial dispute with Israel. A second bidding round is expected for late 2018 or early 2019.

In January 2017 the country announced its intention to join the Extractives Industry Transparency Initiative (EITI). In practise, it has already met the legislative and disclosure requirements, but has yet to form the Multi-Stakeholder Group (MSG) comprising industry, government and civil society representatives.

The country's governance is based on the 1990 peace settlement that ended a brutal 15-year civil war. This divides official posts and parliamentary seats among 18 political-religious "confessions", which operate as networks of patrons and clients. The result is that although the country is classed as middle-income, it is a deeply unequal society with high rates of corruption (143 out of the 180 countries on the Corruption Perception Index⁸) as well as an unsustainable debt ratio of 145% of the Gross Domestic Product (GDP). In such a context, oil revenues are as much risk as they are opportunity.

⁷ <https://www.lpa.gov.lb/about.php>

⁸ <https://www.transparency.org/country/LBN>

The LPA suffers from its association with the Ministry of Energy, which has a bad reputation caused by its failure to assure a reliable power supply in the country. It is also not separate from the country's divided political system, because its 6 Directors are elected from the major confessions. It has been supported by the government-to-government Norwegian OfD programme since 2006, and has become a well-respected government agency in charge of upstream O&G, with a small staff (less than 20) that is capable, well motivated and well paid. Its decision to publish the two current Exploration and Production Agreements (EPAs) on its website – going beyond existing disclosure requirements – is welcomed. However, as one interviewee pointed out, the LPA as an institution has not yet been tested. As and when the pressure increases – which is likely to happen if/when a major O&G find is made – it will need allies in order to preserve its current relative autonomy, and civil society could play a crucial role in this respect.

Compared with other Middle-Eastern countries such as Iraq, Lebanon has an active and broad civil society, with over 13,000 registered CSOs. In recent years, the sector has broadened its activities from service-provision to new areas like advocacy and capacity building. However, the largest CSOs are not independent, but tied to particular confessions or political groupings. There are valid doubts about whether Lebanese civil society is strong enough to perform an effective role in scrutinising the O&G sector and demanding accountability.

Overall, Lebanon is relatively well placed to take advantage of its possible O&G resources, especially when compared to some of the other countries covered in this report. As one well-placed interviewee put it: *"I have not found another country in the region which has so many preparations going on, and so much experience, so early in the O&G cycle."* However, there is a major risk that future oil revenues might be used to feed the country's patronage networks, through the confessional system of governance. In view of this risk, we were surprised that there is not a stronger collaboration between those inside and outside government working to ensure that any future oil revenues are used for general public benefit.

RELEVANCE

From the context explained above, it is clear that building the capacity of civil society around O&G is relevant to the current situation in Lebanon. Civil society is well placed to play a critical role on policy issues and making the LPA accountable for their management of O&G. The following table gives basic information on the three partners engaged in the Lebanon programme to date, and their specific areas of activity:

NPA PARTNER	PROFILE	KEY AREAS OF INTERVENTION IN THE PROJECT
1. Common Space Initiative (CSI)	Established CSO with a track record on research, dialogue and mediation	<ul style="list-style-type: none"> • Training of municipalities • Advocacy
2. Lebanon Oil	Started in 2012 (with crowd	<ul style="list-style-type: none"> • Awareness-raising

and Gas Initiative (LOGI)	funded resources and a strong Board)	<ul style="list-style-type: none"> • Advocacy • Civil society mobilisation
3. Lebanon Transparency Initiative (LTA)	Membership CSO with specific focus on transparency and right to information	<ul style="list-style-type: none"> • Lobbying around access to information and transparency bills

Initial programme design showed that some training on O&G had already been given to media and CSOs by the government-to-government OfD programme. For that reason, early NPA OfD programme activities focused on two other areas:

- Municipalities, as the strategic sub-national target level in the government structure. Given that the country has over 900 municipalities, the programme planned to work through 51 federations of municipalities.
- Labour rights. The programme scoped out the right partners in this field, since most unions have been 'captured' by political parties and cannot stand up for labour rights in an independent way.

Some of the interviewees reached were sceptical about the relevance of these two initial focus areas chosen by the programme in Lebanon, given the lack of autonomy of the unions and the lack of a formal role for municipalities in the legislation around O&G. The programme was sensibly refocused in the course of 2017 with greater emphasis placed on advocacy around draft laws, and civil society representation in EITI. At the same time, the capacity-building work conducted with municipalities was reduced due to the fact that CSI also did not prove itself to be an effective partner at conducting agreed activities and achieving agreed results⁹.

The new direction in the programme was supported by in an intensive three-month set of activities conducted by LOGI on the following topics:

- Training for CSOs on EITI, including the membership process and the 2016 Standards.
- Advocacy and training around draft laws on the Sovereign Wealth Fund (SWF) and transparency in the O&G sector.
- Public awareness-raising through the production of a video and graphic illustrations.
- Production of guidelines on good governance, adapted to the Lebanon context and taking account of the O&G context.

Given that the country is still in its preparatory phase for what is hoped to be an emerging petroleum sector, looking at the impacts of sector operations on women is less relevant at this stage. While interviewees indicated that there are a good

⁹ In mid-2017 CSI admitted that they would not be able to deliver the activities, or spend their budget allocation for the year, and the underspend was (after approval from Norway) transferred to a new contract with LOGI, who spent 98% of their budget for the period while successfully achieving their outputs.

number of trained female technicians and engineers, the gender-related information gathered from programme partners reflects existing male dominance in the spheres of programme influence. Meanwhile, project partners encourage and record women's participation in workshops and training events and consistently encourage female participation.

EFFECTIVENESS, IMPACT AND LESSONS LEARNT

The OfD programme managed by NPA in Lebanon has not made as much progress as expected in the implementation of planned activities. This is attributed to the slow start and a difficult relationship with one of the partners (CSI). The programme is now however making good operational progress but it is doubtful whether it will achieve the full level of expected activities and impact by the end of the programme period in December 2018.

This aside, results achieved thus far are however encouraging. Efforts by NPA and others in mobilising civil society around O&G governance in 2017 resulted in the establishment of the Lebanese Coalition for Good Governance in Extractive Industries bringing together 12 national and international CSOs. This is by far the most important achievement in the country in relation to petroleum governance since 2016. Now, a small but consolidated network of CSOs has access to politicians and is able to influence the O&G policy and practise in Lebanon. This achievement is squarely in line with NPA Lebanon's theory of change: *people that are better organized are better able to influence decision makers*.

This network of NGOs did not exist in 2016, when LPA functioned as the central institution in the O&G landscape with little accompanying scrutiny from civil society. This new situation is not entirely comfortable for LPA, used to being the dominant player. But in fact it will help them by giving them a field of potential allies in the future.

The focus of the coalition, officially launched in March 2018, has been to organise civil society representation in the MSG of the EITI, and ToRs and a Code of Conduct prepared.

Other programme achievements include:

- Programme supported trainings on the sovereign wealth fund, access to information law and the draft transparency law together with the production of a manual on oil-sector good governance (ready for distribution) constitute needed foundations for advocacy.
- Contributing to a realistic understanding in relation to public misconceptions on petroleum sector impacts in the country. NPA and LOGI have worked on awareness campaigns addressing unrealistically high expectations about the impact of petroleum revenue on poverty, and unduly pessimistic fears that corruption would inevitably seize petroleum sector profits.
- Contributing to stakeholder understanding of the petroleum sector at municipality level. A series of workshops and roundtable discussions were

held with municipalities and federations of municipalities about the O&G sector and the potential role that could be played by municipalities, (although less than originally planned). A handbook will soon be finalised to provide municipalities with supplementary reference material on how they can play a role in the management of the petroleum sector.

- Raising the potential for petroleum sector unions to improve labour rights in the sector. Conscious that many unions in Lebanon are ineffective and politicised, the programme conducted a mapping with the support of Industri Energi. Two partners were identified:
 - a. National Federation of Workers and Employees Trades Union in Lebanon (FENASOL), an umbrella body representing 22,000.
 - b. Lebanese Observatory for Rights of Workers and Employees (LORWE) whose legal unit has provided support to workers since 2010.
- Improvements in media reporting on O&G are also visible. This is more evident in the foreign language media (English and French) than in the Arabic¹⁰, and there is still ample room for improvement. Although this improvement cannot be solely attributed to NPA, it has certainly been a contributory factor.

None of the local Lebanese partners have had audit problems over the course of the programme.

Experience over the past two years shows that laws and institutions are largely in place in the Lebanon but civil society has needed to 'catch up' in order to play its role effectively. Naturally, this is a long-term process, which comprises capacity building, advocacy and awareness-raising. The programme has provided a major boost in the right direction, although there are issues around partner contracts and the continuity of programme activities that deserve attention (see below under Efficiency).

EFFICIENCY

The original project proposal put transfers to partners at Norwegian Kroners (NOK) 4,642,643, or 64% of the total budget. However, actual transfers to partners have been much lower, especially in 2016. This reflects the slow start of the programme, and the change of programme focus in 2017. Actual expenditures for 2018 are now more in line with the original budget.

The lack of continuity of contracts and delayed cash transfers to partners by NPA have at times put programme activities on pause. For example, one partner mentioned that their 2018 contract only came through in May of this year, after an intensive period of work in late 2017. While some partner organisations were able to continue activities during the period when they were out of contract, this is a risk,

¹⁰

http://www.skeyesmedia.org/extensions/pdf/Media_Coverage_of_the_Oil_and_Gas_Sector_2018.pdf

which a programme partner should not be expected to carry. Such delays are instances where NPA was not adding value, rather the contrary, and should be avoided at all costs.

Another pointer on efficiency is where partners have multiple funding sources, and are not dependent on NPA, which would require NPA to meet 100% of their overhead costs. Fortunately, none of the current partners is entirely dependent on NPA grants, so overhead costs are shared between different funding sources. Lastly, it should be pointed out that Industri Energi is a cost-efficient partner to the program, because its staff time is provided free of charge.

SUSTAINABILITY

One of the factors positively impacting on the sustainability of the programme is the close coordination of donors and international agencies active in the O&G space. There are only a small number of players, and there is already an informal division of labour between them: *Friedrich Ebert Stiftung* (FES) works on the policy framework, *Publish What You Pay* supports the Coalition and the Natural Resource Governance Institute (NRGI) on issues around LPA. This good working cooperation is a boost to both the efficiency and the sustainability of the work done by the NPA programme.

However, the pool of CSOs with capacity and vocation to operate in the O&G space is small. This is naturally a concern to the programme staff, who are trying to enlarge the circle and bring on new partners. As one of them said clearly: “We want more LOGIs”. They are actively working to pursue this objective, by for example, opening discussions with other interested organizations.

NPA CONTRIBUTION

In 2017, NPA’s office in Lebanon made a positive change in the areas of intervention of its 2016-2018 programme from municipalities and on to advocating draft laws, and civil society representation in EITI. This change was largely related to NPA Lebanon’s close understanding of a rapidly changing context around O&G, a sector in which the statutory role of municipalities is relatively marginal. This intelligent change in focus was a clear case where NPA’s local presence on the ground in Lebanon has added value.

The NPA country office has started to make use of the new tools being rolled out by NPA’s Head Office for the purpose: the Partner Financial Assessment Tool and the Organizational Development Assessment Tool. This should enable NPA to further add value by providing close support to partners on an organizational level. This is already being supplemented by hands-on operational support over logistical and administrative issues (e.g. transport and NPA reporting requirements) as well as help to trace relevant international expertise. In addition, NPA strengths in networking, analysis and coordination have enabled it to support partners with insights and vision into the interaction between civil society activism and O&G.

RECOMMENDATIONS

Following the shift away from municipalities, the programme is already scoping opportunities to work on more technical or environmental issues (e.g. oil spill control measures). This is to be encouraged, in particular because it will open lines of contact with other sectors of society, for example business interests in fishing and tourism, which have not so far participated in the debate over O&G. The following should also be considered:

- Closer collaboration with the Norwegian Embassy as the link with the government-to-government OfD programme, to gain from synergies between the two streams of OfD support to the country.
- More engagement with LPA, as planned. The immediate focus needs to be on LPA agreeing on the right procedures for civil society representation on the EITI's MSG, which is likely to lay the foundation for further strategic opportunities in the longer term.
- More detailed assessment of potential future partners, and closer support to and collaboration with them by NPA, including the institutional capacity building tools used by NPA under this programme cycle. The aim should be to help Lebanon's civil society to professionalise and to be better prepared to address the social and systemic challenges faced by the country.
- Future work with the union sector, following on from the scoping activities referred to earlier, should be pursued with caution, and tightly focused, given the union movement's general lack of autonomy in Lebanon.
- Avoid programme 'pauses'; in particular, NPA should inspect its procedures for closing its financial year so as to allow work by programme partners to continue without interruption.
- Consider new programme directions that respond to the risk of misappropriation of resources, such as revenue and expenditure tracking.
- The presence of international CSOs on the coalition, not only NPA but also NRG1 and FES, was regarded as inappropriate by several interviewees, in spite of the advantages (e.g. their neutrality). Although it has already been agreed that local organisations will be at the forefront, it might be sensible to formalize the situation in a clearer way by stating that international organizations are present as observers, and not members of the Coalition.
- Once the country reached the point in which companies need to start engaging with communities it will be important to assess if there is scope in partners' work to integrate a gender lens. Opportunities could include, lobbying for women's equal and effective participation in consultation processes associated with petroleum related investments, lobbying for the integration of a gender lens in the analysis of petroleum sector impacts. Like in South Sudan and Mozambique, should advocacy work related to revenue and expenditure tracking be supported by NPA, it will be

necessary to assess the degree to which a gender lens has been integrated to address any existing gaps.

3.2 Mozambique

CONTEXT

Sasol started operations for the production of gas in the Districts of Inhassoro and Govuro, which involved the resettlement operations. More recently, the discovery of natural gas in the northernmost district of the country, Palma, Cabo Delgado province placed Mozambique in the spotlight for Liquefied Natural Gas (LNG) production by Anadarko and ENI. Final Investment Decision (FID) for the entire LNG project is eagerly awaited. A resettlement programme is under way in Palma under the LNG project. In addition to O&G, mining (coal, heavy sands, rubies, etc.) has played in recent years a leading role in the country's extractives industry – especially in Cabo Delgado - which is also expected to continue expanding as more mineral discoveries are made.

The Government of Mozambique (GoM) committed to implementing the EITI in 2009. Six reports have been accepted to date placing Mozambique as an EITI compliant up to 2012. The 7th report for fiscal years 2015 and 2016 is yet to be finalized in line with 2016 standards and requirements¹¹. Mozambique ranks 153 of 180 countries in Transparency International's Corruption Index¹².

The discovery of O&G found local stakeholders (government institutions, CSOs, the media and communities) and the legal framework largely unprepared to face the complex technical issues and processes involved in responsible, transparent and accountable O&G exploration and development. Support has been provided by international donors to address these weaknesses over the past few years. During this period advocacy efforts have been implemented at local and national level while at the same time building the capacity of CSOs, the media and communities, who have readily assumed their role of watchdogs.

At present, communities affected by extractive industries are more aware of their rights and are better able to demand transparency and accountability. Yet, power imbalances render them vulnerable to manipulation and being silenced, especially due to high poverty levels (46.1% in 2014¹³) and widespread corruption. CSOs have acquired important technical knowledge but much still remains to be done to effectively dialogue on an equal footing with companies and duty bearers. Competition over donor resources appears to instil a need among CSOs to stand out over their peer organizations. These constitute the circumstances that permeate civil society working on extractives somewhat affecting – sometimes more than others – horizontal and vertical collaboration.

¹¹ Deloitte and Touche (Independent Administrator of EITI in Mozambique), February 2018.

¹² <https://www.transparency.org/country/moz>

¹³ Ministério de Economia e Finanças, October 2016. Pobreza e Bem-Estar em Moçambique: Quarta Avaliação Nacional. Inquérito ao Orçamento Familiar IOF 2014/15.

The government has started to accept the advocacy role of CSOs, which were until very recently considered merely as service providers acting in behalf of the government. While some achievements in extractive governance resulted from CSO pressure a few years ago at national level, less has been achieved over the past three to four years. Studies have been produced, issues of concern brought to the public sphere but the wave of change at policy level appears to have stalled.

Another issue worth noting is that given the experience with resettlement and apparent poor abidance to international environmental and social impact management standards in Tete Province, a province where coal mining has seen a sharp increase in the past decade, large O&G companies in Inhambane and Cabo Delgado Province are all regarded with suspicion and distrust¹⁴.

Hidden State debts discovered in 2014-15 unleashed a financial crisis leading to a drop in the GDP, a sharp increase of inflation and food prices and a drop of commodity prices. Terrorist attacks by a so-called Mozambican Islamist group (who also referred to themselves as Al-Shabaab) have destabilised the coastal districts of Cabo Delgado Province through a series of unpredictable and recurrent attacks in the first semester of 2018; hundreds of people could have lost their lives and thousands displaced from their homes across several districts of the province¹⁵.

RELEVANCE

During the period 2016 – 2018, NPA has worked with three partner organizations in Mozambique, as follows:

NPA PARTNER	GEOGRAPHIC AREA OF INTERVENTION	KEY AREAS OF INTERVENTION IN THE PROJECT
1. União Provincial dos Camponeses (UPC)	Cabo Delgado Province, with a focus in the Districts of Palma and Mocimboa da Praia (<i>Location where LNG project is due to take place.</i>)	<ul style="list-style-type: none"> • Awareness of rights • Local level advocacy • Lead the district platform of CSO working on extractives in Palma
2. Accord (local CSO)	Inhambane Province, Inhassoro District (<i>one of the districts in which communities affected by Sasol operations are located.</i>)	<ul style="list-style-type: none"> • Awareness of rights • Mobilization and organization • Local level advocacy • Linkages with national level civil

¹⁴ Such as the International Finance Corporation (IFC) Environmental and Social Performance Standards of 2012.

¹⁵ <http://clubofmozambique.com/news/poverty-and-unemployment-fuels-cabo-delgado-insurgency-admits-nyusi-by-joseph-hanlon/>

		society platform working on natural resources and extractives (PNSCRNIE)
3. PANOS (a regional NGO with a chapter in Mozambique)	Based in the capital city of Maputo, working with UPC and Accord.	<ul style="list-style-type: none"> • Support journalism on O&G at local level • Publishing critical reports on O&G governance in prominent newspapers

The NPA OfD programme operates with a two-prong strategy: (i) empowering affected communities (and the broader public in these areas) through a capacity building (training, mobilization, organization) approach for them to claim their rights; and (ii) to generate evidence from these communities that can create awareness and inform advocacy efforts at national level.

Given that the emergence of petroleum laws and regulations in force in the country has been very recent and the government lacks capacity to disseminate them, oversee their implementation and enforce them, the strategies proposed by NPA are sorely needed. Awareness-raising is in this context paramount for stakeholders interested in the exertion of rights, to advocate for adequate practices in relation to petroleum sector governance processes related to compensation, resettlement and petroleum tracking revenue use.

As part of the process, the programme has supported the production of support material, concretely, booklets with relevant laws, but these have been too dense to be of use to local level players as they contain too much information and language is too technical. More efforts are required in producing simple material with key messages and ensuring that these are widely disseminated among all relevant stakeholders.

Partners' interests legitimately align with NPA and OfD goals. Moreover, partners represent the interests of the local populations affected by O&G sector projects.

While the choice of locations to support may have been relevant at the onset on the programme in 2016 (northern Cabo Delgado, LNG project and northern Inhambane, Sasol project already in production stage), it is debatable if NPA support is indispensable in Palma, despite the choice of partner been highly relevant due to its grassroots origin and work. This observation is based on the fact that a myriad of organizations are working in Cabo Delgado, and more concretely, in Palma, with donor support towards similar goals and NPA. As one interviewee stated "everyone wants to claim a piece of the cake in Palma". The opposite it true

however at present in northern Inhambane where hardly any donor supported interventions are present.

EFFECTIVENESS, IMPACT AND LESSONS LEARNT

The project has been able to make substantial progress in the implementation of activities, despite yearly delays in partners receiving funds approved for the implementation of activities at the beginning of each calendar year. The following results have been achieved as a result of NPA supported interventions in the period contemplated by the evaluation:

- Community organization in northern Inhambane with the establishment of the Community Development Committee of Maimelane (CDCM). The committee has only received support from NPA partners to date, although more is expected to come – organized groups are easier points of entry for NGOs than communities that are not yet organized; the CDCM has been approached by other NGOs which may be able to provide support to address some of the many development challenges faced by community members. While this will not solve their concerns in relation to what they regard as a failed promise of employment, access to better quality water and access to gas for domestic use, among others, it offers hope for improvements.
- However, given the widespread resignation to the *“government having nothing to offer because it has no money”* as an interviewee put it, the CDCM’s focus appears to be squarely and wrongly focused on making Sasol accountable for their lack of socio-economic progress. All stakeholders need to understand where the responsibilities of companies start and end. Companies are not responsible for the general state of underdevelopment of the communities surrounding their operations.
- The new level of awareness created in northern Inhambane appears to be the driving cause of the establishment of a more cordial environment for dialogue between the local government, who is now more receptive than ever to CSOs and communities. This new scenario could partially be attributed to NPA support.
- In Inhambane there is a need to continue advocating for a fair distribution of petroleum revenue (government circular of 2013 indicating that 2.75% of petroleum revenue reaching the government should be channelled to local communities).
- Equally important, is to establish appropriate linkages with national level advocacy efforts in relation to negotiation of fair contracts and adequate resettlement terms. According to the information shared by interviewees the *“silent resettlement”* approach used by Sasol in Inhambane of negotiating the transfer terms of households in the land attributed to them, individually instead of through a formal and approved resettlement process and plan resulted in them getting unfair terms. An open and transparent process – now required by the legislative framework – is seen as more

advantageous. According to an interviewee *“if it doesn't allow us to come out better off, at least we will know exactly what the terms for negotiation and compensation for everyone was”*.

- In Cabo Delgado, activities implemented, including a Provincial Caravan in 2016 across several districts where extractives operations are taking place (including mining), allowed UPC to identify information gaps, confirm the inconsistent use of public consultations or these being below desired standards. The findings from that activity led to the production of a position paper; although despite their numerous efforts it has not been possible to share it personally with the provincial government. This experience highlights that effort does not imply results and that the achievement of results may require substantial investments in time and efforts, which oftentimes CSOs and CBOs cannot afford to invest due to the time limitations associated to project-based support.
- The use of radio broadcast has enabled people outside of the “affected communities” to also become aware of the emerging petroleum context. The organization of content and logic of the themes broadcasted appears to be of very good quality.
- The programme includes gender indicators. Yet, outcomes of integrating a gender lens are not appropriately articulated. Results are seen on the ground in terms of women’s empowerment in community groups supported giving voice to women are not adequately captured by the programme.

It is also worth noting that the programme management approach of bringing partners together to brainstorm how to better collaborate, create synergies and avoid gaps is commendable and not often seen in Mozambique.

Financial audits have been conducted and no major problems found.

EFFICIENCY

Impressive results have been obtained in a very short period of time with limited funding. The programme in Mozambique used 1,590,041 NOK in 2016, 2,662,667 NOK in 2017 and 2,206,667 NOK in 2018, with a range between 57 – 63% transferred / to be transferred directly to partners. This is in line with projected fund distribution for direct partner support and other grant management associated costs.

Partners have experienced delays in receiving project funds on a recurrent basis, compromising their ability to implement planned activities at the beginning of each year. These situations should be avoided in the future.

Only one major issue was noted in relation to the efficiency of partner use of programme funds: opportunities have not been explored to “package” some of the work done to avoid having to repeat the same type of activity again and again, for example, each of the partners individually looks at laws and draws out conclusions about its content and key messages to be disseminated. Obvious benefits could be

derived from joint analysis, identification of key points, production of only one set of material and its consistent use among partners, and beyond.

SUSTAINABILITY

The investments made by the programme at community level on awareness-raising, mobilization and organization are the pillars for advocacy and change. As such, they are the seeds or of long-term advocacy potential and power. As an interviewee expressed *“once you are aware of your rights there is no way back, things change”*. At the same time, advocacy efforts require time to generate results, and processes, which at times are beyond the scope of a project. Generating the changes expected by the programme requires support beyond a three-year intervention.

While the local communities supported in northern Inhambane may be well organised and be able to obtain support to address some community needs, like any community facing sharp economic and power imbalances, they are also vulnerable to manipulation, economic coercion or being silenced if they have no access to adequate external technical support to guide their advocacy and negotiation efforts with companies and duty bearers until real and substantial changes are witnessed.

Working with partners in locations, which are not of the wide donor interest, carries risks as these organizations face the risk of considerably having to diminishing their presence, capacity, and in a worst-case scenario, even face the possibility of having to close down. However, supporting these same organizations in professionalizing their management system – as has been the case of the NPA programme somewhat diminishes that risk and increases their capacity to compete with CSOs from outside of the area that offer more security. This is important in a context in which trust and linkages have been forged.

NPA CONTRIBUTION

NPA role vis-à-vis partners in Mozambique is highly valued, both in terms of supporting the development of political skills and agendas, as well as in not “imposing” programme frameworks, etc. The flexibility conferred by NPA truly enables partners to focus on their agendas.

The institutional capacity level support provided by NPA is highly valued by partners.

RECOMMENDATIONS

Based on the findings presented herein, it is suggested that the following recommendations be considered for future funding cycles:

- The provision of support in Inhambane, seems to be more relevant than the support provided to UPC in Cabo Delgado, where so many players are present. Next funding cycles should assess the funding landscape in both areas and consider supporting areas in which petroleum governance activities are under resourced. Inhambane and new communities in the area

- or in areas in which new petroleum exploration could start in the near future also require attention.
- Seek to increase efficiencies, by:
 - Producing simple and concise material from studies produced, existing laws, etc. These should include key findings / messages that need to be disseminated; all material should be catered for communities and tested prior to dissemination. The study in themselves and copies of laws (for example) should also be disseminated to have as reference material, should it be needed.
 - The same material should be disseminated among radio stations and other stakeholders.
 - The same logic should be used when supporting a given type of broadcasting package: use the contents produced by one with others (for issues related to dissemination of information rather than debates).
 - Because there is a tendency for competition among CSOs in the country (beyond NPA project), it would be beneficial for any material (longer or shorter versions for use at local level) to be taken to the PNSCRNIE for feedback and even package as if “produced by the platform with funding from agencies (a), (b) and (c) under the NPA OfD project”.
- Ensure that articles published at national level by partners are disseminated in the radio and shared with communities targeted by the programme.
- The focus in Inhambane appears to be placed on Sasol, failing to see that the company operates within the boundaries that the GoM sets for their operations. Equal focus should be placed on companies and GoM to any advocacy efforts.
- Include district GoM officials in trainings. Civil servants are often not included in training on EI related issues and can become “the forgotten link” in the chain.
- Important for GoM to be accountable for dissemination of petroleum companies do in a given territory and what their future plans are. None of the interviewees reached had a complete picture of the activities being carried out in Inhambane at present.
- Advocacy efforts at national level require the presentation of high quality evidence from the field. Only bringing information does not suffice. Consider producing technical briefs or policy updates – ideally in coordination with other agencies so that formats and content can be more or less similar / consistent and be considered for advocacy purposes.
- Advocacy efforts need to be followed up from submission of requests / presentation of issues to actual positive change.
- Become familiar with international performance standards used by reputable companies and financiers; have communities also understand these and the

dilemma that responsible industry players face in implementing these when the countries that they operate in have much lower standards.

- NPA and partners to request that trainings and studies funded with Norwegian funds in recent years be shared with programme partners. Again, capitalize on investments made across the board.
- Assess how transfer delays to partners delaying the implementation of activities at the start of every year can be overcome.

3.3 South Sudan

INTRODUCTION

South Sudan became the world's newest nation when it achieved independence in 2011. But the early hopes of rapid progress, supported by oil production, were disappointed when fighting broke out in 2013. A peace deal signed in August 2015 led to a short-lived period of optimism, but violence resumed in July 2016 and has continued since then, fluctuating in scale and degree, and accompanied by peace negotiations held in foreign capital cities.

The Government of South Sudan (GoSS) relies on oil for up to 98% of its revenue, making it equal with Timor-Leste as the world's most oil-dependent state. However, after peaking at around 350,000 barrels a day, the conflict has reduced current oil production to 120,000 barrels¹⁶. This limited production comes entirely from Upper Nile State, where proximity to the export routes through Sudan, and the local security context, provide favourable conditions. Oil fields in Unity and Jonglei areas are currently non-producing, although Sudan's oil minister said in June 2018 that oilfield rehabilitation would resume¹⁷.

The framework of O&G legislation in South Sudan, while certainly not comprehensive, is adequate for the current situation. The following are particularly important: The Comprehensive Peace Agreement, the Transitional Constitution, the Petroleum Act, the Petroleum Revenue Management Act and the Right of Access to Information Act.

However, many provisions of these laws have not yet been implemented. A recent study of revenue transfers, researched by the Sudd Institute¹⁸, found that:

- The 2% net petroleum revenues received by the government to be paid to states has fluctuated greatly over different financial years from 2011 to 2017, (0% - 3.6%), but has never been properly allocated and transferred.
- The 3% net petroleum revenues received by the government to be paid to counties has not been paid at all in the financial years between 2011 and 2017.

¹⁶ <https://www.journalducameroun.com/en/south-sudan-oil-production-to-resume/>

¹⁷ <https://www.bloomberg.com/news/articles/2018-07-03/u-s-envoy-sees-rise-in-oil-output-easing-south-sudan-peace-deal>

¹⁸ The Sudd Institute, May 2018. The Petroleum Revenue Sharing Arrangement in South Sudan.

- Community Development Committees (CDCs) and state level Community Development Committee Coordination Forums (CDCCFs) have not been established.
- Key information about the 2% and 3% revenue transfers has not been publicly disclosed.

Prior to 2013, there were many international efforts to build the capacity of the young state. But after that date, and especially after 2016, the GoSS has been isolated from donor support. For example, Norway's government-to-government cooperation under the OfD programme was ended in 2016. In place of capacity building, international pressure has been put on political leaders in South Sudan to reach and respect a peace agreement. The United States has also placed restrictions on 15 oil-related entities in South Sudan that it accuses of helping to fund violence.¹⁹

An interim peace deal, brokered by Sudan, was signed in Khartoum in June 2018 between the GoSS and the largest opposition grouping. But at the time of this evaluation (August 2018) it remains unclear whether this agreement will prove any more durable than others that have been signed in recent years. Meanwhile, South Sudan lies almost at the bottom of the Corruption Perception Index, 179 out of 180 countries²⁰. The country is not a member of the EITI.

Finally, the administrative divisions in South Sudan are still fluid, and politically contested. At independence, South Sudan comprised 10 states, which were subdivided into numerous counties. The OfD proposal was written on this basis, envisaging Oil Task Forces (OTFs) in three oil-producing states. However, the number of states was subsequently expanded by the Government to 28 and then 32. Many outside observers fear these changes tend to further politicise ethnic differences, and donors have generally refused to accept them. This report uses the names of the 10 original states but refers to them as areas, not states, given the current uncertainty about their status.

RELEVANCE

The NPA OfD programme proposal was developed as an extension of the previous OfD programme. In retrospective, this rather non-participative approach proved sensible for the country context, because any detailed planning would have been overtaken by the country's shifting patterns of conflict. In practise, project implementation has been based on three lines of action: mobilisation at advocacy at the state level (Unity, Jonglei and Upper Nile areas)²¹, increasing the capacity of the South Sudanese media to report on O&G issues and developing a trade union

¹⁹ <https://www.bloomberg.com/news/articles/2018-03-22/u-s-adds-15-south-sudan-oil-companies-to-restricted-entity-list>

²⁰ <https://www.transparency.org/country/SSD>

²¹ In the project proposal, the key agent of intervention was to be the OTFs in the oil states of Unity, Jonglei and Upper Nile. However, because of the disintegration of these structures after the resumption of conflict, and the dispersal of many of their members, the project implemented activities through three NGO partners operating in the three areas.

for oil-industry workers as a focal point for efforts to professionalise the industry. The table that follows presents succinct information on the NPA OfD partners in South Sudan.

NPA PARTNER	PROFILE	KEY AREAS OF INTERVENTION IN THE PROJECT
1. Association for Media Development in South Sudan (ADMISS)	Well-established media-development NGO in South Sudan. Registered in 2006; long-standing NPA partner	<ul style="list-style-type: none"> • Training journalists (especially print and radio) to report on O&G issues
2. South Sudan Workers Trade Union for Petroleum and Mining (SSWUTUPM)	Part of the umbrella South Sudan Workers Trade Union, formed in July 2017 to represent extractive sector workers. Now has 400 members, 5 sub-offices and an elected executive committee.	<ul style="list-style-type: none"> • Promote implementation by companies of Health and Safety regulations
3. Upper Nile Youth Development Association (UNYDA)	Registered in 2005 to empower youth and communities in Upper Nile. A peak of 960 members before the war, paying \$3 per month, is now down to about 170.	<ul style="list-style-type: none"> • Awareness raising of communities in Upper Nile area on their rights in relation to O&G, especially management of environment and social impacts, and revenue transfers to county and state levels.
4. Hope Restoration South Sudan (HRSS)	Established in 2010. The organization has a strong gender focus. Main donor is UNICEF.	<ul style="list-style-type: none"> • Awareness-raising of communities in Unity area on their rights in relation to O&G, especially management of environment and social impacts, and revenue transfers to county and state levels.
5. United and Save the Nation (USN)	Founded by a group of youth in 2016. Membership organisation with 75 current members.	<ul style="list-style-type: none"> • Awareness-raising of communities in Jonglei area on their rights in relation to O&G, especially management of environment and social impacts, and revenue transfers to county and state levels.

These three lines of action, and the implementing partners responsible for them, are all relevant in South Sudan insofar as it is possible to implement them under present circumstances. The first line of activity – state-level mobilisation - has focused on raising awareness of relevant legislation. This is sensible, given the government’s incapacity to disseminate these and other laws as well as the non-existence of the institutions envisaged (CDCs and CDCCFs) and communities’ very

limited capacity to access the laws and understand their rights without outside support.

The second area of activity, around media coverage, is also relevant. Throughout the conflict, a functioning network of radio stations run by the United Nations and the Catholic Church has provided a viable information-source. There are also some low-circulation newspapers in Juba. The most comprehensive media survey yet done on South Sudan²² during the civil war found that radio is the most widely accessed media (51%).

The third area, around the support given to a sector trade union, is more problematic. The risk here is that the union works only to further the interests of its own members, who constitute a comparatively privileged group within the South Sudan labour force. The project has correctly tried to manage this risk by focusing resources on areas like the implementation of the 2015 Health and Safety Regulations that benefit all industry workers, and also enhance the professional profile of the industry as a whole. But so far the potential of the union as a strategically placed source of information on the oil industry has not been exploited.

EFFECTIVENESS, IMPACT AND LESSONS LEARNT

The project has contributed towards increased awareness among relevant stakeholders of their rights under existing legislation, in particular the 2% and 3% percentages of oil earnings due to producing states and counties. This was achieved through multiple awareness campaigns held in Unity and Upper Nile. However, the number of community members reached fell far short of the 4,200 originally targeted, reflecting both the security situation and the delays in the early part of the programme. This area of intervention was also supported by a series of meetings with local authorities in Unity and Jonglei.

In March 2018, CDCs were reportedly started in areas of Upper Nile as a result of community pressure. In the Unity area, where oil production has stopped, the focus of efforts has rather been on the companies' contamination of local water sources. In this sense, the focus of awareness-raising placed in each location is appropriate.

Information about the applicable petroleum laws, especially those covering resource transfers, has been eagerly received. State representatives and functionaries have expressed their appreciation of the information provided (although local security operatives have at times accused partners of arousing communities against the oil companies).

Project activities have contributed to increasing media coverage of oil issues. AMDISS conducted training on petroleum laws, which resulted in articles on water contamination in oil-producing areas²³, revenue sharing due to host communities,

²² Forcier Consulting, 2015. 'We are still listening: A Survey of the Media Landscape in the Accessible Areas of South Sudan'.

²³ The story was subsequently picked up by the international media: for example, see: <https://www.dw.com/en/600000-people-in-south-sudan-said-to-be-at-risk-from-contaminated-drinking-water/a-43442030>

health and safety of oil industry workers and land rights. Related coverage was also aired on local radio stations. Results of this coverage can be found, for example, in informed debates in relevant parliamentary committee hearings or in the Environment Minister being summoned, and appearing, at the national Parliament (although the Minister of Petroleum declined). It is also possible that the alleged Government's renewed interest in controlling journalists and censoring the media is a perverse testament to the success of media development initiatives in South Sudan.

Worker mobilisation in the oil industry, through the SSWUTUPM, was established in July 2017 after contacts with oil companies and the ministry. NPA's intervention was reportedly instrumental in the creation of the union; and continued NPA support improves its access to media and government ministries. Subsequently, NPA has provided continued capacity-building support to the union (e.g. training of the executive committee), at the same time as funding specific activities such as training on Health and Safety issues.

Even through results to date are deemed positive, it is important also to note some limitations:

- There is no evidence that oil is being used for the benefit of the people of South Sudan. On the contrary, it seems that oil and oil revenue have been used over the period under evaluation more as a conflict driver than as the source of a peace dividend.
- There is little evidence of progress on the implementation of the statutory payments of 3% to producing counties (despite the reported formation of CDCs in Upper Nile noted above); or of the proper, accountable or transparent payment of the statutory 2% to producing states.
- There is no evidence that either media coverage or better-informed duty-bearers at national or state level have exerted effective pressure on the authorities who receive current oil revenues, as of yet.
- Most of the issues actively pursued by the oil workers union are for their members' benefit rather than wider social benefit, e.g. health insurance, life insurance, annual leave, termination benefits, social insurance and salaries. There are still two companies (Dar and Sudd Operating Company) who have reportedly not allowed a union sub-branch for workers in their operations.

The limited achievements of project impacts is a reflection, above all, of the profound systemic constraints, related to a governance system plausibly described as a kleptocracy²⁴. The original OfD proposal for South Sudan identified two internal risks (on Monitoring and Evaluation (M&E) and corruption by partners), and two external ones (on reduced political space and increased corruption by authorities). But in the event, the most important factors limiting the ability of the project to achieve impacts have been different:

²⁴ For example, see: Alex de Waal, 2014. *When Kleptocracy becomes Insolvent: Brute Causes of Civil War in South Sudan*.

- The first project coordinator did not prove to be effective at pushing forward the project, under very difficult circumstances. The implementation of OfD only really got underway in late 2016 with new recruitment.
- The deterioration in the security context in South Sudan. The resumption of full-scale conflict in July 2016, only one month after the signing of the contract, has led to the disintegration of the OTFs referred to in the original proposal.

There is value in sticking with difficult countries through hard times, in planting seeds that may develop in the future when circumstances are brighter. Over the last two years, NPA has built a modest but solid reputation for its work around the oil sector, which has become the crucial arena of governance and politics. This reputation will stand the organisation in good stead in the future, as and when the political and security conditions improve.

Finally, bringing about positive change around advocacy issues in South Sudan is a long-term process; for example AMDISS report that it took them nearly seven years to achieve the Right of Access to Information Act now made law.

EFFICIENCY

The original proposal budget reflected the high costs of operating in South Sudan; only 18% of the overall 3-year budget was assigned directly to local partners, and 79% for the NPA country office (which includes some partner-related costs and capacity-building that NPA pays for directly). The 2016 budget report reflects the difficult initial period of the programme. Fortunately, Norad allowed the transfer of unspent funds to 2017.

Programme partners mostly have other sources of income, which is important to achieve efficiency savings (e.g. sharing of administrative costs) as well as for sustainability reasons. For example, AMDISS report that total NPA support is only about one-third of their overall budget.

SUSTAINABILITY

The five partner organisations supported under this programme are all organisations with established roots, which can be expected to continue beyond the programme. For example, the three state-level partners were chosen because of their previous involvement with OTFs and their capacity to understand the rationale of the work and implement it in their state.

The partner organisations have also joined forces with other NGOs to establish the Civil Society Coalition on Natural Resources, which in recent months has pressured for issues such as the resource-transfer components of existing laws, and commented on the current peace negotiations²⁵. The exception is the petroleum industry workers union, where there are more doubts about the viability of their

²⁵ <http://www.jubamonitor.com/civil-society-angry-over-khartoum-oil-agreement/>

work in O&G governance without NPA tutelage (although the union's byelaws envisage contributions from members in the future).

NPA CONTRIBUTION

After a slow start to the programme in South Sudan, NPA showed the value of its contribution by adapting the programme to the unexpected weakness of the OTFs, and by taking advantage of the opportunity to cement the creation of the oil workers trade union.

Also, partners are generally appreciative of NPA commitment to the organisational development of its partners, for example by providing training on M&E, in the framework of its Partner Finance and Organisational Development Assessment Tools.

Situations of ethicised conflict typically pose severe problems to international NGOs who draw on the skills of senior local staff, and may therefore be vulnerable to accusations of ethnic bias. On the information available to this evaluation (admittedly limited), the OfD programme has managed this risk well, without accusations of partiality. Good cooperation between the senior South Sudanese project coordinators within the country programme has helped in this, making it possible (for example) for them to 'exchange' programme activities in different parts, decreasing both security and reputational risks.

RECOMMENDATIONS

The ambitions for future OfD programme work in South Sudan have to be modest, given the circumstances of the country. But there are opportunities that can be identified, building on NPA's comparative advantages of ground presence, established reputation and international linkages. For example, it may be possible to establish better information exchange between NPA programmes in the oil states and international advocacy initiatives such as Global Witness²⁶ and the Enough Project²⁷, as well as the sanctions mechanisms of the United States and the European Union. Previous efforts in this direction by NPA staff could usefully be expanded, building on the fact that oil is a major area of discussion in the current peace talks. But a careful scrutiny of the security risks to local personnel should be conducted beforehand.

Other useful directions deserving consideration in future programmes are as follows:

- The expansion of media efforts away from English and Juba Arabic and into local languages (although this would require careful management to prevent accusations of partiality).
- Developing the petroleum workers union as a line of communication with local people affected by O&G operations, and opening discussions about company management of social and environmental impacts.

²⁶ <https://www.globalwitness.org/en/>

²⁷ <https://enoughproject.org/>

- Generating useful pieces of research, e.g. on company grievance mechanisms, social and environment management systems, and CDCs as and when they are in place.
- Dialogue with HRSS, the NPA partner with the most capacity around gender issues on assessing how to best integrate a gender lens into the OfD programme supported by NPA in South Sudan, exploring options such as advocating for men's and women's participation in influencing how petroleum payments to states and counties destined for development purposes could be best used to address pressing needs of both men and women; including addressing any specific impacts directly or indirectly caused by oil operations on women.

More generally, examples on the ground (which certainly exist, whether in oil states or elsewhere), of locally-maintained security arrangements and inter-ethnic cooperation deserve support from outside agencies like NPA, because they are the foundations on which a more sustainable future house of peace may be constructed.

3.4 Iraq

The OfD programme has not operated in Iraq since 2015, when the previous OfD grant managed by NPA in Iraq came to an end. The following section therefore offers a retrospective of the previous activities, with emphasis on the enduring outcomes, and an analysis of the scope for renewed OfD activities in Iraq.

CONTEXT

The history of modern Iraq has been closely tied to oil since it was first discovered there in the 1920s. The two main areas of reserves are in the far south of the country, easily exported through terminals on the Persian Gulf near Basra, and in the northern area of Kurdistan. Over recent decades, oil production has fluctuated widely, falling steeply during the two Gulf Wars and the sanctions period.

Foreign oil companies were expelled by Saddam Hussein, but since 2005 have returned under Technical Service Contracts to use their technical expertise to raise production. Over recent years, the country's oil production has been on a rising trend, from 2m barrels per day in 2013 to over 4m in early 2018²⁸. The Iraqi state currently depends on oil for 90+% of its income.

CSOs are a relatively recent phenomenon in Iraq (impossible under Saddam Hussein), and the Civicus monitoring index of the space for civil society still rates Iraq as "repressed" in this regard²⁹. CSOs face huge challenges to open up civic space, in a context characterised by the continued intervention of foreign powers, acute tribal and religious divisions, the militarisation of society (i.e. the rise of militias) unleashed by the struggle against ISIL in 2015-17 and the unresolved

²⁸ <https://tradingeconomics.com/iraq/crude-oil-productions>

²⁹ <https://monitor.civicus.org/country/iraq/>

situation of Kurdistan. Moreover, Iraq ranks as 169 out of 180 countries on Transparency International’s Corruption Index.

Iraq became compliant with EITI in 2012, but it has proven impossible to maintain the momentum, especially since the introduction of the more demanding EITI Standards in 2016. In November 2017 the EITI secretariat formally wrote to the Government of Iraq to state that the country had been suspended from EITI because of lack of progress towards the Standards.

NPA started working in Kurdistan (1995) before it began operations elsewhere in Iraq (2003). During the period 2013-2015 NPA operated two related programmes with considerable overlap of partners and activities, and both funded by Norway: Oil for Common Good and Management of Natural Resources. Although focused on the former, this review also looks at the legacy of the latter where the two are combined.

RELEVANCE

In the period 2013-15, the OfD programme was implemented by three partner organizations as follows:

NPA PARTNER	GEOGRAPHIC AREAS OF OPERATION	KEY AREAS OF INTERVENTION
1. Almesalla Organization For Human Resource Development (MESALLA)	Erbil and other governorates in Kurdistan	<ul style="list-style-type: none"> • Capacity-building of journalists • Discussion forums on O&G legal framework • Illegal refineries • Social impacts of O&G operations
2. Akad Cultural Institute (ACI)	Basra, Babil	<ul style="list-style-type: none"> • Awareness-raising • Advocacy • Civil society mobilisation
3. Peace and Freedom Organisation in Kurdistan (PFO)	Erbil and other governorates in Kurdistan	<ul style="list-style-type: none"> • EITI • Legal framework for transparency
4. Rafiday Al-Iraq Al-Jadeed Foundation (RIJF)	Baghdad, Babel, Al-Dewanya, Karbala, Al-Mosel, Salahaddin, Al-Anbar, Dyala, Deeqar, Missan, Al-Mothana, AL-Basra, Al-Najaf, Wasit.	<ul style="list-style-type: none"> • EITI • Conflict Management • Democracy • Human Rights

When a Government is so dependent on oil for its income, as noted above, an improvement in oil governance has the potential to transform the country. For example, the failure of the Iraqi state to use oil revenue to provide many basic services to the population, such as a reliable electricity supply, is already a social flashpoint.

At the same time, much oil production in Iraq has not followed normal international standards of management of environmental and social impacts. For example, the illegal refineries in Kurdistan are known to be particularly casual about their environmental impacts. Over recent years, however, there are some signs of improvement. The oil majors now working in the country have brought with them improved standards, especially on the environmental side. The notion of Corporate Social Responsibility (CSR) has also entered the political debate, especially the requirement that major oil fields should spend \$5 million per year on social development projects in the communities alongside their operations.

In summary, the NORAD program objectives of enhancing good governance of the petroleum sector are extremely relevant to Iraq.

EFFECTIVENESS

The major results of the previous OfD programme can be summarized as follows:

- Modest improvement, in some cases, of oil company management of social and environmental impacts, often described in Iraq as CSR, as well as the company contribution to local development. OfD partners advocated for oil companies to fulfil their legal and contractual obligations. This led to increased awareness of the issue, resulting in, for example, the Kurdish government suspending the license of an oil company for improperly cutting 7,000 trees near their operations in Erbil. Several other companies later approached NPA partner organizations to monitor their implementation of CSR responsibilities.
- Media. Following on from trainings of journalists on O&G issues, there has been an increase in informative reports on O&G, and a corresponding increase in public interest in these issues, as well as public demand that the oil revenues be used to improve services.
- Transparency. Leading NPA partners were instrumental in establishing the Iraqi Transparency Alliance for Extractive Industries, a network of CSOs, unions, media outlets and independent professionals, established in 2011. Partners also joined the international civil society coalition "Publish What You Pay", which according to its website now has 83 Iraqi members – more than any other country³⁰.
- Legislation. The focal point of pressure was the existing legal requirement for cash transfers to oil-producing provinces proportional to their production. By law this was set at \$5 per barrel, but was often paid by the central government at only \$1 per barrel, leading to demonstrations in oil-producing areas such as Kirkuk and Basra in support of the demand for the "petro dollar". The issue of revenue and contract transparency was also a civil society demand; and contracts for Iraq (except Kurdistan) are apparently now available online.

³⁰ <http://www.publishwhatyoupay.org/members/iraq/>

- Kurdistan. Given NPA long-standing presence there, and its significant oil reserves, the Kurdistan region was a particular focus of OfD activities. Analysis of its yearly budget by OfD partner Al-Mesalla identified discrepancies by government between planned and actual allocations for public services like health, education, and security. This led to a series of recommendations to the Kurdistan council of ministers, which promised to address these issues in the following budget (although in the end problems with the central government led to the budget being shelved).
- Capacity-Building. NPA assisted its partners to introduce better administrative and financial procedures. It also enabled them to forge better international linkages, which raises their influence at home and is also and a way to improve their own skills and capacities. For example, ACI and Al-Masalla became members of EITI as a vehicle to publish their reports internationally.

These activities led on to the main impact areas of the OfD programme. Four main impacts were identified through interviews and documentary review:

- Debate around the O&G governance framework in Iraq. As mentioned above, the issue of provision for future generations in natural resource exploitation has been one of the most important elements of oil governance in the country; and in 2015, after three years of lobbying by Al Mesalla and other players, the 'O&G Revenues Funding Law' was passed in Kurdistan's Regional Parliament. This has led on to further related legislation at national level (see below under Sustainability).
- Oil Company CSR. As noted above, there has been a noticeable improvement in this area over recent years. Joint committees of CSOs mobilized under OfD assessed needs in producing provinces and recommended appropriate CSR projects. By 2015 a number of strategic projects such as building schools, hospitals and bridges had started in 8 of 19 provinces. Following this momentum, the Government moved to formalize the requirement, and in February 2014 the Government Energy Committee issued a letter obliging each oil company to spend \$5 million per annum on CSR projects. Although it would not be correct to say that the program had a decisive effect in this respect – the advent of international oil companies were also important – it certainly had a contributory effect.
- Improved standards of compensation for expropriation of property by oil companies. Al-Mesalla recorded 500 cases of farmers losing their land without compensation, and pressure led the Ministry of Natural Resources to compensate thirty farmers in Taq Taq in 2015, while other cases remain with the courts. Again, it was not be correct to attribute all the improvement to the project, especially because of the importance of community protests in the 'new Iraq' where the state has lost its monopoly of violence. But the project helped Iraq further down the road, although there is some way to go before normal international standards of Involuntary Resettlement are applied.

- Improved management of resources by provincial councils. This has become increasingly important in the light of the council's access to greater resources and autonomy in line with Iraq's decentralization policy.

EFFICIENCY

As noted above, CSOs in Iraq have relatively recent origins, and still need capacity building in terms of skills, process and procedures. In the course of the program, two OfD partners (Al-Mesallah and AKAD) were investigated for unaccounted funds, although the amounts involved were relatively small (\$1,000 in the bigger case, according to information provided). In one instance a forensic audit was conducted.

SUSTAINABILITY

CSOs whose capacity was developed under the earlier programme have, in some important cases, gone on to work on other sectors related to governance and accountability, and they are still relevant as watchdogs and mobilisers in civil society in general. For example, PFO has continued as an important partner of NPA promoting freedom of association and expression, access to information, and improved labour rights in Iraq. In other words, capacities developed with regard to oil governance have been useful for other purposes.

In terms of the legislative work mentioned above, a more comprehensive O&G law was eventually passed at national level in 2018. This is a step forward in that it contains provisions to establish a SWF; but at the same time the governance of this proposed fund is problematic and liable to corruption³¹.

LESSONS LEARNT / FUTURE PROGRAMME OPPORTUNITIES

OfD's objectives touch issues at the heart of the current Iraqi system. There is no doubting their relevance, potentially, to creating more space for civil society in the face of the military and religious 'big beasts' that dominate the scene.

The programme provided an important boost to Iraqi CSOs working on critical governance issues facing the country. Such organizations are still active as potential partners for a future OfD programme. At the same time, NPA should adopt more agile management procedures to prevent, for example, any repetition of an audit process lasting 3 years. Interviewees for this evaluation identified other steps, which could be used to avoid any financial risks to NPA, namely:

- Tighter vetting of prospective partner organisations;
- Requirements for conformity with NPA financial systems, supported by an accountant based at the NPA offices;
- Allowance in the partnership budget for funding for skills training and organisational development.

³¹ <https://www.ft.com/content/da2b5cae-46d7-11e8-8ee8-cae73aab7ccb>

The following programme ideas for future lines of action and research were identified by interviewees reached under this evaluation:

- **Responsible Oil Production.** The presence of foreign oil companies in Iraq is, potentially, a potent factor in 'normalising' the role of oil in the economy and society. Local communities dare to confront these foreign companies through social protests and workers strikes, in ways that would have been unthinkable under Saddam Hussein. Further civil society action could encompass:
 - Review of company Environmental Management Systems (derived from Environmental Impact Assessments) with particular emphasis on discharge and waste management, flaring and the clean up of contamination from past operations.
 - Analysis of compensation for local communities displaced by oil operations (Involuntary Resettlement, which also includes livelihood disruption and restoration).
- **Legislation.** In general, Iraqi legislation on environmental and social standards for oil operations is well below common international standards such as the International Finance Corporation (IFC) Performance Standards³². The framework of oil governance, accountability and transparency is similarly deficient, as exemplified by the suspension of Iraq's membership of EITI in late 2017³³. Action by Iraqi civil society, backed up by research and combined with international pressure, could work to nudge Iraq towards a more 'normal' oil regime.
- **Media.** Independent media outlets have flourished in Iraq over the last decade. To take one example, surveys³⁴ have found that Radio Al Mirbad in Basra is listened to by at least 1.7 million people weekly across the southern nine provinces. These media channels are hungry for content, and in a context where oil wealth is the major prize of political struggle, they have interest in providing further relevant content on O&G issues to their audiences. A revived OfD programme could help to feed this demand.

Without in any sense minimising the challenges, there are precise concrete actions that can be taken to enable CSOs to influence the wider debate on the future of oil and Iraq. NPA's track record in Iraq, reputation in the area of oil governance, and experience in the capacity building of CSOs gives it an excellent basis for future action in this field.

Lastly, gender should be mentioned as an area where more research is needed to identify specific opportunities for action. As one interviewee described the situation:

³²

https://www.ifc.org/wps/wcm/connect/Topics_Ext_Content/IFC_External_Corporate_Site/Sustainability-At-IFC/Policies-Standards/Performance-Standards

³³ <https://eiti.org/news/eiti-board-concludes-that-iraqs-potential-has-yet-to-be-fulfilled-in-oil-mining-sector>

³⁴ <http://www.bbc.co.uk/mediaaction/where-we-work/middle-east-and-north-africa/iraq/al-mirbad>

NPA has been focusing on the laws, especially the articles in the constitution, which talk about women's participation. These laws are followed in areas like the Parliament, but not in the Cabinet or the Provincial Councils. On top of that the problem is not so much a question of women's representation, it is the question of who listens to them. If you look at many structures, women are there, but they are not in decision-making positions.

3.5 Overall Conclusions and Recommendations

NPA has is working in countries requiring substantial investments to increase awareness of laws, duties and rights in relation to petroleum governance. Despite undergoing different levels of decentralisation these countries are characterised by strong government centralisation of power. However, OfD / NPA contributes to creating a more even field in which citizens and other relevant stakeholders are increasingly aware of their role in petroleum governance and are thus increasingly exerting their role as watchdogs, where circumstances permit. Such transformations require time and substantial investments.

The programme has without a doubt enabled partners and their beneficiaries to become stronger players in petroleum governance. Acquiring knowledge on a sector undergoing rapid developments in key to reach constituencies. The training opportunities conferred by the OfD programme, partners' on-going dialogue with NPA national, regional and Oslo-based staff, the increasing exposure by partners to other stakeholders in the petroleum sector, their increased participation in debates and spaces previously restricted to sector elites, along with the institutional strengthening opportunities provided by NPA to partners, have certainly contributed to programme partners being stronger today than before the programme.

Equally important is to highlight that the advocacy and lobby initiatives in which partners and their constituencies and target communities supported by them engage in, would not be possible without NPA partner mobilisation and organisation efforts. The NPA has strongly contributed towards mobilization and organization at different levels (communities, sub-national levels (counties, states, districts, municipalities, etc.).

The results chain of NPA support thus spreads at three spheres:

- (i) Across the stakeholders that NPA targets by improving their capacities;
- (ii) In the improvement of dialogue platforms and / or quality of existing dialogue between communities and duty bearers (extractive companies and governments); and
- (iii) Actual changes in practices, policies and the regulatory environment.

Contributing to changes at all three levels is equally important in the process of improving petroleum governance in target countries. This logic is well reflected in the log-frames guiding NPA OfD support.

The NPA's has made significant progress in the three countries targeted under the NPA's OfD programme during the period 2016-2018, considering the specific circumstances of each country. The organisation has shown to have a clear direction but yet be flexible enough to take advantage of strategic opportunities. A good example of this are the changes seen in one of the areas of intervention in the Lebanon, when NPA shifted its attention away from municipalities, while seeking to consolidate other areas and identify emerging opportunities.

Albeit in different degrees, South Sudan, Mozambique and Iraq are facing political and localised unrest. It is not a coincidence that violence is concentrated in areas endowed with petroleum wealth. Even if violent groups masquerade themselves behind claims of religious or ethnic causes, it is unlikely that conflict would be present in those areas if natural resource wealth was adequately used - or perceived as likely to be used in the near future - to address prevailing poverty and to meet pressing development needs including social services, infrastructure and rural livelihoods.

Instead, what ordinary citizens and poor communities hit by high rates of unemployment and low future prospects in petroleum rich areas witness is increasing inequalities as elites and those engaged in business flourish and their lives remain largely unchanged. In these contexts, the risk is that States resort to ever-stronger violence suppression methods in an effort to restore the necessary stability required for continued petroleum operations. Supporting petroleum governance efforts in countries undergoing such situations is, while more challenging, perhaps as important as supporting petroleum governance in settings which may appear to offer quicker wins. It is vital to combat the idea, often spread by those in power, that O&G is 'government business' and not 'citizens business'; and that benefits going to citizens from oil revenues are acts of benevolence by those in authority, instead of rights of citizens.

This evaluation concludes that, the NPA OfD programme in South Sudan, Lebanon and Mozambique as overall, adequately designed, and performed well in their specific circumstances. Continuity of investment in petroleum governance is however required for efforts to date to bear fruit in the improvement of practices, policies and regulations. Stakeholders supported to date are still young in what relates to petroleum governance. Power imbalances between their level of knowledge and skills vis-à-vis petroleum companies and government authorities prevail and threaten their capacity to positively influence the way in which petroleum wealth is used. For these reasons, support to Iraqi stakeholders appears just as urgent as in the countries targeted in the period 2016-2018.

Without continued support the advances made to date to address power imbalances and strengthening the legislative, regulatory and policy environment could be stalled and their enforcement and implementation - as is common in these countries - compromised altogether.

Specific country level recommendations have been included in each of the country chapters of this report. At a more general level it is recommended that NPA consider the following for future programmes in support of petroleum governance:

- NPA's outcome level indicators be adjusted to reflect more realistic shorter term results that reflect targets which can be more realistically reached in the challenging circumstances faced by target countries, as possible;
- Management measures be integrated at country management systems level to address the repeated delays in fund transfer to partners to avoid interruptions in the implementation of activities³⁵;
- Continue instilling joint partner strategic planning meetings to build complementarities around common goals and increase efficiencies and effectiveness along the capacity building/mobilisation-evidence generation-lobby/advocacy platform;
- Seek closer alignment at country level between the different actors involved in O&G governance, including other donors. Collaborating with NORAD's government-to-government OfD programme also helps to promote coherence between the 'demand side' of O&G good governance and the 'supply side';
- Ensure that all programmes are subject to a gender lens from inception to avoid missed opportunities in a field that is largely dominated by men. Ensure that results can be adequately monitored and captured in the programme logframe.

³⁵ According to partners, repeated delays have taken place, in some instances longer than others.

Annex 1: Terms of Reference



Norwegian People's Aid

Oil for Development Evaluation 2018

Background

The Norwegian People's Aid (NPA) is a non-governmental organisation with roots in trade unions and labour movements. NPA supports processes towards democracy and equitable distribution of power through mobilisation, popular participation and collective organisation. The international strategy affirms civil society as a key pillar for nation building; democracy and development, and views human rights as building blocks for development and redistribution.

Three NPA programmes are working with funding from the Oil for Development Programme to support peoples organising and influence on exploitation of natural resources. These countries are: Lebanon, South Sudan and Mozambique. The programme agreement is from 2016-18 and has a total budget of NOK 18 million. NPA had OfD programmes in South Sudan, Iraq and South-East Asia (Cambodia/Myanmar) in the period from 2013-15 with a total budget of NOK 10,8 million. Iraq and Myanmar also applied for OfD funding in the present period, but this was not approved based on OfD priorities. However, in Myanmar NPA has continued to work with one partner that also has a relation to OfD. The work with OfD in Myanmar will be covered by a separate Mid-term Evaluation planned for June/July 2018. NPA is engaged in OfD programmes as part of our strategy to work with civil society organisations for just distribution of power and resources.

Purpose of the evaluation

The purpose of the evaluation is to assess the on-going NPA Oil for Development Programmes (2016-2018) in South Sudan, Lebanon and Mozambique, in regards to the evaluation questions below. The evaluation will also assess the relevance of the programmes to the context in each country and to target number three of the Norad Oil for Development programme: *Policy makers and regulatory authorities are held accountable for their management of the petroleum sector.*

In addition to the three in-depth evaluations of the three countries where there are on-going OfD programmes, the evaluation shall also include desk studies of the OfD relevant partners in Myanmar and Iraq, to get a more comprehensive understanding of NPA's approach to support partners influence on exploitation of natural resources globally.

The information and recommendations from the evaluation will be used for strategic development of NPA's future investments in Oil for Development programmes.

Users of the evaluation

The users of the evaluation are the NPA country office staff that manage the programmes to be evaluated and the relevant staff in the department of Development and Humanitarian Cooperation at the Head Office. The evaluation will be used for strategic development of the programme.

The recommendations will also be shared with partners in the programme.

What will be evaluated?

The evaluation will focus on some key questions outlined below. All questions have to be answered for Mozambique, Lebanon and South Sudan, and to the extent possible also for Iraq.

The overall Theory of Change

The rationale behind the programmes are different in each country, however, an overall common rationale can be outlined.

The overall outcome for each country programme is "Civil Society Organisations influence political decision making".

A common thread in all countries is that petroleum resources are not managed in a transparent manner, the income of the petroleum resources are not distributed fairly, and communities affected by the oil and gas industry have little awareness about their rights.

The overall aim is that policies and resource management practices for petroleum resources are transparent and follow just regulations that do not abuse power, are not corrupted, nor hinder people's welfare.

In the programme period, it is expected that the NPA partner organisations and their network partners advocate for transparent and just decision-making processes and implementation in the oil sector towards relevant decision-making bodies in the countries and play a positive role in holding them accountable. In addition, it is expected that partners mobilise and aware people, so that people will claim their rights if violated by these bodies. This is achieved through NPA support to partners to organise themselves and network to be strong change agents and to be able to aware and capacity build people affected by the oil sector on relevant issues. NPA supports the partners through financial support to activities, such as campaigns, meetings, publications and networking.

South Sudan ToC

Political and economic power across South Sudan is in the hands of few powerful political and military elites who have siphoned the country's income, mainly from the sale of crude oil, for their own benefits.

In 2017, NPA worked with five Oil for Development partners: The Association for Media Development in South Sudan (AMDISS), Hope Restoration South Sudan (HRSS), Upper Nile Youth Development Association (UNYDA), United and Save the Nation (UASN) and the Workers Trade Union of Petroleum and Mining (WTUPM). Partners mobilize their members, as well as communities and local authorities in the former states Jonglei, Unity and Upper Nile, to raise their awareness on key provisions of petroleum laws and at the same time advocate for an accountable management of oil revenue.

Partners are expected to have monitoring and oversight capacities to initiate discussions on petroleum management. It is expected that supported journalists will investigate, analyse and report on petroleum related issues, as well as educate the public. It is expected that WTUPM raise awareness of its members at the oil fields of their labour rights and on Health and

Environment Regulations, and subsequently that they contribute to a more accountable management of the oil sector in South Sudan.

Mozambique ToC

The petroleum sector is not well-known in the country and plans are made without inclusion of relevant actors. Several international companies are currently active in gas exploration in the provinces of Inhambane and Cabo Delgado. The capacity in civil society to participate in negotiations with extractive companies and authorities is weak. There are missing linkages between local civics in the affected areas and national NGOs doing advocacy on nation level. Compensations schemes set by law is not followed and often hampered with corruption.

It is expected that community members in the communities affected by gas exploration in their provinces monitor and report about the encroachment of the oil and gas industry on their territory and will claim compensation according to current legislation. Further, it is expected that advocacy actors like UNAC, ORAM and CIP can use the information and learnings gathered from these processes as evidence in national processes. This is achieved through the NPA partner organisations, UPC-CD (Provincial branch of peasant organisation UNAC), ACOORD and PANOS doing awareness raising and capacity building of the community members, and with financial support from NPA.

Lebanon ToC

Situation before the programme: The petroleum sector is not well-known in the country and plans and legislation are made without inclusion of relevant actors. The political system is based on confessional distribution of power. Political reform and decision is frequently hampered by feuds and corruption. A new round of pre-qualification took place in 2017. No exploration has taken place yet and is still expected to take a couple of years more. After the end of a political deadlock towards the end 2016, several laws and decrees relevant to the sector have been passed. The huge burden that the Syrian refugee crisis had and has on Lebanon affects the ability of local authorities and CSOs to work on long-term issues.

NPA and partners have worked to socialize information about the sector and to increase awareness on the political processes prior to exploration. The focus is primarily on local government, civil society and trade unions. In the legislation passed or in process so far, the role of local government, civil society and trade unions are almost absent. However, dialogue and access to the relevant committees in parliament is established and advocacy on the role of civil society and local government has started to bear fruit.

NPA works with two partners, Common Space Initiative (CSI) and Lebanese Oil and Gas Initiative (LOGI). It is expected that local authorities are engaged in the Petroleum sector and have the minimum knowledge, understanding and capacities required to be able to efficiently take part in the discussions with policy makers. Furthermore it is expected that Civil Society is strengthened in their understanding of EITI, good governance, and the different legal frameworks in the oil and gas sector. Towards the general public the purpose is to increase the awareness about the issues related to the sector.

Iraq ToC

Iraq is rich in natural resources and holds the world's second largest proven oil reserve. More than 90% of Iraq's national income depends on crude. The Iraqi constitution establishes that oil belongs to the Iraqi people. Despite this the government did not build up reserves for future generations. A main problem was lack of transparency in license allocations and revenues redistribution. Nepotism and sectarian divide left little room for the opinion of independent experts and academics.

Despite Iraq's total oil dependency, few civil society organisations and journalists worked on issues related to extractive industries before 2012. Those who did were relatively small and put themselves at great risk. In 2011 NPA, with support from OfD, started to cooperate with two groups of independent journalists in Kirkuk, an oil producing province in northern Iraq. By 2012, NPA had also identified Al Mesalla Organisation for Human Resources (Al Mesalla), an organisation based in Erbil.

With the new OFD agreement in 2013, Akad Cultural Institute (ACI) and Rafiday Al-Iraq Al-Jadeed Foundation (RIJF), working with natural resource management, became partners, and in 2015 Awan Organisation (Awan) became a partner. Several of these organisations were members of the Iraqi Transparency Alliance for Extractive Industries (ITAEI), a network of civil society organisations, unions, professional syndicates, media establishments and independent professionals, established in 2011. The five partner organisations have focused on legislation organizing the oil and gas sector, transparency, corporate social responsibilities, environmental protection, management of oil and gas, and the role of provincial councils. They have carried out complex advocacy campaigns, built strategic alliances, engaged with relevant levels of Iraqi and Kurdish authorities and linked up with relevant international organisations and institutions.

It is expected that the pressure will be sufficient to influence policies related to distribution of resources and management of the Iraqi oil resources, if:

- the partners are able to build alliances both nationally, through the Iraqi Transparency Alliance for Extractive Industries, and internationally, through Extractive Industries Transparency Initiative (EITI), and can multiply the pressure towards the same ends by combining both national and international alliances.
- partners can work in parallel with political overarching processes and local demands and to link the two levels can be linked and it will be possible to advocated through bottom-up process and hold decision makers, build the politicians' to account
- partners are able to increase public awareness they can better mobilize people to advocate for their rights

Key evaluation questions

It is expected that the evaluators give recommendations for further improvements of the programmes based on the key questions.

The evaluation is expected to consider the evaluation criteria sustainability, efficiency, effectiveness, impact and relevance, however the evaluation must focus in particular on the below evaluation questions. In addition, the evaluator is expected to give recommendations for improvements of the programme based on the findings.

Relevance:

- In which ways are the programmes relevant for target number three of the Norad Oil for Development programme: *Policy makers and regulatory authorities are held accountable for their management of the petroleum sector?*
- In which ways are the programmes relevant for the civil society actors' demands and interests? And in particular, to what degree is the partner organisations able to represent the interests and demands of the local civil society?
- In which ways are the programmes relevant for the context in the given country?

In which way were the programme goals achieved in regards to:

- How do NPA partners contribute to redistribution of resources?
- How do NPA partners contribute to greater awareness among civil society actors about the implications and consequences of the countries' oil extraction policies and practices on transparency and just processes?
- What has been the effect of the programme on people's organising and mobilisation?
- How do organisation and networking of civil society organisations contribute to greater advocacy efforts towards decision-making bodies?
- What are the unexpected results of the programme? Both positive and negative results.
- What are lessons learned about achievements and failures?

NPA's role

- What has been NPA's role and added value in the programmes. What are NPA's main contributions (or lack thereof) in the partnership with the implementing partner organisation?

Evaluation implementation

Timeframe

- Deadline to submit proposal to NPA is **May 13th**
- An inception report is to be submitted to NPA by **June 8th**
- A draft report is to be submitted to NPA for comments by **July 30th**
- A final report, including a section of the main findings and recommendations for further action, is to be submitted to NPA by **August 13th**.

Evaluation team

The evaluation team will be composed by external consultant(s) with a team leader who has the overall responsibility for data collection, field studies and the final writing of the evaluation report. One program staff from NPA from each of the three countries will be appointed as a focal point, and will assist in planning, preparation of field studies and partner interviews.

Methodology

The consultant will design the details in the methodology in cooperation with NPA.

The methodology will be a mix of desk study and country visits to Lebanon and Mozambique.

The South Sudan part of the evaluation will be part of the South Sudan Norad Civil Society evaluation to be conducted at the same time, where a separate ToR is made. Iraq will be a desk study.

The methodology will take into account the following elements:

- Desk study (project proposals and reports, evaluations)
- Field visit to Lebanon and Mozambique
- Interviews, key stakeholder interviews with NPA staff, partners, beneficiaries, local authorities, other stakeholders
- For South Sudan the evaluator can if necessary do interviews with key staff and partners at head office and in country programme.

The evaluation will have a strong learning aspect and should therefore apply participatory methods that will include NPA staff. The main findings should be presented to the Oslo Head Office before the final version of the report is written.

Deliverables

- One Inception report – After a review of initial documents, the consultant should produce and submit an inception report (10 pages max) which should include the conceptual framework to be used in the evaluation, the key evaluation questions and methodology, including information on data sources and collection, sampling and key indicators. The inception report will also include a timeline for the evaluation project and drafts of data collection instruments.
- A draft final report with executive summary, clear recommendation to be produced and presented to NPA. The executive summary should summarize key findings and recommendations and needs to be submitted as part of the final draft report.
- The final report should not exceed 30 pages, including an executive summary. Details on methodology, list of interviews, etc. can be compiled in an attachment. The report shall be written in English.

Qualities of the evaluators

The evaluator should be skilled in conducting evaluations and reviews. The consultant must have substantive understanding of issues related to people organising and mobilising, political and governance challenges, and access and control of resources. Knowledge of project management and implementation is critical for this assignment. The evaluator should demonstrate ethical consideration including respectful attitude towards NPA partners and their constituency.

The consultant should have proven experiences of previous assignments with development analysis, evaluations and reviews of similar nature as well as engaging communities using participatory methodologies. In addition the consultant must have the following:

- Relevant advanced degree in social science related discipline.
- At least 5 years' experience in evaluations and reviews.
- Sensitivity to gender issues.
- Traceable references and copies of previous evaluation reports.

Resource needs

Maximum budget: 300 000 NOK

Literature reads

- Previous evaluations
- Norad Oil for Development Application 2016-2018
- Norad Oil for Development yearly reports 2016, 2017
- NPA International Strategy 2016-2019 – Partnership for Democratisation
- NPA Partnership Policy

Annex 2: Bibliographic References

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<https://www.journalducameroun.com/en/south-sudan-oil-production-to-resume/>

<http://www.jubamonitor.com/civil-society-angry-over-khartoum-oil-agreement/>

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<https://www.transparency.org/country/moz>

Annex 3: Institutions / People Interviewed

Organization	Position	Name	Telephone number	Email
MOZAMBIQUE PROGRAMME				
NPA	Advisor for Southern Africa Region	Magnus Flacké	+47 47309990	MagnusF@npaid.org
	Programme Manager	Frank Phiri	+258 843319590	frankp@npaid.org
	Project Coordinator	Orlanda Lampião	+258 845873033	Orlandam@npaid.org
	Finance Manager	Francis Bvunzawabaya	+258	frabvu422@npaid.org
ACCORD	Coordinator	Calisto Bila	+258	
	President Board of Directors	Teresa Libombo	+258 844930213	
	Finance and Administration Officer	Amélia Guimarães	+258 847269651	
	Project Officer (Inhassoro District)	Faustino Jose Augusto	+258 844136879	
PANOS	Programme Coordinator	Adelino Sagate	+258 848585135	adelino@panos.org.zam
UPC	Coordinator District of Palma	Julio Ernesto	+258	
	Programme Officer	Armando Henriques	+258 846335447	
	President UPC	Faustina Augusto	+258	
	Advocacy Officer	August Rasse	+258 848639499	
OTHERS	WWF	Eusebio Pequenino	+258 840728990	epequenino@wwf.panda.org
	Permanent Secretary District of Inhassoro	Jose Matsinhe	+258 842466433	
	Community Group Maimelane, Inhassoro District	12 members		
	(Radio) Listening Group Mangungumete; Inhassoro District	8 members		
	Coordinator Community Radio Vilanculos District	Eneria Enrique Marrime	+258 848068782	
SOUTH SUDAN PROGRAMME (1)				
NPA	Riek James Doar	Project Coordinator	+211 912224463	Riejam72@npaid.org

	Michelle D'Arcy	Programme Manager		michelleda@npaid.org
	Magnus Flacké	Adviser, Development and Humanitarian Cooperation	+47 473 09 990	MagnusF@npaid.org
Association for Media Development in South Sudan	Michael Duku Aggrey	Executive Director		
	Irene Ayaa	Media Development Officer		
Upper Nile Youth Development Association	Charles Onak Judo	Manager		
	Thomas Thiel	Manager		
South Sudan Workers Trade Union for Petroleum and Mining	Garang Mauein Ngong			
	Philip Mamoun Chap	Union representative at Pioneer Oil Corp		
Hope Restoration South Sudan	Angelina Nyajima Simon	Director		
	Kuony Riak			
United and Save the Nation	Agherkuei Aleer Kon	Information Disseminator, Duk County, Jonglei		
	James Kachuon	Coordinator, Jonglei		
	Ayar Deng	Programme Manager, Khor Flus		
LEBANON PROGRAMME				
NPA	Khaled Yamout	Programme Manager		khayam@npaid.org
	Wissam Sheib	Project Manager		Wisshe139@npaid.org
	Stine Horn	Country Manager		stineh@npaid.org
NRGI	Laury Haytayan	Acting MENA Director		lhaytayan@resourcegovernance.org
Organisation for Petroleum and Energy Sustainability	Marwan Abdallah	Co-founder		
Lebanese Labour Party	Maroun El Khaouli	President	+961 303 6060	marounkhly@hotmail.com
Common Space	Chaden Daif	Researcher	+961	Chaden.daif@common

Initiative		and Coordinator	71639290	spaceinitiative.org
Lebanese Petroleum Administration	Majd Olleik	Strategic Planning Department	+961 3068930	majdolleik@gmail.com
	Olga Jbeili	Strategic Planning Department		Olga.jbeili@lpa.gov.lb
Middle East Strategic Perspectives	Mona Sukkarieh	Co-founder		Mona.sukkarieh@mes p.me
Lebanese Observatory for Rights of Workers and Employees	Dr Ahmad El Dirani	Observatory Coordinator	+961 9951506	Adirany4@gmail.com
Lebanese Transparency Association	Fida Jadayif Turk	Board Secretary		
	Ayman Dandash	Programme and Grassroots Manager	+961 389 6259	adandash@transparen cy-lebanon.org
	Raz Jakhreddie	Programme Coordinator		
Lebanon Oil and Gas Initiative	Diane Kaissy	Executive Director	+961 398 1571	DKaissy@logi- lebanon.org
	Christelle El Hayek	Project Manager	+961 340 6982	CelHayek@logi- lebanon.org
IRAQ				
NPA	Trude Falch	Head of MENA		trundef@npaid.org
	Mahdi Maghdid	Former Programme Manager		mahdipac@gmail.com
Al-Mesallah	Abdullah Khaled	Former Director	+964 770415 0511	Pfok2015@gmail.com

Note:

- (1) The Sudan interviews were carried out by Eddie Thomas, with the exception of Magnus Flacké.

Annex 4: Guiding Questions Used in the Evaluation

The evaluation sought to respond to the specific questions identified by NPA for each of the OECD criteria for assessment of development interventions, as well as to NPA value added and gender mainstreaming.

Evaluation criteria: Relevance

1. In which ways are the programmes relevant for target number three of the Norad OfD programme: *Policy makers and regulatory authorities are held accountable for their management of the petroleum sector?*
2. In which ways are the programmes relevant for the civil society actors' demands and interests? And in particular, to what degree are the partner organizations able to represent the interests and demands of the local civil society?
3. In which ways are the programmes relevant for the context in the given country?

Evaluation criteria: Effectiveness and Impact

4. How do NPA partners contribute to redistribution of resources?
5. How do NPA partners contribute to greater awareness among civil society actors about the implications and consequences of the countries' oil extraction policies and practices on transparency and just processes?
6. What has been the effect of the programme on people's organizing and mobilization?
7. How do organization and networking of civil society organizations contribute to greater advocacy efforts towards decision-making bodies?
8. What are the unexpected results of the programme? Both positive and negative results.
9. What are lessons learned about achievements and failures?

Evaluation criteria: Efficiency

10. To what degree is the NPA OfD programme implemented in an efficient manner?

Value Added of NPA

11. What has been NPA's role and added value in the programmes?
12. What are NPA's main contributions (or lack thereof) in the partnership with the implementing partner organizations?

Gender Equality

13. How have your interventions helped to promote gender equality?
14. What could NPA supported interventions do to better support efforts in promoting gender equality in the broader O&G governance agenda?