

# 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, corporative 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 13<sup>th</sup>**
- An inception report is to be submitted to NPA by **June 8<sup>th</sup>**
- A draft report is to be submitted to NPA for comments by **July 30<sup>th</sup>**
- A final report, including a section of the main findings and recommendations for further action, is to be submitted to NPA by **August 13<sup>th</sup>**.

### 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