

GMOU Participatory Stakeholder Evaluation

**A Joint Evaluation of the Global
Memoranda of Understanding between Chevron, Community
Organizations and State Governments in the Niger Delta**

FINAL

October 2008



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List of Acronyms

ACC	Accounts Audit Committee
CAC	Corporate Affairs Commission
CEMB	Community Engagement Management Board
CNL	Chevron Nigeria Ltd.
CRC	Conflict Resolution Committee
EGCDC	Egbema Gbaramatu Central Development Council
GMOU	Global Memorandum of Understanding
LGA	Local Government Area
NAPIMS	National Petroleum Investment Management Services
NDDC	Niger Delta Development Commission
NGO	Non-governmental organization
NNPC	Nigerian National Petroleum Corporation
PADECs	Development commissions in oil producing states
PRC	Project Review Committee
RDC	Regional Development Council
SLA	Sustainable Livelihood Assessment

Executive Summary

This report describes an evaluation of a core component of Chevron Nigeria Limited's community engagement strategy known as the Global Memoranda of Understanding (GMOUs). The report is intended to provide credible, public information for future decision-making and improvement of the GMOU process.

During the past three years, Chevron Nigeria (CNL) has signed GMOUs with eight clusters of communities where the company operates. The GMOUs have become a central component of CNL's engagement with Niger Delta residents impacted by the company's onshore operations.

State governments participated in the agreements, which created a governance structure in each cluster called a Regional Development Council (RDC). The agreements are intended to promote development and better relationships between CNL and community stakeholders. Most of the agreements come up for renewal in the next 12 months.

From June through August 2008, a diverse group of stakeholders directly involved in the GMOU process -- including representatives from communities, Nigeria's government, local non-governmental organizations (NGOs) and CNL -- jointly designed and implemented this evaluation.

The evaluation findings are intended to provide credible, public information for future decision-making around the GMOUs, most of which come up for renewal within the next 12 months.

The group developed the goals of the evaluation, a data collection strategy and interview protocol. A data collection team then used the protocol to conduct interviews and focus groups with more than 1,000 individuals in all five states where the GMOUs are present. The evaluation group reconvened to analyze the data collectively. This report is the result of the group's analysis.¹ The analysis did not seek to reconcile different viewpoints, but rather to review and understand them.

To promote constructive dialogue, the evaluation team focused its analysis on the perceived strengths and weaknesses of the GMOUs as well as stakeholders' suggestions for improvement.

The evaluation surfaced diverse views among Niger Delta stakeholders, ranging from positive comments about GMOU impacts and processes to deep frustration and anger over participation and the equitable distribution of benefits.

¹ A team of independent facilitators from Consensus Building Institute, Search for Common Ground and Research Triangle Institute guided the evaluation process. Consensus Building Institute is responsible for preparing this report and ensuring it accurately reflects the group's findings.

Among its key findings, the evaluation team noted that many stakeholders believe the GMOUs are more effective at promoting sustainable development, are more transparent and are more able to give communities ownership of the development process than previous strategies. A large number of stakeholders said Chevron Nigeria's relationship with communities has improved under the GMOUs.

Nearly all stakeholders said that GMOU funding is inadequate for the extensive needs of Niger Delta communities. Coordination with government and other development actors needs significant improvement, as does communication about the initiative between community representatives and community stakeholders. Initial projects have been slow to implement, causing some stakeholders to lose faith in the process.

Many community members said they do not feel the process is transparent enough and representative of their interests. Nearly all stakeholders noted that women are largely excluded from the process. Youth and traditional leaders expressed different views about the GMOUs, including significant anger and frustration. A few communities said they want to pull out of the agreements. Conflict resolution mechanisms intended to address disputes are not functioning or functioning poorly.

The group expressed a strong willingness to continue using dialogue and joint problem solving to strengthen the engagement between CNL and its Niger Delta stakeholders through the GMOU process.

Many stakeholders offered suggestions for building upon what is working within the GMOU process and strengthening areas that are not working well. These suggestions represent a starting point for further discussion among stakeholders about changes to the GMOU process.

Evaluation team members identified next steps for themselves to use the evaluation as a basis for strengthening the GMOU process. The team offered to share the evaluation results with their constituents and colleagues and, in some cases, to begin implementing recommendations.

The team expressed enthusiasm for the participatory approach used to conduct the evaluation. They also expressed a strong willingness to continue using dialogue and joint problem solving to strengthen the engagement between CNL and its Niger Delta stakeholders through the GMOU process.

Below are summary charts of key findings and stakeholders' suggestions for improvement.

SUMMARY OF KEY FINDINGS

COMMUNITY DEVELOPMENT AND IMPACT ON LIVELIHOODS	
<p><i>GMOU Strengths</i></p> <ul style="list-style-type: none"> ✓ Focuses on community development, not handouts. ✓ Designed to give communities greater ownership of development process. ✓ Starting to produce tangible results, particularly in basic community infrastructure. 	<p><i>GMOU Weaknesses</i></p> <ul style="list-style-type: none"> ○ Coordination with government is minimal and inadequate. ○ Many still expect the handouts and benefits of the previous system, causing tensions. ○ Initial projects slow to implement, causing some to lose faith. ○ Allocation of employment, scholarships and CNL contracts remain contentious issues.
FUNDING	
<p><i>GMOU Strengths</i></p> <ul style="list-style-type: none"> ✓ Addresses previous bureaucratic funding problems that caused abandoned projects. ✓ Has prompted some Regional Development Councils (RDCs) to approach other funders. 	<p><i>GMOU Weaknesses</i></p> <ul style="list-style-type: none"> ○ Funding levels are inadequate to meet the extensive needs of communities. ○ Funding criteria are not clear, causing tensions, confusion, and a sense of inequity. ○ CNL/NNPC are the sole funders today.
INCLUSIVENESS, PARTICIPATION AND REPRESENTATION	
<p><i>GMOU Strengths</i></p> <ul style="list-style-type: none"> ✓ Regional Development Councils have the potential to represent the full range of community voices. ✓ Youth and traditional leaders are playing an active role in some RDCs. 	<p><i>GMOU Weaknesses</i></p> <ul style="list-style-type: none"> ○ Women are largely excluded from the process. ○ Some youth feel they have inadequate representation and some expressed significant anger and frustration. ○ Many traditional leaders expressed frustration over the loss of homage payments and direct contact with CNL.
TRANSPARENCY, COMMUNICATION AND INFORMATION SHARING	
<p><i>GMOU Strengths</i></p> <ul style="list-style-type: none"> ✓ Is significantly more transparent than anything preceding it. ✓ Calls for town hall meetings and other mechanisms to promote communication. 	<p><i>GMOU Weaknesses</i></p> <ul style="list-style-type: none"> ○ Many do not perceive the process to be transparent, leading to conflict and even violent conflict. ○ Communication between the RDCs and the communities they represent has been very poor. RDCs are not using the GMOUs' built-in communication mechanisms.
GOVERNANCE AND LEADERSHIP	
<p><i>GMOU Strengths</i></p> <ul style="list-style-type: none"> ✓ GMOU governance mechanisms re- 	<p><i>GMOU Weaknesses</i></p> <ul style="list-style-type: none"> ○ Selection process for RDC leadership

<p>duce the misuse of funds.</p> <ul style="list-style-type: none"> ✓ RDCs are designed to represent the full range of community voices in decision-making. ✓ The process has strengthened the capacity of RDC leadership to become leaders in community development. 	<p>is unclear and a cause for concern.</p> <ul style="list-style-type: none"> ○ Many feel RDC leaders put personal interests ahead of community interests. ○ Work of the RDC leadership exceeds its “volunteer” status. ○ Decision-making is often cumbersome in the GMOUs’ management committees. ○ CNL is perceived by many to dominate decision-making.
RELATIONSHIPS, PEACE BUILDING AND CONFLICT	
<p><i>GMOU Strengths</i></p> <ul style="list-style-type: none"> ✓ CNL’s relationship with communities has improved under the GMOUs for many stakeholders. ✓ No community-sponsored attacks on company facilities since the start of the GMOUs. ✓ The Peace Bonuses are promoting peace in several areas. ✓ Stronger ties between different communities and different ethnic groups in some areas. 	<p><i>GMOU Weaknesses</i></p> <ul style="list-style-type: none"> ○ Some youth said the CNL relationship has worsened under the GMOU and they threatened to take action against the company. ○ Conflict Resolution Committees are not functioning or functioning poorly. ○ Some said they are not benefitting sufficiently from Peace Bonus funds.

STAKEHOLDER SUGGESTIONS FOR STRENGTHENING THE GMOU PROCESS

IMPROVE GRASSROOTS COMMUNICATION AND OUTREACH
<ul style="list-style-type: none"> • Create a comprehensive communication plan and dedicated budget line for it. • Establish RDC liaison offices or officers within each the communities; encourage or require RDC members to live in the communities they represent. • Promote grassroots attitudinal change around benefits of community development versus personal gain. • Reestablish some CNL linkages to communities without undermining the RDCs.
INCREASE PARTICIPATION BY COMMUNITY STAKEHOLDERS, PARTICULARLY WOMEN, YOUTH AND TRADITIONAL LEADERS
<ul style="list-style-type: none"> • Include women in RDC decision-making, perhaps through a quota or special women’s committees. • Build awareness among youth, use Peace Bonus to support youth-focused programs such as training. • Make culturally appropriate homage payments to traditional leaders.
STRENGTHEN RDC LEADERSHIP

<ul style="list-style-type: none"> • Enhance transparency and accountability of RDC leadership. • Compensate RDC leaders for their time and train them appropriately. • Institute a more democratic selection process for leadership positions and RDC membership and clearer rules around tenure.
CLARIFY THE GMOU RENEGOTIATION PROCESS AND OTHER CNL-COMMUNITY ISSUES
<ul style="list-style-type: none"> • Make next negotiation a legitimate space for dialogue that incorporates community viewpoints. • Involve an external observer to support the renegotiation. • Align onshore and offshore GMOUs. • Clarify local community content policies and make them more transparent. • Raise awareness of how CNL contractors are contributing to the communities.
INCREASE FUNDING AND CLARIFY FUNDING CRITERIA
<ul style="list-style-type: none"> • Significantly increase GMOU funding levels. • Spell out funding criteria and communicate it to all stakeholders.
IMPROVE THE GMOUS' PROJECT IMPLEMENTATION AND IMPACT ON LIVELIHOODS
<ul style="list-style-type: none"> • Reduce bureaucracy in project approval and implementation by: using senior civil servants as account signatories rather than politicians, creating dedicated funds for the Community Engagement Management Board and Project Review Committee meetings; and involving higher caliber government representatives in the process. • Offer more microcredit, particularly to women. • Provide more funding support for human capital development. • Find ways to address negative environmental impacts from the operations of CNL and its contractors.
COORDINATE MORE CLOSELY WITH GOVERNMENT AND DONOR DEVELOPMENT PARTNERS
<ul style="list-style-type: none"> • Offer greater clarity of government's roles and responsibilities in the GMOU process. • Seek government commitment for project funding and involvement. • RDCs need to advocate for projects to government and other donors. • Align RDC development planning with Local Government Areas. • Strengthen relationships with existing community governance structures. • Reduce CNL perceived dominance of the process. • Register RDCs with Corporate Affairs Commission (CAC).
ENHANCE PEACE-BUILDING EFFORTS
<ul style="list-style-type: none"> • Activate and energize the Conflict Resolution Committees • Structure Peace Bonus so that people feel and see the benefits • Provide clear guidance as to which communities are to be included in a GMOU

I. BACKGROUND AND METHODOLOGY

Introduction

This report describes an evaluation of a core component of Chevron Nigeria Limited's community engagement strategy known as the Global Memoranda of Understanding (GMOUs).

The evaluation report is intended to provide credible, public information for future decision-making around the GMOUs, most of which come up for renewal within the next 12 months. To promote constructive dialogue, the evaluation team focused its analysis on the perceived strengths and weaknesses of the GMOUs as well as stakeholders' suggestions for improvement.

The report is divided into four sections:

- Background and methodology
- Summary of findings
- Stakeholder suggestions
- Next steps

The GMOUs

During the past three years, Chevron Nigeria Ltd. (CNL) has signed Global Memoranda of Understanding (GMOUs) with eight clusters of communities where the company operates. State governments also signed the agreements. The GMOUs have become a central component of CNL's engagement with Niger Delta residents impacted by the company's onshore operations.

The GMOUs represent a shift from CNL's previous strategy of engaging each community individually. CNL intended the GMOUs to help streamline relationships, promote more sustainable development, give greater ownership of development activities to local communities and reduce disruptions to company operations.

The GMOUs created a governance structure to distribute development funds from CNL's joint venture with the Nigerian National Petroleum Corporation. Each cluster of communities set up a Regional Development Council (RDC) that was intended to represent community interests and take a lead role in development spending decisions. CNL hired local NGOs to conduct Sustainable Livelihood Assessments that were then used to create Community Development Plans and funding priorities.

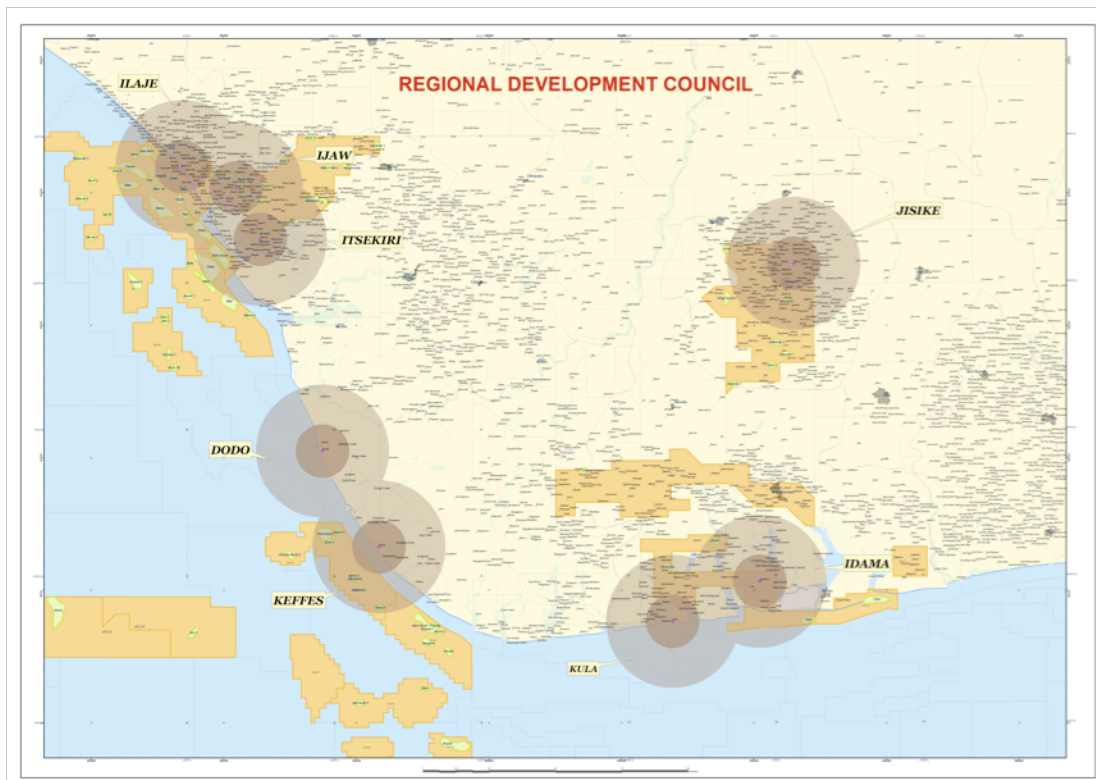
The GMOUs also set up management committees to oversee the work of each RDC. A Project Review Committee (PRC) finalizes and approves development projects, an Accounts Audit Committee (ACC) reviews the books and a Conflict Resolution Committee (CRC) is intended to manage disputes. A Community Engagement Management Board (CEMB) sits atop the entire process and makes final decisions. Repre-

representatives from CNL, government, the RDC and non-governmental organizations (NGOs) form the CEMB and the management committees.

As of June 2008, CNL has disbursed over \$23 million to the RDCs since their inception. Funds are typically released quarterly, with 90% going into a Project Account that requires three signatures to release: one from the RDC leadership, one from state government and one from CNL. The remaining 10% is deposited into a General & Administrative (G&A) account controlled by RDC leadership.

The eight Regional Development Councils span five states in the Niger Delta. They are:

RDC	State
Itsekiri Regional Development Council	Delta
Egbema Gbaramatu Central Development Council (EGCDC)	Delta
Ilaje Regional Development Council	Ondo
Dodo River Regional Development Council	Bayelsa
Keffes Regional Development Council	Bayelsa
Idama Regional Development Council	Rivers
Kula Regional Development Council	Rivers
Jisike Regional Development Council	Imo



The Niger Delta and the eight RDCs. Note: Ijaw RDC refers to EGCDC.

The GMOUs are non-binding, multi-year agreements. The first GMOU, which was signed with Egbema Gbaramatu, expires in October 2008. Most of the remaining seven are up for renegotiation during the following 12 months.

This evaluation is the first comprehensive analysis of the GMOUs' functioning since their inception. The findings reflect the divergent perspectives that emerged from stakeholders on specific issues. The analysis did not seek to reconcile these different viewpoints, but rather to review and understand them. Moreover, the evaluation sought to identify general themes about the GMOU process expressed in the interviews and gain an overall understanding of how the process can be strengthened, rather than evaluate the specific performance or projects of individual RDCs.

Workshop participants expressed their enthusiasm for the participatory process used to conduct this evaluation and noted strong willingness to continue using dialogue and joint problem solving to strengthen the engagement between CNL and its Niger Delta stakeholders through the GMOU process.

Participatory Stakeholder Evaluation

Stakeholders involved in the GMOU process carried out the planning and analysis of this evaluation. Unlike a traditional external evaluation, this "Participatory Stakeholder Evaluation" did not ask independent consultants to review the GMOUs' performance. Rather, representatives from the RDC leadership, state, local and national government, CNL and local NGOs designed the evaluation jointly, assisted the collection of data and analyzed the results as a group. An independent facilitation team helped the group to manage discussions and make decision-making (see details below).

The evaluation was conducted from June through August 2008. In the first phase of the process, CNL convened two different groups of stakeholder representatives to plan the evaluation process.

The planning workshops developed the evaluation's goals, principles, interview protocol and data collection plan. The goals for the evaluation that emerged from the planning workshop were to:

Planning workshop participants

- Provide credible information about the strengths, weaknesses and areas for improvement of the GMOU process
- Create a shared understanding of what has occurred under the GMOU; and
- Develop a shared set of recommendations about how to improve the process

The group determined the evaluation must be carried out in a participatory, inclusive and transparent way to ensure it achieves these goals, and that stakeholder representatives should participate in all stages of the evaluation, from planning to data analysis.

The data collection phase of the evaluation took five weeks during June and July. A team of 28 trained data collectors drawn from local NGOs conducted 87 interviews and focus groups in all eight RDC areas, involving more than 1,000 individuals. With the support of the stakeholder evaluation group, the data collection team covered all five states where the GMOUs are present and visited more than 20 rural Niger Delta communities, mostly by boat. Before starting the interviews they participated in a two-day orientation session about the Participatory Stakeholder Evaluation process and their role as data collectors.

Community focus groups formed the core of the data collection effort. In many communities, data collectors typically held separate focus groups with youth, women and men. Other communities preferred to hold open town forums. One data collector guided the focus group conversation, while two or more data collectors took notes.

The team also conducted individual and focus group interviews with government representatives, RDC leadership and NGOs involved in the GMOU process. These interviews mostly took place in the principal cities of the Niger Delta, such as Port Harcourt and Warri. CNL participants in the planning workshops interviewed CNL managers and staff in an effort to promote as frank a discussion as possible. Members of the workshop facilitation team interviewed representatives from international donors by phone.

To promote a direct and honest sharing of perspectives, data collectors told interviewees and focus group participants that their comments would not be attributed by name, though they were encouraged to allow their names to be included in an annex to the report (see Annex 4.)

In the third phase of the evaluation, the same participants from the planning workshops returned in late July to analyze the interview and focus group data. Based on a careful review of transcripts, the first analysis workshop developed a 14-page summary chart of findings that outlined what stakeholders perceived is working well with the GMOU process, what stakeholders perceived as weaknesses and stakeholder suggestions for improving the GMOUs.

A second workshop refined and enhanced the summary based on further detailed review of the interview and focus group transcripts. Participants also discussed how they personally would use the findings of the evaluation in their organizations.

Below is a table that summarizes the evaluation process:

Event	Who	Result	When
Planning Workshop I	RDC Chairmen, Government representatives (State, State Development Agencies, Local Government Areas, Niger Delta Development Commission), Local NGOs, CNL (see Annex 3).	Defined evaluation goals and principles (see Annex 1), key questions the evaluation should answer and stakeholder groups to interview.	June 3-6, 2008
Planning Workshop II	Different representatives from RDC leadership, Government (State, State Development Agencies, LGAs, NDDC), Local NGOs, CNL (see Annex 3).	Developed interview protocol (see Annex 2), and data collection strategy.	June 9-12, 2008
Data collection	Team of 28 data collectors from local NGOs. CNL workshop participants interviewed CNL staff. Workshop facilitators interviewed international donors	Conducted 87 interviews and focus groups, visited 20 rural communities in five states, mostly by boat. All eight RDCs covered. (See Annex 4)	June 19- July 25, 2008
Analysis Workshop I	Stakeholder group from Planning Workshop II.	Condensed findings into an initial 14-page summary chart.	July 29- August 1, 2008
Analysis Workshop II	Stakeholder group from Planning Workshop I along with a NNPC representative.	Refined summary chart of findings (see Annex 5) and brainstormed ideas for next steps (see Section IV).	August 5-8, 2008

The Facilitation Team

An independent facilitation team drawn from three organizations guided the evaluation process. The Consensus Building Institute led the evaluation effort, Search for Common Ground provided facilitation support and expertise in conflict issues, and Research Triangle Institute provided expertise in governance and development issues as well as assisted with workshop facilitation.² The Consensus Building Institute is responsible for writing this report and ensuring that it accurately reflects the workshop findings.

² The facilitation team included: Merrick Hoben, David Kovick and Jide Olagunju from the *Consensus Building Institute* (www.cbuilding.org); David Plumb and Austin Onuoha from *Search for Common Ground* (www.sfcg.org); Barbara Rodey, Dan Goetz and Dan Gerber from *Research Triangle Institute* (www.rti.org). Austin Onuoha also led the data collection team.

The facilitation team sought to guide a process that was perceived as legitimate by all stakeholder groups. The process was not designed to be a negotiation between CNL and stakeholder groups over the GMOU. It was intended to inform stakeholders and provide credible, public information for future decision-making around the GMOUs.

II. KEY FINDINGS

Introduction

The findings listed below were developed by participants in the analysis workshops, based on the data in stakeholder interviews and focus groups. Workshop participants grouped the findings into six thematic areas:

- *Community development and impact on livelihoods*
- *Funding*
- *Inclusiveness, participation and representation*
- *Transparency, communication and information sharing*
- *Governance and leadership*
- *Relationships, peace building and conflict*

For each thematic area, workshop participants analyzed stakeholders' responses about the GMOUs' strengths, weaknesses and suggestions for improvement. The analysis process sought to capture what is working and worth keeping, what is not working and needs improvement and stakeholders' own suggestions for changes. The GMOUs' perceived strengths and weaknesses are presented below. Suggestions that stakeholders and workshop participants made for strengthening the GMOU process are presented separately in Section III.

When developing the findings, participants sought to capture the intensity of emotion expressed in many interviews and community focus groups. Several participants suggested that some views expressed in the interviews and focus groups also contained exaggerations and misleading statements. Participants said that these types of comments may reflect a "personal agenda" by the interviewee regarding the GMOU and attempts to leverage additional resources for individual agendas. The evaluation process made no attempt to resolve differences of opinion about what was actually happening on the ground.

The interviews and focus groups were conducted based on the common list of questions (see Annex 2) developed by participants in the planning workshops. Some participants in the analysis workshops noted that a common questionnaire can limit the depth of data that's produced. Participants said they would be interested in additional information in subject areas including external threats to the GMOU process and the day-to-day functioning of the RDCs and their staff.³

³ Participants suggested a number of external threats including illegal bunkering, pipeline vandalism, chieftaincy disputes, military presence and militant activities. Another threat is inefficient administration by Local Government Areas.

Workshop participants also noted that each RDC has individual peculiarities. A strength in one may be a weakness in another. Participants sought to be cautious about making generalizations.

SUMMARY OF FINDINGS

COMMUNITY DEVELOPMENT AND IMPACT ON LIVELIHOODS

Stakeholders expressed a range of views about the GMOUs' impact on community development and Niger Delta livelihoods. Many stakeholders said a key strength of the GMOUs is that they have shifted CNL's engagement focus towards projects and programs that promote sustainable development versus handouts and cash compensation. Stakeholders also noted that the process is designed to give communities greater ownership of their development. Others noted that the GMOUs are starting to produce tangible results such as basic community infrastructure in a cost-effective way that provides economic opportunities for local contractors.

At the same time, the shift away from cash compensation is causing significant anger and frustration among some community members. Project implementation has been slow and a few communities have threatened to pull out of the GMOU process, arguing they received more benefits under the previous system. In addition, many stakeholders said coordination with government and other development actors is minimal and inadequate. Employment, scholarships and CNL contracts remain contentious issues under the GMOU, according to many.

Below are the specific findings from the analysis workshops about these issues. The quotes in boxes on the right are a sampling of the range of views expressed in the interviews and focus groups.

GENERAL OBSERVATIONS ON COMMUNITY DEVELOPMENT UNDER THE GMOU

- ***A shift from handouts to sustainable development***

⇒ Many stakeholders said the GMOU process represents a shift in CNL's community engagement toward sustainable development and away from handouts such as cash and other compensation.

⇒ Some identified this shift as a key strength of the GMOU process and an improvement from previous community engagement efforts, while others noted that this shift has caused tensions within the communities.

Stakeholder viewpoints...

"(Before the GMOU) they had different packages in cash and kind...taking what the community members have benefited from for years overnight can cause crisis."

Interview, Itsekiri RDC leader

- ⇒ One source of tension is that many people still expect and/or prefer direct compensation such as cash, which has largely stopped from CNL and its contractors under the GMOU.
- ⇒ Many stakeholders said CNL under the GMOU has halted benefits including homage to elders, contracts and payments to community executives and youth, sitting allowances, ghost workers, compensation for environmental disruption, Christmas and New Years gifts, rent/compensation for landlords and other payments. Failure to make these payments is perceived by some as a demonstration of a lack of respect by CNL for community leaders and members.

- ***Some stakeholders prefer the previous system***

- ⇒ Some community stakeholders expressed a perception that the overall benefit from the GMOU is less than the compensation previously received from CNL and its contractors. This perception also reflects the delay between the end of the old system and the implementation of GMOU projects and benefits.
- ⇒ These tensions are one reason a few communities have threatened to pull out of the GMOU.
- ⇒ Several stakeholders said that Chevron has a “double-standard” in communities that have both an onshore and offshore GMOU process with CNL. The offshore GMOU does not have the checks and balances on funds or the development focus of the onshore GMOU. This causes confusion and conflict between RDC leadership and community stakeholders, while undermining the intended shift towards development initiatives, stakeholders said.

Stakeholder viewpoints...

“We have not been happy with the GMOU, so this year March, the community came together and agreed to pull out...we cannot place our hands on what they have done since the past four years.”

Focus Group, Keffes youth

- ***Ownership of the development process***

- ⇒ Many said that the Regional Development Councils represent an opportunity for communities to take greater ownership of their own development.
- ⇒ For instance, the Sustainable Livelihood Assessments are perceived by some as an opportunity for communities to identify and rank their own development priorities.
- ⇒ However, many community stakeholders noted that they do not feel ownership of the development process under the GMOU and do not feel it is participatory.
- ⇒ For instance, these stakeholders sensed a large gap between the needs identified in the SLA process and the projects that have been implemented.
- ⇒ Many RDC members said CNL is dominating decision-making through the GMOU’s management board and Projects Review Committee (PRC).
- ⇒ Overall, many stakeholders said they perceive that the GMOU was imposed by CNL.

PROJECTS

- ***GMOUs' strengths in delivering development projects***
 - ⇒ The GMOU is starting to produce tangible results that you can see, touch and feel in communities, according to many.
 - ⇒ Most stakeholders also said that GMOU projects are not abandoned, like many previous development efforts in communities.
 - ⇒ Several noted that development under the GMOU is more cost-efficient than previous efforts.
 - ⇒ The GMOU has mechanisms for transparency and accountability in project management and has improved the process of awarding contracts.
 - ⇒ Some stakeholders also noted that the GMOU has helped to build community capacity for project planning, execution, delivery and management.
- ***Project delays, frustrations and some communities losing faith***
 - ⇒ Stakeholders in some communities expressed significant frustrations, saying they have seen little or no benefits to date. Some communities said they are losing faith in the process. A few communities have threatened to pull out of their respective RDCs or in some cases the GMOU process altogether.
 - ⇒ Many expressed frustration and anger about the criteria by which benefits, such as contracts, employment, and scholarships, are allocated within the community (see below).
 - ⇒ Others stated that projects have not reflected their priorities. These stakeholders said that they do not understand the process for selecting projects by the RDC.

Stakeholder viewpoints...

"The GMOU is the best thing that has happened to the oil bearing communities...the number of projects the community has been able to embark on in the past few years and the number of development projects prior to the GMOU, you cannot compare."

Interview, Rivers State Government

EMPLOYMENT, SCHOLARSHIPS AND LOCAL CONTRACTS

- ***Overall level of employment and scholarship opportunities – what's "fair"***
 - ⇒ Employment and scholarships are an important issue for many community stakeholders.
 - ⇒ The GMOU has been a vehicle for improved employment and scholarship opportunities from CNL. However, many stakeholders said they think the overall level of employment and scholarships is still insufficient and not "fair" considering the benefit CNL is obtaining from operating in the communities.
 - ⇒ Some community members said employment by CNL and CNL contractors has not improved under the GMOU or has diminished. These community members thought they obtained more job slots when they had direct access to CNL and CNL contractors.

- ***Allocation of employment and scholarship opportunities***

- ⇒ In addition to the number of employment and scholarship opportunities, many community stakeholders are very concerned that these benefits are not distributed fairly under the GMOU and are going to people outside of the community.

- ⇒ Some communities perceive that RDCs are shortchanging them around the number of employment slots needed by CNL contractors; others said they believe RDC leaders are selling scholarships and job slots.

- ⇒ RDC leaders attributed this perception to bad communication between all parties.

- ⇒ Some RDC leaders said CNL does not give them enough control over employment issues to respond to community demands.

Stakeholder viewpoints...

“The youths, we are jobless, and what joblessness causes is poverty and what poverty breeds is anger. We are angry...when we were operating directly with CNL, we were having jobs.”

Focus Group, EGCDC youth

“(The GMOU) has a positive impact on the livelihood of the people of the community because there are some job opportunities and there is equitable distribution of scholarship opportunities.”

Focus Group, Dodo River youth

- ***Opportunities from local contracts***

- ⇒ Many stakeholders said GMOU projects provided economic opportunity for local community contractors.

- ⇒ A few stakeholders said some project contracts have been awarded to individuals outside of the communities, defeating the purpose of local community content requirements.

- ***Microcredit valued, but insufficient***

- ⇒ A few GMOUs are providing micro-credit. Women stakeholders said that micro-credit is one of the few ways to give them economic opportunities and current programs are insufficient.

COORDINATION WITH OTHER DEVELOPMENT ACTORS – AN AREA FOR IMPROVEMENT

- ***Minimal coordination between GMOUs and government actors***

- ⇒ Nearly all stakeholders said that involvement of NDDC, state government and LGAs in the GMOU is minimal and inadequate. This raises concerns for stakeholders about coordination of development activities, the sustainability of projects and government buy-in into the process.

- ⇒ Several said that the Sustainable Livelihood Assessments and Community Development Plans are not linked to government development planning. Chevron provided the SLAs to the government, yet SLA documents are often

- perceived as ‘CNL documents’, rather than as expressions of community voices, according to some stakeholders.
- ⇒ One problem is the lack of clarity of government’s role in the GMOU process. The long-term connection between the RDC process and government is unclear.
 - ⇒ An additional problem noted by many stakeholders is that government and government agencies are largely absent from some of these communities. This increases pressure on CNL to step into the role of leading development in the communities.
 - ⇒ However, several stakeholders also noted some instances where there is limited coordination starting to happen with NDDC and state government agencies. For instance, NDDC engineers are providing technical expertise to some RDCs. A few stakeholders said the GMOU process has created new awareness among government stakeholders of community needs and issues through the Sustainable Livelihoods Assessment process.

Stakeholder viewpoints...

“The LGA was brought in so we can harmonize, so that there will be no duplication of projects, so we can effectively use the scarce resources we have. We observed that the local governments have no development plans. So they see our meeting as the usual CNL/community meetings where (CNL) gives hand-outs. They still have not changed their attitude problem.”

Interview, EGCDC leader

- ***Almost no coordination between GMOUs and donors, other actors***
 - ⇒ Many stakeholders noted that coordination and involvement among other non-government development actors is also lacking.
 - ⇒ International donors have shied away due to the perception that the GMOU is a ‘CNL process’, and concerns that the GMOU process may be making matters worse in the Niger Delta by not strengthening local government.
 - ⇒ Stakeholders noted that there has not been coordination with Shell (SPDC), which is operating similar development initiatives in some of the same areas.

SCOPE OF GMOU PROJECT ACTIVITIES

- ***Some issues important to the communities are outside the scope of the GMOU***
 - ⇒ Many communities are concerned about environmental issues and degradation, including dredging, contamination, spills, and saltwater inflow, which have impacted or destroyed livelihoods and are not incorporated into the GMOU scope.
 - ⇒ Some stakeholders said the GMOU prevents the RDC from getting involved in other important issues such as land disputes and the support of culture. Community stakeholders in one RDC said funding for cultural events had stopped under the GMOU, threatening their traditions.
 - ⇒ Others noted that current funding levels do not allow for capital-intensive projects such as sand filling, dredging and electricity.

FUNDING

Several themes about the GMOUs' funding emerged from the interviews and focus groups. Nearly all stakeholders, including Chevron representatives, said funding levels are inadequate to address the needs of the communities. Many stakeholders also said that the criteria for setting funding are not clear, causing tensions and confusion. Several stakeholders viewed as a weakness the fact that CNL/NNPC are the GMOUs' sole funders.

Stakeholders said a strength of the GMOUs is that they address some of the bureaucratic funding problems of the past that caused approved projects to be abandoned or delayed. Other stakeholders noted that some RDCs have started to approach other funders, and that much more could be done in this area.

Below are the specific findings from the analysis workshops about these issues. The quotes in boxes on the right are a sampling of the range of views expressed in the interviews and focus groups.

- ***Strong and broad request for more funds and greater clarity of funding criteria***
 - ⇒ Almost all stakeholders, including CNL interviewees, said GMOU funding levels are insufficient to address the extensive development needs of the communities. Expectations are very high around funding.
 - ⇒ All stakeholders said there is currently a lack of clarity on the criteria used to determine funding for the individual RDCs and on what constitutes 'enough' overall GMOU funding to address perceptions of inequity and community needs. People requested clarity about funding adequacy and criteria.
 - ⇒ These perceptions and issues around funding– both overall levels and criteria across RDCs – are a major source of conflict, confusion and suspicion between CNL and communities, between different RDCs and with government entities.
- ***Funding is 100% from CNL/NNPC, there's interest in finding new sources, but donors are hesitant***
 - ⇒ The GMOU and RDC process is 100% funded by CNL/NNPC, raising questions among some stakeholders about its sustainability.

Stakeholder viewpoints...

"Some RDCs don't understand the funding formula...we don't understand the criteria either."

Focus Group, CNL GMOU Team Leads

"How did Chevron arrive at the formula of 35 million Naira to Idama and 100 million Naira for Kula? We want to understand the modalities."

Focus Group, Idama youth

- ⇒ Some RDCs have begun to approach NDDC and state development agencies to obtain funding for projects, though the government is funding almost no RDC projects today.
 - ⇒ International donors are not involved in the GMOU process (see above).
 - ⇒ Most stakeholders said the role of NNPC in funding the GMOU is not clear to them.
 - ⇒ Others said CNL contractors are not contributing to RDC funds and not making direct contributions to communities under the GMOU, yet they continue to impact and work in the communities. There is a perception that contractors are no longer contributing to the communities they impact.
- ***Funding mechanism avoids previous problems, though can be cumbersome***
 - ⇒ Many stakeholders, particularly RDC leaders, appreciated that the GMOU funding mechanism avoids NAPIMS funding delays and the pullback of development budgets at year-end. This helps to ensure projects are not abandoned or delayed. However, several stakeholders noted as a weakness that NAPIMS appeared to be largely uninvolved in the GMOU process.
 - ⇒ According to many, CNL's support for the CEMB, PRC and other management committees lacks transparency, slows the process and increases CNL's control of GMOU.
 - ⇒ The system of checks and balances utilized for releasing funds creates significant bottlenecks and delays in project implementation.
 - ⇒ Some stated that some government officials who are signatories to release funds demand "tips" (i.e. bribes) before signing.

INCLUSIVENESS, PARTICIPATION AND REPRESENTATION

Many comments in the interviews and focus groups dealt with whether the GMOUs and RDCs were inclusive, participatory and representative of grassroots stakeholders. Several stakeholders said the RDCs have the potential to represent the full range of community voices. Youth and traditional leaders are playing an active role in some RDCs.

Nonetheless, almost all stakeholders said women are largely excluded from the process today. Youth expressed a range of views and, in some cases, demonstrated the greatest anger and frustration over the GMOUs. Many traditional leaders expressed frustration over the loss of homage payments and direct contact with CNL under the GMOU.

Below are the specific findings from the analysis workshops about these issues. The quotes in boxes on the right are a sampling of the range of views expressed in the interviews and focus groups.

- ***GMOUs' potential to be inclusive, participative and representative not yet achieved***
 - ⇒ Many stakeholders said the RDCs have the potential to be inclusive, participatory and representative of community voices.
 - ⇒ The Sustainable Livelihoods Assessment was a powerful tool to capture community interests and concerns.
 - ⇒ Yet most stakeholders said the GMOU process has not sufficiently included youth, traditional leaders and, in particular, women.

 - ***Women – largely excluded***
 - ⇒ Most stakeholders noted that women are underrepresented and largely excluded from the RDCs and GMOU process and its benefits.
 - ⇒ Women expressed frustration and anger over their exclusion from participating in the GMOU process, as well as a strong desire for more information and to be more involved in RDC decision-making.
 - ⇒ Women said their inability to be part of the process directly restricts their access to economic opportunities and benefits.
 - ⇒ The exclusion of women is a lost opportunity to tap them as a resource to promote development.
 - ⇒ RDCs have no women executives and few or no women members. One stakeholder said that there are strong women leaders in the communities, yet often the few women RDC representatives are not among them.
 - ⇒ Several stakeholders noted that one of the reasons women are not represented in the RDCs is a culture in the Niger Delta of excluding women from local community governance. The region is in a process of cultural change around this issue.
- Stakeholder viewpoints...***
- “When it was time to board the boat, the men refused to allow us to enter. We independently paid our fare to Warri. On arrival at the venue, we were disowned by the men. We still persisted and attended the (RDC) meeting. After that meeting, nothing has happened for the women”*
- Focus Group, Dodo River women*
- ***Youth – mixed views, some angry over benefits***
 - ⇒ Youth play an active role in some RDCs. Yet youth in general are the community stakeholder group that expressed the most anger and frustration over the GMOU.
 - ⇒ Youth in several communities said they are not benefiting enough from the GMOU. Youth in some communities want to pull out of the GMOU and regain direct access to CNL and its contractors to negotiate security contracts, employment, scholarships etc.
 - ⇒ A primary concern of youth is employment generation and some youth said there are fewer jobs from surveillance contracts under the GMOU.
 - ⇒ Youth are concerned about the leadership selection process of their RDCs.

 - ***Traditional Leaders – some are involved, some feel marginalized***

- ⇒ In some RDCs, traditional leaders are supportive of and involved in the GMOU process.
- ⇒ Many traditional leaders said the GMOU had blocked direct homage payments from CNL and its contractors, causing traditional leaders to feel marginalized. They said the GMOU should not replace this direct access.
- ⇒ Some traditional leaders perceive this as a lack of respect on the part of CNL and its contractors. Homage payments have a cultural component in addition to the monetary benefit.
- ⇒ Some traditional leaders expressed interest in greater involvement in the GMOU process. Some said that traditional rulers could be major actors in maintaining peace.

TRANSPARENCY, COMMUNICATION AND INFORMATION SHARING

Stakeholders expressed a range of views about the transparency of the GMOU process and the communication that has occurred around it. Many stakeholders said the GMOU process was significantly more transparent than anything preceding it. For example, the GMOU has built-in mechanisms for communication such as town hall meetings.

However, many communities do not perceive the process to be transparent, which has led to conflict and even violent conflict. Communication between the RDCs and the communities they represent has been very poor and RDCs are not using the built-in mechanisms, according to most.

Below are the specific findings from the analysis workshops about these issues. The quotes in boxes on the right are a sampling of the range of views expressed in the interviews and focus groups.

- ***Transparency better than in previous system, but still a challenge***
 - ⇒ Many stakeholders noted that the GMOU process is significantly more transparent than anything that came before it. Stakeholder expectations around accountability and transparency have also been raised.
 - ⇒ According to many, the GMOU governance model has improved transparency and accountability specifically on project approval, monitoring, contract awards and administration of accounts.
 - ⇒ However, many community stakeholders perceive a lack of transparency in the GMOU process.
 - ⇒ Conflict, including violent conflict, has occurred when communities sense a lack of accountability and transparency from RDC leadership.
 - ⇒ Some perceive corruption in the system, such as concerns that RDC leaders give contracts, employment slots, scholarships etc. to themselves or family. Others noted “tips” demanded by government representatives to sign checks.

- ***Insufficient communication between RDCs and communities***
 - ⇒ Many stakeholders noted that the GMOU process has a built-in mechanism for feedback from RDCs to communities and vice versa through annual general meetings and town halls.
 - ⇒ Still, most said mechanisms are not used and communication between the RDC and grassroots stakeholders is very poor. They said the annual and town hall meeting called for in the GMOUs are not being held.
 - ⇒ Many community stakeholders said they receive little or no information about the GMOU process, its intent, the RDC and development efforts.
 - ⇒ One communication problem cited in several interviews was the fact that RDCs have their secretariats in the cities and no physical presence in the communities. RDC leaders often live in urban centers instead of the communities.
 - ⇒ Poor communication is seen as a lost opportunity to build support for the GMOU, many stakeholders said. Stakeholders who have the greatest understanding of the GMOU process typically are its biggest supporters, some stakeholders said.
 - ⇒ Stakeholders noted several communication challenges, including the logistics and cost of reaching remote communities by boat and the fact that the GMOU document itself is cumbersome, technical and difficult to communicate. Many stated that the document has never been shared with their community.

- ***Communication between CNL and communities***
 - ⇒ Some stakeholders said communication channels previously held directly with CNL are now blocked because all communication under the GMOU is routed through the RDC.
 - ⇒ CNL's relationship with the community has been adversely affected by communication gaps over the GMOU, several stakeholders said.

Stakeholder viewpoints...

"Improvement in communication in Kula community depends on the leadership. Those functioning (previously as RDC leaders) were not accessible...the RDC is supposed to be meeting 3 or 4 times every year but that has not been effective in Kula, this kind of town hall meeting has never been held at all."

Focus Group, Kula traditional leaders

"There is no form of communication whatsoever between the community members and our RDC members."

Community Forum, Itsekiri RDC

GOVERNANCE AND LEADERSHIP

Many of the above comments on representation, transparency and communication are connected to stakeholders' views on the quality of RDC leadership and the GMOUs' governance structure. Many stakeholders said the GMOUs' governance mechanisms reduce the misuse of funds. The RDCs are designed to represent the full range of community voices in decision-making around development. The process also has strengthened the capacity of RDC leadership to become leaders in community development.

At the same time, decision-making is often cumbersome in the various management committees and CNL is perceived by many stakeholders to dominate decision-making. The selection process for RDC leadership is unclear and a cause for concern among many stakeholders. Many community members said they believe that RDC leaders put personal interests ahead of community interests. Many stakeholders recognized that the work of the RDC leadership exceeds the “volunteer” status it currently has. Many said RDC leaders need systematic capacity building to further support their work.

Below are the specific findings from the analysis workshops about these issues. The quotes in boxes on the right are a sampling of the range of views expressed in the interviews and focus groups.

- ***Governance structure reduces misuse of funds, is cumbersome***
 - ⇒ Many stakeholders noted that the GMOUs' checks and balances, particularly the CEMB, PRC and ACC, reduce the misuse of funds. The governance model promotes the effective utilization of funds, several stakeholders said. However, it also creates undue delays in project approval and implementation.
 - ⇒ Decision-making in the CEMB and PRC is cumbersome. Some noted difficulty in organizing meetings, and that some government representatives are especially difficult to track down for attendance and signatures, or demand “tips” to sign funding requests.
 - ⇒ The CEMB and its sub-committees are perceived by many to be dominated by CNL, due in part to the funding modalities.
 - ⇒ Some RDCs have begun the process of registering as a legal entity with the Corporate Affairs Commission. This step will improve RDC governance structures and clear a hurdle for involvement from donors. At least one RDC has obtained CAC registration. RDCs have run into problems registering with the CAC because of the name “council”.
 - ⇒ Most RDCs have secretariats that serve as an institutional headquarters for their activities. Many community stakeholders feel disconnected from the RDC because the secretariats are not in the communities.

- ***RDC leadership selection process***
 - ⇒ The process for selecting RDC leaders varied. Some community stakeholders expressed regrets about agreeing to sign the GMOU and putting their trust in initial RDC leadership. Some stakeholders said they feel CNL imposed current RDC leadership. Many RDCs are perceived to have unclear or weak internal policies around tenure.
 - ⇒ Many are concerned about conflicts that may arise from leadership transitions.
 - ⇒ RDC structure and decision-making is not linked to existing community governance and leadership structures. This can create conflict since community leadership often feels threatened or sidelined by the RDC. It is also a lost op-

portunity to build a stronger sense of ownership by communities of the GMOU process.

- ***RDC leadership capacities, representation and “volunteer” status***

- ⇒ The RDC is designed to reflect community interests through representatives, yet stakeholders in a large number of communities said they do not feel represented by their RDC leaders. This is especially the case among youth and women.
- ⇒ Some perceive that RDC leaders put personal interests above community interests by, for instance, awarding project contracts to themselves.
- ⇒ At the same time, many stakeholders said that the tasks demanded of RDC executives exceed the role of volunteer service. RDC leaders and others commented that this creates resentment and incentives to find compensation elsewhere, such as through contracts.
- ⇒ Many community stakeholders expressed frustration that their RDC leaders do not live in the communities, but rather in the city.
- ⇒ RDC leaders said that the GMOU has helped to build RDC leadership capacity for project planning, execution, delivery and management. They said they would benefit from additional capacity building to better perform their roles.

Stakeholder viewpoints...

“(The RDC) is not effective, it is an avenue to enrich those who are there.”

Focus Group, Keffes youth

“(The RDC consists of) representatives from every group in the community and adopts an all-inclusive approach with tolerance and accommodation which have enhanced awareness,”

Focus Group, Idama Youth

- ***GMOU renegotiation process an opportunity for improvement***

- ⇒ Several stakeholders said that the renegotiation of the GMOU would allow for improvement of the process. Many said there is little awareness today about how the renegotiation will take place.

RELATIONSHIPS, PEACE BUILDING AND CONFLICT

Stakeholders expressed a variety of viewpoints about the GMOUs’ impact on community relationships. A large number of stakeholders, particularly CNL, government and RDC leadership, said CNL’s relationship with communities had improved under the GMOUs. CNL said no community-sponsored attacks on company facilities have occurred since the start of the GMOUs. In addition, the Peace Bonuses are promoting peace in several areas. The GMOUs have also fostered stronger ties between different communities and different ethnic groups in some areas.

At the same time, some youth respondents said that the relationship with CNL has worsened under the GMOU, that they are angry and have threatened to take action against the company. Stakeholders identified a number of sources of conflict under the GMOU and said the Conflict Resolution Committees called for in the GMOU were

not functioning or functioning poorly. To whom and how the Peace Bonus is paid is a source of conflict, according to some.

Below are the specific findings from the analysis workshops about these issues. The quotes in boxes on the right are a sampling of the range of views expressed in the interviews and focus groups.

- ***Relationships between CNL and communities***

- ⇒ Overall, a large number of stakeholders noted the relationship between CNL and communities has improved under the GMOU. CNL, RDC leadership, government and some community stakeholders noted this improvement.
- ⇒ Several stakeholders credited the GMOU with building trust between CNL and many communities through continuous engagement as well as community ownership of development, contracts and benefits, several stakeholders said.
- ⇒ However, other stakeholders said that trust has eroded when communities become frustrated by delays in project implementation, particularly the long gap between the SLA process and project implementation. Some community stakeholders said they are disillusioned with the process.
- ⇒ CNL staff sense their operations have improved under the GMOU, noting that there have been no community-sponsored attacks on facilities and that projects are done more quickly due to fewer community meetings.
- ⇒ However, other community stakeholders, particularly youth in some communities, said the GMOU had worsened relations with CNL. In some communities, there is substantial anger towards CNL over the GMOU process. Some have threatened to pull out of the process and demanded CNL revert to the previous direct relationship the company had with communities.
- ⇒ One prominent “host” community has never participated in the GMOU and sued CNL over the process. Several stakeholders said they felt offended by losing direct access to CNL under the GMOU.
- ⇒ Some stakeholders in some communities are still in a “wait and see” mode on seeing positive results from the GMOU. Some of these stakeholders are in potential flashpoint communities.

- ***Relationships, Peace-Building and Conflict among Communities***

- ⇒ Some stakeholders perceived that inter-RDC interactions and dialogue has enhanced inter-ethnic relationships. There is also some rivalry and suspicion between RDCs about funding and other issues, several stakeholders said.
- ⇒ There is currently little interaction among all eight RDCs. Some are concerned there may be conflicts during the renegotiation if RDCs do not coordinate and organize together.
- ⇒ The GMOU has united some communities, giving more strength of voice and benefits. At the same time, the GMOU has brought division and anger between some communities and their RDC leadership.
- ⇒ Tensions have arisen in some RDC areas regarding which communities are included in the GMOU. Also, some communities are grouped together as a

single unit under the GMOU and want to split into multiple units to obtain more funding. The GMOU has the flexibility to include additional communities that feel left out, according to some.

- **Potential sources of conflict within the GMOU process, as identified by stakeholders**

- ⇒ Transition to sustainable development from handouts and compensation
- ⇒ Lack of clarity on funding decisions and strong feelings that funding is inadequate
- ⇒ Decisions around employment, contracts and scholarships
- ⇒ Feelings of exclusion of key community stakeholders such as traditional rulers, youth and women
- ⇒ Lack of transparency by RDC leadership
- ⇒ Communication gaps between the RDC and communities
- ⇒ Leadership transitions
- ⇒ Double-standard from CNL with onshore and offshore GMOUs
- ⇒ Disputes over which communities are included
- ⇒ An overall sense that the GMOU represents change and many resist

Stakeholder viewpoints...

“The GMOU is good. At least it has reduced youth restiveness and our conflict with them.”

Interview, Jisike traditional leader

“Since GMOUs were created, we don’t see community sponsored-action to disrupt our operations. Now there are very few disruptions. Most of them are criminal actions.”

Interview, Chevron manager

“If CNL wants to find favor in this region, we advise them through you that the EGDC should be cancelled. Then they should come to us formally as they were doing before in a roundtable if they want peace to reign in Opuama and Tsekelewu, if not the waters will vibrate and violence will occur.”

Focus Group, EGDC youth

- **The Peace Bonus**

- ⇒ The Peace Bonus in some places has had a positive impact and promoted peace.
- ⇒ However, several stakeholders said that the way the Peace Bonus is calculated is a source of conflict. Some also noted a lack of clarity around determining what constitutes a disruption, the facts of specific incidents and the amount of deduction for any given disruption.
- ⇒ Some stakeholders who perceive they play a significant role in keeping the peace said they do not feel they are receiving the benefit of the Peace Bonus. Paying 90% of the Peace Bonus into the Project Account reduces RDC leaders’ ability to distribute it as cash. Some stakeholders view this as a weakness and source of tension while other see it as an asset.

- **Conflict Resolution Committees**

- ⇒ The GMOU calls for a Conflict Resolution Committee (CRC). Yet CRCs are non-functional in most RDCs. Many stakeholders say the GMOU process lacks a functioning mechanism for dispute resolution that reflects realities on the ground. The CRC process is seen as too long.

III. STAKEHOLDER SUGGESTIONS

Introduction

During the interviews and focus groups most stakeholders offered suggestions about how to improve the GMOUs. Participants in the analysis workshops suggested additional ways to build on the GMOUs' strengths and address its weaknesses. These suggestions represent a starting point for further discussion and problem solving among stakeholders about possible changes to the GMOU. They are not intended to be a comprehensive set of ideas for future GMOUs.

Many of these suggestions addressed multiple issues across the six thematic areas of the findings. This report groups the suggestions into eight key ideas that had broad support among stakeholders. The eight key ideas are:

- Improve grassroots outreach and communication
- Increase participation by community stakeholders, particularly women, youth and traditional leaders
- Strengthen RDC leadership
- Clarify GMOU renegotiation process and other CNL-community issues
- Increase funding and clarify funding criteria
- Improve GMOUs' project implementation and impact on livelihoods
- Coordinate more closely with government and donors
- Enhance peace-building efforts

Stakeholders had different and sometime conflicting specific suggestions related to these key ideas. The specific suggestions are listed below.

Detailed suggestions

IMPROVE GRASSROOTS OUTREACH AND COMMUNICATION

The need to enhance community outreach and communication with grassroots stakeholders surfaced as a response to conflicts that have arisen out of the GMOU process, issues of transparency, accountability, leadership and inclusion. Specific suggestions are as follows.

- Dramatically increase communication between the RDC and community stakeholders by:
 - Creating dedicated communication funds, perhaps out of the project account;
 - Establishing RDC liaison offices or officers in the communities;
 - Requiring/encouraging RDC members to live in the communities; and

- Developing a comprehensive, systematic communication plan that cuts across the GMOU with mechanisms that ensure feedback to the communities and a sustained flow of information to the communities.
- Increase stakeholder knowledge of the content and process of the GMOU by:
 - Promoting an attitudinal change among community members away from personal benefits towards community development;
 - Offering more in-depth education around the content and provisions of the GMOU process;
 - Undertaking grassroots outreach and education of GMOU in a simple format – local language;
 - Ensuring greater transparency around the entire process; and
 - Conducting evaluations more often than every three years.
- Re-establish CNL linkages to the communities in a way that does not undermine the RDCs and the broader intent and principles of the GMOU process.

INCREASE PARTICIPATION BY COMMUNITY STAKEHOLDERS, PARTICULARLY WOMEN, YOUTH AND TRADITIONAL LEADERS

These following suggestions are related to those above around outreach and communication. They seek to address the many concerns raised by stakeholders about insufficient participation by community residents in the GMOU process. These concerns are linked to conflicts that have arisen out of the GMOU and RDC leadership issues.

- Ensure active and meaningful participation of all community stakeholder groups in the GMOU process.
- Include women in RDC leadership, decision-making, information sharing, access to benefits and project implementation by:
 - Potentially creating a women’s participation quota or percentage.
 - Potentially creating a special women’s committee in the GMOU process.
- Increase outreach and awareness among youth by:
 - Focusing Peace bonus funds on programs for youth such as training
- Involve traditional leaders in GMOU process by:
 - Finding ways to make culturally appropriate homage payments and show respect.
 - Including a welfare scheme for elders.
- Find ways to compensate landlords⁴
- Create a new name for the GMOUs that emphasizes the principles of the process. One government stakeholder suggested renaming them “Participatory GMOUs”

⁴ This is particularly an issue in Jisike RDC

STRENGTHEN RDC LEADERSHIP

Many stakeholders offered suggestions about how to improve the performance of RDC leadership. The suggestions touch on issues of transparency, accountability, participation and representation.

- Greater transparency and accountability from RDC leadership to ensure the success of the GMOU.
- Appropriate compensation for the RDC leadership role and skills development. Current G&A is not sufficient.
- Emphasize capacity building of RDCs in the GMOU in a systematic and continuous way.
- Increase democratic selection process and transparency in leadership selection.
- Create clearer rules and guidelines around tenure.
- Ensure that leadership is more responsive to the community. Potential leadership criteria should include: living in community, personal integrity, appropriate skills, and commitment to community service.

CLARIFY GMOU RENEGOTIATION PROCESS AND OTHER CNL-COMMUNITY ISSUES

Several stakeholders expressed ideas about how CNL and communities should conduct the GMOU renegotiation, including:

- Making next negotiation a legitimate space for dialogue that incorporates community viewpoints.
- Inviting external observers to support re-negotiation process and improve its transparency.
- Aligning CNL's onshore and offshore approaches and avoiding double standards.
- Clarifying the CNL employment policy, local content, and scholarship decisions.
- Showing how CNL contractors are contributing to the communities, and greater transparency around employment slots from contractors.
- Creating slots for community people to rise up as senior management inside CNL.

INCREASE FUNDING AND CLARIFY FUNDING CRITERIA

This issue was extremely important for almost all stakeholders, including CNL interviewees. Suggestions included:

- Significantly increasing funding levels.
- Spelling out criteria for allocation and communicate it to all stakeholders.
- Overall, embedding a sense of justice and equity into the structure, design and funding of the GMOU process.

IMPROVE GMOUS' PROJECT IMPLEMENTATION AND IMPACT ON LIVELIHOODS

These suggestions stemmed from issues around GMOU governance and the GMOUs' impact on community livelihoods. They included:

- Improve efficiency and execution of projects;
- Reduce bureaucracy in project implementation and approval; there should be clear timeframes for project implementation by:
 - Reducing bureaucracy in releasing payments.
 - Using senior civil servants as signatories rather than politicians.
 - Creating dedicated fund for CEMB, PRC etc. to speed up their functioning.
 - Having government closely involved, but not holding the process hostage.
 - Getting higher-caliber government representatives involved in the process.
- Make micro-credit schemes a focus of RDC funding, especially for women.
- Use the GMOU process to address environmental impacts from company operations, some stakeholders said. Specifically, the CNL through the GMOU could provide alternative livelihoods when environment damage has ruined previous livelihoods. Some participants said funding would need to increase for the GMOU to take on these functions (and the GMOU may not have the capacity to do that.) Some said these issues should remain outside the scope of the GMOU and be resolved separately.
- Provide more focus on human capital development in addition to infrastructure.
- Conduct periodic review of Sustainable Livelihood Assessment and Community Development Plan to capture real and emerging realities. Need for greater education and orientation around the SLA/CDP processes and leveraging them as planning tools.

COORDINATE MORE CLOSELY WITH GOVERNMENT AND DONORS

These suggestions addressed concerns about the GMOUs' development impact as well as its funding and long-term sustainability.

- Need for much greater coordination with, and commitment from, Niger Delta Development Commission, state governments, state government development agencies and Local Government Areas. Specifically:
 - Attracting government funding for projects.
 - Increasing coordination with government for proper project planning (i.e., to build a cottage hospital, need government to guarantee personnel, equipment, etc)
 - Creating more clarity around roles and responsibilities for all stakeholders.
 - CNL setting clear expectations at the beginning and inviting others to contribute from the launch of the process.

- RDCs need to advocate for their projects.
- CNL helping RDCs engage state government, NDDC, donors
- Increasing participation and input from government representatives in GMOU committees.
- State Governments playing a special role: they are signatories to the GMOU (i.e., tri-partite agreement between CNL, RDCs and State Governments) yet state government is not participating or contributing funds to the effort. They ought to be putting funds into the process. This is part of their role, not an additional role, but they do not see it that way.
- Involving NAPIMS more in light of their decision-making power around funding.
- Managing expectation of communities about GMOUs' capacity to do capital-intensive projects.
- Need for promoting donor involvement in the GMOUs by:
 - Aligning the GMOU with LGAs.
 - Ensuring that Donor outreach is led by RDCs -- which may need to be supported with specific capacity building to be able to approach donors effectively.
 - Having NGOs play a critical role as trusted intermediaries with international donors, and in RDC capacity building.
 - Government helping RDCs approach donors.
 - Having CNL help get big players involved (NDDC, donors, state governments) through awareness-raising, big commitments.
- Need to reduce CNL's perceived dominance by:
 - Changing the "GMOU" name that may prevent others from getting involved because it is perceived as a 'Chevron-owned' process and focuses more on the document than the process itself.
 - Giving community representatives more votes on the CEMB.
- Strengthen the relationship between existing community governance structures and those created by the GMOU process to facilitate synergy, avoid conflict and competition with governing structures.
- Registering with the CAC may enhance governance mechanisms by forcing RDCs to clarify bylaws etc., as well as open the door to donor involvement.

ENHANCE PEACE-BUILDING EFFORTS

Many stakeholders said the GMOU could do more to build peace and minimize conflicts by:

- Activating and energizing the conflict resolution mechanism through:
 - Capacity-building
 - Constitution of members
 - Networking with government security
- Structuring the Peace Bonus so that people feel, see and touch the benefit.

- Some said peace bonus should be paid entirely into the G&A account, or distributed directly as cash into the community.
- Others argued against distributing cash and suggested special criteria for spending the peace bonus, such as training for youth and community projects.
- Clarifying guidance as to which communities are covered under the GMOU.
 - Some communities that previously produced oil, or are impacted by production, or are experiencing exploration should be included.
 - Some donors said oil companies should move away from the host community concept all together.

IV. NEXT STEPS

Introduction

Participants in the second analysis workshop ended with a discussion of how they planned to use this evaluation in their organizations. RDC chairmen, government representatives, CNL staff and NGO representatives split into separate groups to come up with next steps.

Many of the next steps reflect participants' intention to adopt the stakeholder suggestions from the evaluation. Other steps describe how participants will use the evaluation to make decisions or advocate for certain outcomes in their organizations. These conversations were brainstorming sessions intended to generate ideas for action. They are not commitments made by participants.

Next Steps by Participant Group

RDCs

RDC chairman expressed an interest in adopting many of the stakeholder suggestions for improving the RDCs. To increase participation in the GMOU process they said they planned to:

- Include women in councils and give them responsible positions.
- Accommodate youth executives in the council.
- Make provisions for traditional leaders in the GMOU.
- Design programs that involve all the stakeholders.
- Have the community executives represented in the RDC.

To increase awareness and outreach around the GMOU process, next steps included:

- Hold more town hall meetings to improve communications.
- Ensure that the Annual General Meeting is held as an auditing mechanism.
- Ensure regular consultation before embarking on any activity or project.
- Use transparency and accountability to reduce conflict.
- Finance the president general of the town union (or Community Development Council) for mass awareness.
- Open up the running of the RDC for the town union (or CDC) to know what is happening
- Ensure transparency by making myself available at all times.
- Conduct our own evaluation in Itsekiri RDC

To improve RDC performance and development impact, next steps included:

- Ensure that contractors perform according to standard.
- Localize the process more (e.g. hold tendering process in the communities).
- To ensure transparency, we shall accommodate "others" in our contract bidding process.

- Apply strengths of the workings of the GMOU to the daily workings of RDC operations.
- Insist on competent staffing for RDC personnel.
- Put process in place in next year's budget to look at the following:
 - Conflict resolution committee
 - Information dissemination mechanism
 - Homage to traditional leaders
- Insist on using the GMOU working manual for all activities

Regarding funding, next steps included:

- Promote the RDCs' projects to other agencies for support.
- Approach other donors after our groundwork.
- Work with other NGOs to "invest" in the Niger Delta.
- Support efforts to harmonize both GMOUs (offshore / onshore).
- Seek a 300% funding increase, with G&A 20% of the total

Other next steps included:

- Re-orient and improve our representatives, especially the government.
- Use the evaluation results to persuade CNL to commence operations in abandoned areas.
- Inform the RDC executives and council that the GMOU has come to stay, and share what has happened across the board.
- Break down unwieldy blocks of communities into to manageable units.
- Ensure that CNL commences registration of community contractors and give them jobs in their system.

CNL

CNL representatives discussed how they would use the evaluation with internal and external stakeholders. Their next steps included:

- Hold internal discussions and advocacy around
 - Key issues of the GMOU
 - Capacity building program to support the GMOU and RDCs
 - Renegotiation strategy
- Conduct one-on-one meetings with key CNL decision-makers
- Leverage interview raw data that is useful for understanding and acting on localized issues and needs
- Use the evaluation process overall to guide a participatory monitoring strategy going forward (needs to be more frequent than every 3 years)
- Have external conversations with
 - Government – NDDC, PADECs, state, LGAs
 - Donors
 - Other oil companies
- Encourage RDCs to also serve as the public face of the process, not just Chevron. Will help RDCs build capacity in this

- Consider overall re-branding of GMOU under a new label
- Share the evaluation outside of Nigeria with other Chevron business units, international donors, others.

GOVERNMENT

Participants representing government stakeholders developed next steps that focused on a set of recommendations to their superiors and colleagues.

- PADECs: Advise the PADEC to go into GMOU communities with mega-projects. The GMOU is good at quick-impact projects, and not good at infrastructure and long-term projects. PADECs can fill the gap.
- STATE AND LOCAL GOVERNMENTS: In the next round of GMOUs negotiations, pro-actively seek to clarify what role they will play in the GMOU, including projects and funding. (In the first round, this did not happen). State governments should insist on bringing in special state development agencies (such as the Rivers State Sustainable Development Agency).
- STATE GOVERNMENTS: Request that the RDCs nominate people from their communities, especially women, for participation in state empowerment programs such as micro-credit.
- STATE GOVERNMENTS (2): Send recommendations to His Excellency the Governor to direct the economic development ministry to request call-up letters from RDCs on priority-projects. Then identify some projects to implement and/or fund.
- LOCAL GOVERNMENT AUTHORITIES: Correct the misperception that oil-bearing communities are fully funded by CNL and look to fill some funding gaps for RDC-identified priority projects. LGAs have resources in large part because of derivation from these communities; and there is a need to take care of those communities because GMOUs are under-funded.
- NDDC: Recommend to state NDDC offices to call for RDC budget and priority setting and identify opportunities to come in with mega-projects and/or funding.

NGOs

NGO participants looked at the key challenges relevant to their work, possible roles for NGOs in addressing these challenges as well as ideas and strategies for action.

NGOs identified the following challenges that should guide their next steps:

- How to bring both support to and pressure against states and government agencies to carry out their work
- How to apply the GMOU model at the macro scale in order to unify disparate groups in ways that drive transparency and accountability

NGOs saw the following potential roles for themselves:

- Build local capacity and skills for program management and accountability

- Build public demand and awareness via advocacy work
- Help to clarify the duties and responsibilities of government
- Help to manage the dangers of change in status quo

NGOs had the following ideas about these roles:

- Help harmonize and integrate RDCs and communities in the planning process
- Push for improved communication, representation, accountability and transparency systems (“putting the RDC house in order”)

NGO came up with the following strategies for next steps:

- Begin with RDC internalization of what is needed, particularly regarding better governance. This is a core values discussion. RDC leaders with the right skills can serve as advocates, but they first need to analyze the situation and build their own capacity. Ultimately, the RDC structure must be strong enough to drive behavior.
- Use the GMOU evaluation itself as an advocacy, training, and education tool
- Provide planning assistance that addresses key issues around sustainability
- Focus on monitoring and evaluation, transitions, management structures and stakeholder engagement at all levels.
- Focus on coordination and information sharing among all stakeholders, and especially among NGOs themselves in order to avoid duplication and replication.
- Target resources beyond just money (I.e. in-kind support).
- Build on successful engagement models into local government
- Form an NGO working groups to discuss the above issues, including all NGOs involved in this evaluation.

ANNEX 1: Evaluation Goals and Principles: Memo from Planning Workshops

PARTICIPATORY GMOU EVALUATION

Planning Workshop Summary - June 2008

Regional Development Council Chairmen, government representatives, NGOs, Chevron Nigeria (CNL) and other stakeholders met from June 3 to June 6, 2008 to plan jointly a participatory evaluation of the GMOU process that has guided CNL-community relations for more than two years.

The planning group identified the evaluation's goals, which include: 1) Providing credible information about the strengths, weaknesses and areas for improvement of the GMOU process; 2) Creating a shared understanding of what has occurred under the GMOU; and 3) Developing a shared set of recommendations about how to improve the process.

The group determined the evaluation will be carried out in a participatory, inclusive and transparent way to ensure it achieves these goals. Stakeholder representatives will participate in all stages of the evaluation, from planning to information collection and analysis.

The planning group drafted a list of key questions for the evaluation to address. The questions are aimed at surfacing the viewpoints and concerns of all stakeholders in the GMOU process, including stakeholders not present in the planning meeting.

Questions were categorized into three broad subject areas: development and community impact; governance and participation; and peace building and conflict resolution. Additional planning teams will meet during the week of June 9, 2008 to refine the questions in each subject area and create a detailed information-collection plan.

Interviews, focus groups and other information gathering will occur during the remainder of June and in early July 2008. The planning group will reconvene in the final weeks of July to analyze the information. The analysis will lead to a draft evaluation report that will be circulated openly with all stakeholder groups.

The planning group identified a wide range of stakeholders in the GMOU process whose views should be included in the evaluation. The group also suggested key individuals who should be contacted. Throughout the process, the planning group will continue to ensure the evaluation meets its goals and is conducted under the mutually agreed upon principles and guidelines.

ANNEX 2: Interview Questionnaire

DRAFT INTERVIEW PROTOCOL

GMOU Participatory Evaluation

Opening introduction and background [Sample text]

Thank you for agreeing to this interview. My name is [xxx] and I am helping to conduct an evaluation of the Chevron GMOU process. The evaluation is unique because it is designed and carried out by stakeholders who are affected by the GMOU, including RDC leaders, government representatives and NGOs. The evaluation is asking a wide range of stakeholders to reflect on the GMOU process. The results will be shared with everyone so that all people who have a stake in the GMOU process are better informed and can make better decisions about how to improve it. Do you have any questions about the evaluation before we begin?

Confidentiality

Your comments will not be attributed by name in the report. Please let me know if you would not like your name to be included in the report's list of interviewees.

QUESTIONS

1. What is your understanding of the GMOU process?

- 1.1. How have you personally (or your organization) been involved with the GMOUs?

2. What impact is the GMOU having on peoples' livelihoods in the community?

- 2.1. How does the GMOU process contribute to the effective planning, execution and monitoring of community projects?
- 2.2. How would you describe the effectiveness of RDC management (e.g. financial accounts, contracting process)?

LISTEN FOR: education, skills development, small business, health and nutrition, infrastructure, environment, cost effectiveness, value for money

- 2.3. Could you share any lessons learned about implementation of the GMOU?

3. What coordination exists today between GMOU development initiatives and other development efforts by NDDC, LGAs and state government?

- 3.1. How might that coordination be strengthened?
- 3.2. How might the RDCs obtain more funding?

4. How do the Regional Development Councils incorporate community voices into their decisions?

- 4.1. What is the role of women, youth, community leaders?

4.2. How might you like to contribute to the Regional Development Council and the GMOU process?

5. How is information about the Regional Development Councils and GMOU shared among stakeholders?

5.1. How could communication be improved?

5.2. How do you personally keep up-to-date?

6. How should Regional Development Council members and leadership be selected?

6.1. What skills do GMOU / RDC leaders need to succeed?

7. What are the main sources of conflict related to the GMOU (in your community)?

7.1. How do these issues create conflict?

An example?

LISTEN FOR: Funding, employment, contracts, peace bonus, communication, RDC tenure & legitimacy, double-standards from CNL (offshore-onshore, separate security & employment cmte), tensions with community governance structures, presence of aggrieved youth, presence of security forces

8. How are these conflicts currently resolved or prevented?

8.1. What changes could improve the way conflicts are prevented and resolved?

9. How has the GMOU process changed the relationship between CNL and the communities where it operates?

9.1. How has it changed the way different communities (in your region) get along?

9.2. How has it changed the way different stakeholders inside a (your) community get along?

Final questions

10. If you could change one thing about the GMOU process what would it be?

11. Are there any issues you would like to discuss that we haven't covered so far?

Interview closure

- Make sure you have their correct name and contact information
- Be clear about next steps (analysis in July, sharing of results in September / October)
- How they can contact you if they have questions or concerns

ANNEX 3: Workshops Participant List

Regional Development Councils

Joe Ebiware, Keffes RDC Chairman

Dr. Tolar, EGCDC Chairman

Akobo Gogo-Abite, Idama RDC

Mofe Pirah, Itsekiri RDC Chairman

Philemon Ebiesuwa, Ilaje RDC Chairman

Chief G. S. Iheanchor, Jisike RDC Chairman

Owanate Lilly-Tariah, CDC Chairman, Kula

Abiye Adeyemi, Ilaje RDC Legal Adviser

Ifeanyi Nwele, Jisike RDC Secretary

Innocent Karibo, Idama RDC

Nicholas M. Ikiriko, Idama, Council Representative, Akulga

Steve Jemerigbe, Itsekiri RDC

Prince Ekubo, Keffes RDC

Goke Omojuwa, Ilaje RDC

Egnr I. Ezetu, Keffes RDC/PRC

C. Ajagbawa, Itsekiri RDC

E. Doyah-Tiemo, General Secretary, EGCDC

Berry Negerese, Dodo River RDC Chairman

Canaan Ajagbawa, Itsekiri RDC

State Government

Barrister Benibo Anabraba, Rivers State Government

S. Nnamadim, Director of Admin. Imo State, Ministry of Petroleum and Environment

Edward Teneilabe, Principal Community Development Inspector, Rivers State

Lucky Abioluwajumi, Director, SSG Office, Delta State

Engr. Oyakemeagbegha Ezonebi, Snr. Mechanical Engineer, Ministry of Works & Transport, Delta State

Egnr Anko D. Bolou, Bayelsa State, Ministry of Local Gov't and Community Development

State Government Development Agencies (PADECS)

Ogunsemire, Asst. Director, Project Planning and Implementation. OSOPADEC

Alfred Mulade, Special Advisor to DESOPADEC Chairman, Delta State

Ujah Sylva, ISOPADEC, Liason Officer

Niger Delta Development Commission (NDDC)

Engr. Jeremiah Oritsejolone

Abraham Onduku

Barinem Vulasi, SNR Manager, NDDC Rivers State

Nigeria National Petroleum Corporation (NNPC-NAPIMS)

Jane Ashimi

Local Government Areas

Engr Ankor Tabai, Bayelsa State

Dio Tanga, Vice Chairman, Warri-North L.G.A.

Hon. Bisi Ilawole, Supervisory Councilor, Ilaje L.G.A.

Sunny Ofe, Secretary, Warri-North L.G.A

NGOs

Professor Femi Ajibola, New Nigeria Foundation

Olayide Adesanya, New Nigeria Foundation

Joel Bisina, NIPRODEV

Tare Igbadewei, SUSDEL

Tuwotuwu Tekus, SUSDEL

Victor Elomhenriaomon, NIDPRODEV

Layide Adesanya, NNF

Oluwatosin A. Oni, NNF

Douglas Adeola, NNF

Eyitope Aremu, NNF

Fisayo Alo, NNF

Chikodi Amadi-Chiedo, NNF

Niyi Lawal, Director, IDCEC

Omawumi Urhobo, Morgan Smart Development Foundation

Ayodele Daniel, Morgan Smart Foundation

Busola Olaguyu, Corporate Mediators

Bridget Affiah, RUWDI

Evelyn Mere, WANEP

Agbor Uzezi, AFRODEP

Ishmael Atorudibo, ACCR

Paulinus Okoro, ACCR

CNL

Dennis Flemming, CNL PGPA

Deji Haastrup, CNL/PGPA East

Ribadu Umaru, CNL/PGPA East

Sam Daibo, CNL/PGPA West

Christiana Okhawere, CNL GMOU Team Lead

Philip Gbasi, CNL/PGPA East

Weyinmi Okorodudu, CNL/PGPA East

Elijah Bikikoro, CNL/PGPA West

Agnes Adekunle, Team Lead, CNL/PGPA East

Happy Apai, Team Lead, CNL/PGPA West, Itsekiri RDC

Heather Kulp, Community Engagement Advisor, Chevron Headquarter

Facilitation Team

Merrick Hoben, Consensus Building Institute

David Kovick, Consensus Building Institute

Jide Olagunju, Consensus Building Institute

Barbara Rodey, Research Triangle Institute

Dan Goetz, Research Triangle Institute

Dan Gerber, Research Triangle Institute

David Plumb, Search for Common Ground

Austin Onuoha, Search for Common Ground

ANNEX 4: Interviewees and Focus Group Participants

(This list is partial as several individuals asked to withhold their names)

INDIVIDUAL AND GROUP INTERVIEWS

RDC LEADERSHIP

Franklin Simon, Dodo River RDC Secretary
Dr. Tolar, EGCDC Chairman
E. E. Doyah-Tiemoh, EGCDC Secretary General.
Prince Lawrence O. Ikuemehinlo, Ilaje Secretary
Philemon Ebiesuwa, Ilaje Chairman
Alexander Msogboriwon, Ilaje Treasurer
Philemon Ugedi, EGCDC Financial secretary
Franklin Simon, Dodo River RDC Secretary
Engr. Ugochukwu Okuwa, Jisike RDC, PRC Member
Keffes RDC Leadership Group Interview:
Chief Amade Moses (Vice Chairman),
Dr. Allison Theodore (CEMB Secretary)
Mrs. Eudora Asiakpuku (Treasurer)
Chief K.B. Abadi (Secretary)

GOVERNMENT

Ujah Sylvanus, Director of Petroleum, ISOPADEC.
Emma Gonnig, Local Government Rep Itsekiri RDC
Alfred Mulade, Special Assistant to the Chairman of DESOPADEC
Abrahams Onduku, NDDC Representative, Bayelsa State
Edward Tenei, Ministry of Local Government and Chieftaincy Affairs, Rivers State
Engr Jeremiah Oritsejolare. Assistant Manager UIDW (Utilities Infrastructural Development and Waterways), Delta State
Mrs. PMK Ologitere, Permanent Secretary (Administration), Delta State Ministry of Justice
Engr Ezonobi-keme Doymen Oyakmaghohah. Senior Engr with Ministry of Works and Transport, Delta State.
Engineer Fola Bowoto, Utility Infrastructural Development & Water Ways Directorate, Osopadec
Engr. Stephen Ogunsemore, Member PRC Ilaje Regional Development Council
Assistant Director, OSOPADEC
Hon. Felix Oguntegbo, Vice Chairman, Ilaje Local Government
Sola Orisamoluwa, Assistant Director, Budget, Finance & Supply Division
OSOPADEC
Engineer Steven Nwosu, Project Monitoring and Execution Department – NDDC and a member of the PRC, Jisike RDC.

Vulasi Barinem, NDDC Coordinator for Rivers State
Kombo Johnson, Local Government Representative, Idama

COMMUNITY LEADERS, ELDERS

Chief Salvation Sese, community leader Foropa, Keffes RDC
HRH. BINI PERE III of Tsekelewu, Egbema Kingdom (EGCDC)
Bolaji Adeyemi (NYSC Corps member) Government Secondary School, Idama
Chief Ibinabo Goddy Brown, Community leader, Kula
Abadabo of Idama, Traditional Leader of Idama
HRH, Eze Oliver Okorowu, Traditional Ruler, Obeabor Autonomous Community, Jisike RDC
Kula Community Development Council Leadership:
Owanate Lilly- Tarcah, CDC Chairman
Telems Elijah, Administrative Manager Kula RDC
Clement Eyi Clement, Financial Sec CDC
Alison Barinow, Kula Undergraduate Union President
Nelson, Kula Undergraduate Union
Elekime Feni, Secretary Kula Undergraduate Union
Pastor Ade Omotehinse: AICECUM leader (Ilaje RDC)

NGOs

Niyi Lawal (ED, IDCEC)
Joel Bisina, NIPRODEV

CHEVRON NIGERIA LTD

Abiodun Adelokun
Augustine Emelobe
Callistus Onwurah
Chima Nwogu
Deji Haastrup
Emmanuel Momoh
Esimaje Brikinn
Femi Odumabo
Ibe Ojo
Iroegbu Obiora Emmanuel
Itegbe Oladunke
Jim Imeh
Joe Jakpa

Nick Ndubuizu
Rilwanu Momodu
Simon Lowes
Supo Shadiya
Tony Emegere
Trust Inimgba
CNL Team Leads Focus Group:
Happy Apai
Christy Okhawere
Elijah Bikikoro
Agnes Adekunle
Weyinmi Okorodudu
Philip Gbasi

COMMUNITY FOCUS GROUPS

EGCDC

Opuama Women Focus Group

Esimaye PraiseGod
Ruth Ebiye
Felicia Friday
Jigbeye Awolowo
Naira Dickson
Ogeneove Hitler
Smaller Johnbull
Mabel Ebi
Helen Rubben
Nine ThankGod
Ababy Rowland
Alero Perewei
Yellow John
Aybadedmene Rowland
Wonawou James
Reyoerefe Badewou
Joy ThankGod
Richard Felicia
Evelyn Ben
Joy Saturday
Tanada Uwale
Kekeme Timiju
Ruth Peres
Moveen Boro
Omoko Caroline
Veronica Omoko
Taiwo PraiseGod
Gegbeyi Iwohowo
Sandaliwa Cliffort
Vick Elisa
Alabirere Monny
Selekeere Korokoro
Gladys Independence
Morayo Ebiye
Nicy Bensece
Mary Famous
Letwou

Opuama Youth Focus Group

Olokpa .B. John
Ugulapelewi, Ezekiel
Somoyo, Benjamin
Korokoro, Franklyn
Roman, Toru
Census, Ben
Toru, Wilfred
Toru, Generation
Opuba, Super
Opuba, Donbara
Agbedia, Stephen
Fimon, Godspower
Aweh, Myensinde
Kenren, Thursday
Akowe, Toikaye
Ayebo, Ali
Wilson, Godwin
Tinkumor, Alese
Omoko, Towe
Baijigha, Philemon
Korowari, Ebis
Baiyigha, Towe
Anderson, Victor
Kuku, Posi
Baiyigha, Oyeku
Okotie, Tun-Emi
Mapere, Ife
Tulu, Kingsley
Kinkin, Hellen
James, Taiye
Sule, Roman
Ojiko, Alfred
Ugoulapelewi, Ebis
Toru, Johnbull
Adanse, Gbemor
Okanju, Shagari
Toru, Preye
Gagha, Ugoudiwei
Khari, Emomotimi
Ogun, Stanley
Omoko, Kiwei
Omimi, Kehinde
James, Matthew

Somoyo, Clement
Toru, Godbless
Matthew, Solomon
Lobor, Japhet
Lobor, Super
Aweh, Lucky
Gagha, Kpoghogho
Ebidinana, Emontorughan
Warinimi, Dimene
Kinkin, Clementson
Poloki, Oteghawei
Johnson, Gulf

Opuama Elders Focus Group

Bekaye Adamson
Friday Okolo
Elder Lowe Toru
Isaac Ayevo
Julius Lobo
Marine Adams

Kokodiagbene Women Focus Group

Rose Ekpetipu
Celtina Timiyan
Otumara Oga
Elizabeth Wawe
Etunemi Piniki
Timenyin Sekeide
Menemor Olukpa
Pozi Uti Frebor
Tina Nelson
Tuwamoere Gosin
Zimokon Kelei
Ogolo Seitigba
Abuke Kelei
Tarike Evene
Tuku Iyebe
Doris Eguari
Ine Uti.
Gengan Beriyau
Maria Alfred
Benith Tuwe
Maria Alfred
Rose Kelei
Grace Obodi

Alaka Obedi
Grace Bako
Pereye Ogidis
Ebi Alfred
Juliet James
Ogokere Uti
Gheneren-gheneren Ari
Bridget Solomon

Kokodiagbene Youth Focus Group

Ukuli Pebitimi
Evene Happy
Bere Kingsley
Emoinide Victor
Emmanuel Olokpa
Williams Akoto
Sunday Mala
Timadi Layefa
Blessing Laide
Sampson Abuja
Supa Adurumokumor
Wire Keniye
Stanley Alah

Kokodiagbene Men Focus Group

Emmanuel Ekpetipo
Cletus Obode
Pa Koko Emiko,
Pa Potoki Iyebo
Pa Orokirifagha Olukpa

Oporoza Elders Focus Group

Odiki Miebi
Chief Joel Gbanal Woliwei
Pa Ziten Erin Ama-Okosuwei
Chief Thomas Gula
Apostle Lemon Godwin
Tortor Reymond
Mr Oyibo Kirifede
David Mama
Thomson Kuruber
Friday Ebiawurubor
Finigha Lemon
Iselese Francis
Mr. Jonah Juweigha

Samuel Aluju
Prince U.S.T Yoko
Partrick A. Siboru
Prince Tiemo U.S.T Yoko 1
Mr Jonaj Juwei

Oporoza Youth Focus Group

Richard Akpojevughe
Foloki Edwin Edubamo
Samuel A. Mala
Zazin M. Ken
Michael Okele
Ejoh Tour Oweikeme
Lucky Ebis
Arisibi Godgift
Ama's Isaac
Uyabor Michael
Ebis Geles
Bright Geles
Ebiawurubo Kingsley
Dibin Jonah
Ikpidi Stanley
Okoro Smart
Okele Endurance
Ebibile Alex
PST Apeace
Emma Jasco
Goodlucky

Tsekelewu Community Focus Group

Samson Olagun
Aboh Epowedet
Inimewore Ebidinana
King Solomom
Igma Esau
Parison George
Jeremiah Isene
Gbalubio Alfred
Amos Tiemo
Commodore Barry B. Ebidinana
Powel George
Owei Kirikonwei
Ebis Ebidianan
Wilson Imelu
Augustine Aboh
Emmanuel Gbatoimene

Officer K. Nelson
Owei Opeba
Koroweine Mike
Kabe Tete
Francis Ojiko
Asekutu Daniel
Commodore Aboh Henry
Aworunse Friday
Thank god George
Okoro London 08053898857
Joseph Collins
Ubah Bernari
Poweide Joseph
Ojoye Prince
Samuel Awinuse
Segun Osin
Isaac Ojisin
Ebierede Kirikowe
Abulu E. Austine
Abulu E. Assistance
Kenie Ahollinse
Simeon Monday
Tonbrabagha B. Igina
Goday Ebidinana
Bekwei Egbor
Roman Aghor
Edwin Ous
Jango O. Anthony
Clement Massi
Rowland K.E. Wolo
Pastor Abel Turomaiji
Wednesday Binigbolo
Augustin Onis
Allen Bina Aboh
Omoni Nehinde
Omoni Maxwell
Obolo Sunday
Ologun Immiarekpenis
Famous Onins
Isaac Egbor
Aboh, Godgift Francis
Toruweli Paul
Odoli Luke
Oriyenofe Aghor
Raphael Demi
Simeon Happy

Friday Ojio
Mike Koroware
Isaac Ehuhki
Clement Opuba
William Jango
Lord Kenneth Okoro

Abiteye Elders Focus Group

Chief Godspower Cy
Lucky Ebime
Akin Jorka

DODO RIVER

Amatu Youths Focus Group

Blessing. O Burutu
Ibane Werigbolabof

Hall Barondi

Vincent Efiye
Peter Dounanaghan
Ayes Erefaver
Mr. White B. Sagbegha
Benalayefa Gbofe
Agu Joseph
Peresine Sukulkerei
Pere Yeiya
Simon Okungbenwei
Negerese Akpos
Peres Iyelade
Numa Peter
Femi T.k Seimode
Healthine E.D Keneaoba
Emmanuel Ngota – ere
Deborah Konyefr
Ebifede Were – Pere
Pereha October
Mrs Iseide
Mrs Mary Penny

Eime Suiour
Ebidese – Emi Gbofe
Firstman Yeiya
Disi Godspower
M. Gbofe
J. Sebele
Sele Begboha
October Golute
Oweime Paul
Gbofe Samuel
Paul Eisele
Tekemene Negeree

Amatu Women Focus Group

Chief Helen Fezigha
Mrs Abi Frank
Mrs Grace Ibane
Roseline Sebele
Mrs Ebi Werepere
Mrs Remember Richard
Mrs Blessing Dembele
Mrs Yellow Holland
Mrs Awu Murtala
Mrs Ghana Bric
Mrs Esther Lord
Mrs Beauty Perry
Mrs Janet Peter
Mrs Umoteye Gboye
Mrs Azamaere Monday
Mrs Abi Oko
Mrs Monday Charlce
Mrs Ron Ebi Oweime
Mrs Beatrice Yeriya
Mrs Isaba - ere Simon
Mrs Warakoru Orukoro
Mrs Kemezi Pereyefa
Mrs Mezibu
Mrs Profit All
Mrs Mieyebigbagha Amos.
Mrs Temene Baptise

Mrs Elizabeth Konyefa
Mrs Tareha - Pere
Mrs Persuade Sunday

Mrs Igunma - ere
Mrs Tuwayein Jonathan
Mrs Togo Sekelede
Mum Moimoi Yeiya.
Mrs Endurance Tuesday
Imine Yobotor

Bibilari Community Focus Group

HRM Paul, B. Seidi
Chief Oroufaghe Finine
Hon. Franklin Simon
Chief Jonathan Ibe
Mr. Joseph Bob
Mr. Christian O. Otiti
Peres .B. Seidei
Daniel A. Zikoru
Simeon K. Okpotukoro
Samuel K. Piniki
Wilson Darius
Abuja Jonah Sibebob
Ifamene Alison
Pere Soja
Barnabas Alison
Tima Mienbotubo
Aredepadei P. Pinnei
Mr. Abiodun Commander
Akpos Andabai
Ayi P. Pinnei
Frank B. Seidei
Veronica A. Zikoru
Stella Paul
Pretty Frank
Mercy Commander
Baby Freeborn
Joshua P. Pinnei
Godbless Loveday
John T. Owei
Elizabeth Bazighe
Angelina Paul
Martha Tomonei
Joel B. Seidi
Eniye Sebiboh
Nigeria O. Seidi
Victor O. Zikoru
Ebimobowei Lord
Anna Joseph

Yellow Samuel
Samson P. Fine
Perediseghabofa Dinkoro
Vincent Sibebob
Omien Loveday
Barrister Paul
Regina Akpos
Ebi –Ere Funakpos
Mercy Friday
Ebidei Boro –Iyeghe
Samuel A. Zikoru

KEFFES

Ekeni Elders Focus Group

Chief Uyatonghe, R.D.A
Chief Baraedei, Sakpu
Mr. Thomas, Odegbami
Mr. Benson, Taiyorau
Mr. Pakemi, Odegbe
Mr. Mansah, Moses
Mr. John, Kemefamo
Mr. Isarah, Leizou
Mr. John, Degbe

Ezetu Womens Focus Group

Tilly Loveday
Taire E. Samuel
Blessing
Sarah
Queen
Sisi
Kunbon
Ijaja
Ebidi
Pelemone
Adebo
Abadi
Adina
Queen
Sala
Ogari
Sieyefa

China
Mary
Meetin
Faghe
Baro
Kogei
Tarfoun
Grace
Dongo
Ebi - Dei
Hollando
Love
Poumswei
Belive
Selekone
Mienbo
Aike
Owo
Delly
Tine
Ebikemefa
Vero
Tekemena
Vision
Wunuke
Anvillere
Stella

Ezetu Youth Focus Group

Keme .J. Olobia (Youth P.R.O)
Alhaji Gilbert (A.G.A)
Reuben Tudo
Pumogh
Edebor Emmanuel
Sunday Ezekiel
Ali Perekemefa
Job Henry
Emmanuel Richard

Ezetu Men Focus Group

Priso Johnson
Lemuel Salmon
Chief Emmanuel
Chief Ila
Chief Ipale Duoduo
Elder Ishmael Boufaghe

Elder Wolf Tueredeo
Elder Loveday Pressman
Elder Joyful Oke
Elder Johnke
Elder Jeke
Elder Kpami Ekelu
Elder Nathaniel Fieson
Chief Iyadughe Duoduo
Elder Ditimi Kpo
Elder Wuruyai Obaila
Elder Agorowei Youkumo
Elder Ndipere Bestman
Mr. Saturday Amahala
Mr. Kio Kunakuna
Mr. Francis N. Sokari

IDAMA

Idama Women Focus Groups

Boma Orubo
Ibingo West
Justina Amafina
Elizabeth West
Joy U Andrew
Dibviaba Jakerich
Maina Fikinibea
Rosemary Willie
Willba Idee
Victroria Karibo
Kikite Dateme
Iyenemi Dagogo
Evelyn Lawrence
Okorite Dumo Poiye
Tonte Ikuraa
Samonba Eferibo
Clara Amechree
Ben Benba Gilbert
Gobva West
Ada West.
Mrs. Grace Daniel
Mrs. Benibo S. A.
Mrs. Maria Emos
Mrs. Kukuba Kuku
Mrs. Tamuno-Tonye West

Mrs. Irene
Mrs. Alabu Dokiari

Idama Youth Focus Group

Benibo Festus T.
Alabo Ibariowua
Douglas Marshall
Obene Ngowari Star
Akuma Dokubo
Ibigberena-a Christopher
Dabiri Fiyaboyemonima
Tom-George Fidelis
Ibiba Amos
Soye Dokubo
Esther Amos
Alabo Dokubo
Soibifa-a G. Horsefall
Ikebiokoroma Dateme
Ibroma E. Dateme
Ada Soala
Gift Alabraba
Osuonokmen Gina
Innocent Karibo
Okorite Van Virgin Patrick G.P
Wilson A. Wilson (Sky Boy)
Obutuboba Igbani
Peace Dokubo
Pre Second
Isreal Sopakiriba
Basoene Briggs
Wisdom C. Bagshaw
Ibiba A. Harry
Stephen Oyibo
Jim Ibiba
Godwin Emmanuel Dodo
Okejeinyetoma-ma Boma Amos
Alex Tom-George
Freddy Nelson
Iketima B. S. Igbani
Dearson Dokubo
Ruth Alalibo
Obene Alalibo
Princewill Pepita
Clementine Charles
Dakoru Dodo

Kingley S. John
John Johnson.

JISIKE

Obeabor Women Focus Group

Dorothy Onwuegbu
Theresa Ama
Dominica Ekejiuba
Ruth Agbasiere
Matilda Uwamalam
Dorothy Umezurike

Obeabor Youth Focus Group

Nzekwe Collins
Paschal Mma
Onwuegbu Emmanuel
Nwodu Friday
Ukachi G. Ikechukwu
Amechi Ekezie
Stephen C. Ukachu
Echerebo Kyrian
Ikechi Duru
Ihenacho Ifeanyi
Onyekwere O. Paul
Ogbonna Nwachukwu
Duru Tochukwu
Nwigbo O. Innocent
Duru Uchenna
Okechukwu Okpa
Ajaebionwu Jonathan Ugochukwu

Obeabor Men Focus Group

Chief G. H. Ihenacho
H.R.H. Eze O. A. Okorowu
Chief Raymond Agbasiere
Mr. Nicholas Okorowu
Chief G. I. Obasi
Chief Romanus Onwa
Engr. Ugochukwu Okuwa
Com. Obiagwu Damian
Mr. Chidi Benson
Mr. Emma Onwuegbu
Mr. Raphael Okereke

Mr. Nlemchukwu Moses
Mr. Igwe Joseph
Mr. Orji Bartholomew
Mr. Ihenacho Cyril
Mr. Alexander Nnadi
Elder. Onwuegbuchulam Erie
Chief Onumajuru Fidelis
Chief Godson Onuigbo
Chief Christopher Ajaebionwu
Chief George Anyanele
Mr. Obasi Hyacinth
Mr. Okebata Samson
Mr. Onuigbo Lawrence
Mr. Onyia Pius
Pastor Onwuguzo Felix
Mr. Nwoke Samuel
Darugo Solomon
Calistus Ononiwu
Mr. Ogbonna Nichola
Mr. Okebata Azubuike
Mr. Ajaebionwu Jonathan Ugochukwu
Mr. Ogbonna Paschal
Mr. Duru Uchenna
Mr. Nwaigbo Innocent
Mr. Amadi Ekezie
Mr. Nwodu Friday
Mr. Duru Ikechi
Mr. Ihenacho Ifeanyi
Mr. Onyekwere Paul
Mr. Nma Paschal
Mr. Ukachu Ikechukwu
Mr. Ukachu Stephen
Mr. Ogbonna Nduchukwu
Mr. Nzekwe Collins
Mr. Eherebo Kyrian
Mr. Onwuguzo Eziohiru

Umunwama Community Focus Group

HRH. Eze .C.NWOSU
Chief M.Emealorowa
Evang D Nwabueze
Chief G.S Iheanacho
Chief Orji Ruben
Chief A.Ugboego
Obioha Livinus
Desmond Nwoke

DR Egwuagu Felix
R. Ohajiako
B.Onyenagorom
Udoka Philip
Akubwo G
Desmond Ngbuelo
MR Ambrose
Enwere Collins
Nlekwo Pius
Nnamaken Charles
Nlelepwo Kevin
Lady.Opara Dorathy
Mrs Ibe Rose
Ameachi Hycienth
Obilor Ifeanyi
Ifeanyi Nlelepwo
Ogbomna
Onumea Stephen
Jessiah Okunbee
Abanigwe Ikema
Amaefula Nathaniel
Enwere Chibuike
Ameachi Sistus
Ngeme Osuala
Ozor Desmond
Nwoke
Ikemna Mmaetu
Hon Osuala Cyril
Gabriel Uchema
Nwele Ifeanyi
Ukah
Chijoke Ihekibie
Akabueze Onyekeli
Nwodu Simeon
Nwakor Aloysiou
Lady Eweleke Ngozi
Chinedu Nwosu
Mrs chikodi
Nwaogbede Clatus
Samuel Nwokee
Pius Obioma
Pst. Chris Egwuagu

KULA

Kula Community Focus Group

Rev. O C Wariboko
Mr Owanate Lilly-Tariah
Mr Meniya George
Igbikis P.T
Christopher Fiberisima
Samuel Kio
Krakra Life
Success Morgan
Jonah Joshua Fab
Innocent G Dabiri
Opu Abalii
Agala Christy (mrs.)
Francis Welsh
Tamuotonye Abraham (Mrs.)
Bertha Eleki
Nye Elekima
Iworima Aberat
ThankGod Mark
Ibitrakoemi Nkuma
Ibigoni Lawson
Asibia Edebo
MacLean Opiribo Davies
Obomate B Moses
Dabiri I G Dabiri
Yellowe Awolayeo Ofori
Akingbade S Tuga
Comfort Dokubo (Mrs.)
Ere M George.

ITSEKIRI

Omadiño Community Focus Group

Capt. Yomere (rtd)
Ambassador Austin Oniyesan
Monday Omagbemi
Tuoyo Mogbeyiteren
Roland Yomere
Hon. Benjamin Iwetan
Dennis Mogbeyiteren

Jonald Ometan
Vincent Ugbameta
Jonathan Ejejigbe
Tunde Omasanjuwa
Rex Clark
Emitoju Yomere
Anetsemi Ugbameta
Pa Milla Oyen
Mr. Ogbe Ukuetejemofor
Mrs. Itse Amoma
Mrs. Tetsoma Metete
Mrs. Yello Itsekiri
Mrs. Esther Omasanjuwa
Mrs. Bemigho Ugbameta
Mrs. Blessing Yomere
Mrs. Olikamu Enasor Yomere

Ugborodo Youth Focus Group

Okotie Anthony
Austin Ogbemi
Richard Arubi
Amoma Obimeyin
Amah Ododo
Lucky Okoro
Stanley Kperegbeji
Chuluro Ejeyi
Dickson Edun
Chuluro Michael
Victor Omaejulile

Ugborodo Men Focus Group

Pat Marcathy Atigbin (Mr)
John Sachi (Mr)
Douglas Omagbemi (Chief)
Ofo – Enokarien Dick (Chief)
Duke Ebiaye (Chief)
Akona (Mr)
Samuel Abugben (Chief)
Orighoye Edegbele (Chief)
Bank Ologho (Mr)

ANNEX 5: Summary Chart of Strengths, Areas for Improvement and Suggestions

GMOU PARTICIPATORY EVALUATION DRAFT FINDING

A NOTE ON THIS DOCUMENT: THIS IS THE DRAFT SUMMARY OF FINDINGS DEVELOPED BY TWO STAKEHOLDER EVALUATION TEAMS THAT MET JULY 29 – AUGUST 8, 2008 IN LAGOS. THE TEAMS ANALYZED NEARLY 90 INTERVIEWS AND FOCUS GROUPS CONDUCTED IN JULY 2008 AND CONSOLIDATED THE FINDINGS INTO THIS DOCUMENT.

COMMUNITY DEVELOPMENT AND IMPACT ON LIVELIHOODS

PERCEIVED STRENGTHS	PERCEIVED AREAS FOR IMPROVEMENT	STAKEHOLDER SUGGESTIONS
GMOU has placed emphasis on sustainable community development , shifting away from handouts.	Many people still expect compensation such as cash , but this has largely stopped from CNL and contractors. This is a major source of conflict. Expectations include homage to elders, contracts and payments to community executives and youth, sitting allowances, ghost workers, compensation for environmental disruption, Christmas & New Years gifts?, rent/compensation for landlords etc. Some stakeholders in some communities perceive that the benefit from the GMOU is less than the compensation previously received from CNL and its contractors. In addition, failure to make these payments is perceived by some as a demonstration of CNL's lack of respect for community leaders and members. A few communities have threatened to pull out of the GMOU. Anger and frustration have been heightened by a delay between the end of the old system and the implementation of GMOU projects and benefits.	Need greater knowledge of the content and process of the GMOU. Need to promote an attitudinal change among community members away from personal benefits towards community development. Need to find ways to compensate landlords, show respect to traditional leaders etc.
Process is intended for communities to have ownership of their development (the funds, the decision-making – increased community participation).	Many community stakeholders said they don't feel ownership of the development process under the GMOU and don't feel it is participatory. Many said the GMOU was imposed by CNL. Some stakeholders see CNL as dominat-	Ensure active participation of all community stakeholder groups in the GMOU process. Next negotiation should be "real" and create a proper bal-

GMOU allows communities to identify, express and rank needs (SLA process).	ing decision-making through the CEMB and PRC.	ance of interests.
	Chevron has a “ double-standard ” in communities that have both an on-shore and offshore GMOU process. The offshore GMOU doesn’t have the checks and balances on funds or the development focus of the onshore GMOU. This causes confusion and conflict between RDC leadership and community stakeholders, while undermining the intended shift away from handouts.	Align CNL’s approach. Avoid double-standards.
Projects		
GMOU is producing tangible results which you can see, touch and feel. Many more projects are completed and not abandoned.	Many communities are frustrated about delays in project implementation , eroding trust in the process. Project implementation has been slow. At least one community perceived projects were funded only after it threatened to pull out of the GMOU.	Efficiency and execution of the projects need improvement; reduce bureaucracy in project implementation and approval; there should be clear timeframes for project implementation
Choice of projects is community-oriented (SLA process).	Some communities say projects haven’t reflected their priorities . Communities sensed a big gap between SLA process and actual projects, and don’t understand the process for selecting projects by RDC	
Development under GMOU is more cost-efficient – doing more with less money	Lack of provision (funds) for capital-intensive projects , e.g. sand-filling, dredging and electricity	Coordinate with NDDC, Padecs etc. to undertake these projects. Advocate for them. Manage expectation of communities about GMOU’s capacity to do these projects.
GMOU has helped to build community capacity for project planning, execution, delivery and management		
GMOU has mechanisms for transparency and accountability in project management. Improved process of awarding contracts (due process).	Some community stakeholders say RDC leaders are awarding contracts to themselves . This is seen as unfair. Other stakeholders, particularly RDC leadership, said the tasks demanded of RDC executives exceed role of volunteer service. This creates resentment and incentives to find compensation elsewhere, such as contracts.	Need to compensate RCD leadership and build capacity. Compensating leadership will require more funding. Current G&A isn’t sufficient.

<p>There's some contact and coordination between RDCs and NDDC and state government agencies around development efforts.</p>	<p>Contact with government and other development actors is minimal in most instances, and where contact exists, the contribution of other actors is minimal.</p>	<p>More coordination w/ government for proper project planning (i.e., to build a cottage hospital, need government to guarantee personnel, equipment, etc)</p>
<p>Employment, contracts, human capital development</p>		
<p>Some stakeholders said the GMOU has been a vehicle for improved community employment by CNL and scholarships.</p>	<p>Many stakeholders said they thought the overall level of employment and scholarships was insufficient and not "fair," considering the benefit CNL was obtaining from operating in the communities. Some community members said employment by CNL and CNL contractors hasn't improved under GMOU or has diminished. These communities usually said they obtained more job slots when they had direct access to CNL and CNL contractors. Several community stakeholders said they thought employment and scholarship weren't distributed fairly under the GMOU and were going to people outside of the community. Some stakeholders said they believed RDC leaders were selling scholarships and job slots. Some RDC leaders said CNL didn't give them enough control over employment issues to respond to community demands.</p>	<p>Clarity about CNL employment policy and local content. Clarity about scholarship decisions.</p>
<p>Many stakeholders said GMOU projects provided economic opportunity for local community contractors.</p>	<p>Some stakeholders said project contracts were awarded to people living outside the community, defeating purpose of local community content.</p>	<p>Clearer guidelines on local content policy (i.e., defining local content) and implementation.</p>
	<p>Some stakeholders said the GMOU should provide more focus on human capital development in addition to infrastructure</p>	<p>Systematic and continuous capacity-building on human development.</p>
<p>Some GMOUs are providing micro-credit, a particularly important development tool for women.</p>	<p>Many women stakeholders said micro credit programs were insufficient or lacking. These stakeholders said micro credit was one of the few ways to give women economic opportunities.</p>	<p>Micro-credit schemes should be a mandatory focus of RDCs. Equipment and supplies such as fishing nets, boats etc could provide more impact than cash.</p>
	<p>Cultural events are not funded under GMOUs – threatening traditions</p>	

Environmental impact & Other	
	<p>Environmental issues & degradation (dredging, contamination, spills, salt water inflow) are important to many stakeholders and aren't sufficiently incorporated into the GMOU scope. These environmental issues have impacted/destroyed livelihoods. Some stakeholders said GMOU prevents the RDC from getting involved in other important issues such as land disputes and the support of culture.</p> <p>GMOU should better address environmental impacts. GMOU/CNL should provide alternative livelihoods when environment damage has ruined previous livelihoods. Some participants said funding would have to increase for the GMOU to take on these functions (and the GMOU may not have the capacity to do that.) Some stakeholders said these issues should remain outside the scope of the GMOU</p>

FUNDING

PERCEIVED STRENGTHS	PERCEIVED AREAS FOR IMPROVEMENT	STAKEHOLDER SUGGESTIONS
AMOUNT, CRITERIA FOR DISTRIBUTION, ETC		
People are gaining awareness about the development around them and requesting clarity about the adequacy of funding and criteria.	Almost all stakeholders, including CNL, said funding levels were insufficient for the need. Expectations are very high around funding. All stakeholders said there is a lack of clarity on various funding issues such as: what is 'enough' funding overall for the GMOU to address perceptions of inequity and how do you fairly distribute it among RDCs. These funding issues are a major source of conflict, confusion and suspicion between communities and CNL and across different RDCs.	Need for an increase in funding levels. Need to spell out criteria for allocation and communicate it to all stakeholders. Overall, need to embed a sense of justice and equity into the structure and design of the GMOU process
	Current funding doesn't allow for capital-intensive projects (see above)	Coordinate with NDDC, Padecs etc to undertake these projects. Advocate for them. Need to manage expectation of communities about GMOU's capacity to do these projects.
Some RDCs have begun	RDC is 100% funded by CNL , raising questions about its sustainability .	Need increased participation and input from government representatives. Need

<p>to approach NDDC and state development agencies to find funding support for projects.</p>	<p>Government is funding almost no RDC projects. There is no alignment with LGA development planning. International donors aren't involved in the process. The role of NNPC in funding isn't clear to stakeholders.</p>	<p>for government funding for projects. Need for promoting GMOU to donors (who want to see GMOU aligned with LGAs.) This effort should be led by the RDCs, which may need to be supported with specific capacity-building to be able to approach donors effectively. Critical role for NGOs as trusted intermediaries with international donors, and in RDC capacity-building. Government can also help RDCs approach donors. CNL can help RDCs engage state government, NDDC. CNL likely to be less effective engaging international donors, because CNL looks like deep pockets seeking support for pet projects. However, CNL can help get big players involved (NDDC, donors, state governments) through awareness-raising, big commitments. If CNL wants others to contribute, set that expectation at the beginning and invite them to a launch of the process. The name "GMOU" may prevent others from getting involved, because GMOU is perceived as a 'Chevron-owned' process. State Governments should have a special role: They are signatories to the GMOU (i.e., tripartite agreement between CNL, RDCs and State Govts)... yet state government is not participating or contributing funds to the effort. They ought to be putting funds into the process. This is part of their role, not an additional role, but they don't see it that way.</p>
<p>GMOU funding mechanism avoids NAPIMS funding delays and loss of budget at year-end. This helps to ensure project continuity.</p>		
	<p>The checks and balances involved for releasing funds create significant bottlenecks and delays in project implementation. Some stakeholders said that some govern-</p>	<p>Specify and improve upon timing of release of funds. Reduce bureaucracy in releasing funding. Create dedicated fund for CEMB, PRC etc. to speed up their functioning. Have greater clarity of CEMB, PRC etc</p>

	ment officials who are signatories to release funds demand “tips” (i.e. bribes) before signing. Current funding of CEMB, PRC etc by CNL lacks transparency, slows the process and increases CNL’s control of GMOU.	funding. The government signatory should be a senior career civil servant, not a politician.
	CNL contractors are not contributing to RDC funds and not making direct contributions to communities under the GMOU, yet they continue to impact and work in the communities. There is a perception that contractors are no longer contributing to the communities they impact. Some communities perceive RDCs are short-changing them around the number of employment slots needed by contractors. RDC leaders attributed this perception to bad communication between all parties.	Need to show how contractors are contributing to the communities. Some stakeholders suggested CNL contractors should contribute to the GMOU or resume direct payments to communities. There should be greater transparency around employment slots from contractors.

INCLUSIVENESS, PARTICIPATION AND REPRESENTATION

PERCEIVED STRENGTHS	PERCEIVED AREAS FOR IMPROVEMENT	STAKEHOLDER SUGGESTIONS
Women		
GMOU vision is to include all stakeholder voices. (Participants said the GMOU evaluation process has brought out women’s voices.)	Most stakeholder groups noted that women are underrepresented and largely excluded from the RDCs and GMOU process. Women expressed frustration and anger over their exclusion, as well as a strong desire for more information and to be more involved in the RDCs and RDC decision-making. RDCs have no women executives and few or no women members. Women said their inability to be part of the process directly restricts their access to economic opportunities and benefits. Many stakeholders viewed the exclusion of women as a lost opportunity to tap them as a resource to promote development. Women said they are the community members most interested in improving community livelihoods and environmental issues. They also said they are non-violent and have entrepreneurial skills. Stakeholders	Improvement of women’s participation and representation. Inclusion of women in RDC leadership, decision-making, information sharing, access to benefits and project implementation. Potentially a quota is needed, or a percentage. Potentially a special women’s committee in the GMOU process.

	said that one reason women aren't represented in the RDCs is a culture in the Niger Delta of excluding women from local community governance. The region is in a process of cultural change around this issue. There are strong women leaders in the communities, yet often the few women RDC representatives aren't among them.	
Youth		
Youth play an active role in some RDCs. GMOU vision is to include all stakeholder voices.	Youth were the community stakeholder group that expressed the most anger and frustration over the GMOU. Youth in several communities said they are not benefiting enough from it. Youth in some communities said they want to pull out of the GMOU and regain direct access to CNL and its contractors to negotiate security contracts, employment, scholarships etc. A primary concern of youth is employment generation and some youth said there are fewer jobs from surveillance contracts under the GMOU. Youth also said they are concerned about the leadership selection process of the RDC.	Increase outreach and awareness among youth. Peace bonus funds should be largely focused on programs for youth (training etc.). Transparency in leadership selection
Traditional Leaders		
In some RDCs, traditional leaders are supportive and/or involved.	Many traditional leaders said the GMOU had blocked direct homage payments from CNL and its contractors. They said the GMOU should not replace this direct access. Some perceived a lack of respect on the part of CNL and its contractors, and felt marginalized. Some stakeholders said homage payments have a cultural component in addition to the funds themselves. Some traditional leaders expressed interest in greater involvement in the GMOU process. Stakeholders said traditional rulers can be major actors in maintaining peace.	Involve traditional leaders in GMOU process. Find ways to make culturally appropriate homage payments. Welfare scheme for elders.
Other		
SLA and CDP are powerful tools within the GMOU process for capturing community voices.	SLA documents are often seen as a CNL document as opposed to an expression of community voices. Community Development Plan hasn't been linked to government devel-	Need for periodic review of SLA and CDP to capture real and emerging realities. Need for greater education and orientation

	opment planning.	around the SLA/CDP process. Need to use them as planning tools.
		One government stakeholder suggested renaming the GMOU to "Participatory GMOU".

TRANSPARENCY, COMMUNICATION AND INFORMATION SHARING

PERCEIVED STRENGTHS	PERCEIVED AREAS FOR IMPROVEMENT	STAKEHOLDER SUGGESTIONS
Transparency & communication		
GMOU process is perceived as significantly more transparent than anything that came before it by many stakeholders. The governance model has improved transparency and accountability specifically on project approval, monitoring, contract awards and administration of accounts. Stakeholder expectations around accountability and transparency have also been raised	Many community stakeholders perceived a lack of transparency in the GMOU process. Conflict, including violent conflict, has occurred when communities perceived this lack of accountability and transparency from RDC leadership. Some stakeholders perceive corruption in the system, such as the "tips" (i.e. bribes) demanded by government representatives to sign-off on funding, and perceptions that RDC leadership awards contracts, employment slots, scholarships etc. to themselves or family.	Greater transparency and accountability from RDC leadership is critical for the success of the GMOU.
The GMOU process has a built-in mechanism for feedback from RDC to communities and vice versa (annual general meetings, town hall meetings etc). Stakeholders that had the greatest understanding of the GMOU typically were its strongest supporters. In at least one RDC, members need to live in the communities.	Overall, most stakeholders said there was very poor communication between the RDC and grassroots stakeholders . Many community stakeholders said they received little or no information about the GMOU process, its intent, the RDC and development efforts. Communication gaps were a significant source of disenchantment and confusion about the GMOU process and CNL's relationship with the community. One communication problem cited in several interviews was the fact that RDC secretariats are located in the cities, not in the communities. Some stakeholders said communication channels previously held directly with CNL are now	Need to dramatically increase communication between the RDC and community stakeholders. Need for dedicated communication funds (perhaps out of the project account) and incorporate a comprehensive, systematic communication plan that cuts across the GMOU and ensures feedback to the communities. Need for more in-depth education around the content and provisions of the GMOU process. Create RDC liaison offices in the communities. Have RDC members live in the communities. Do evalua-

	blocked.	tions more often than every three years. Several community stakeholders said CNL should maintain communication with communities. Other stakeholders said that would defeat the purpose of the GMOU.
	Several stakeholders said the GMOU document is ambiguous and cumbersome, making it difficult for many people to understand.	Need for outreach and education on contents of GMOU in a simple format – local language.
Clarity of roles and coordination		
GMOU document defines roles and responsibilities of CNL and communities. There is some coordination with NDDC and state government agencies. NDDC engineers are providing technical expertise to some RDCs. The GMOU process has created some awareness among government stakeholders of community needs and issues through the SLA process.	Involvement of NDDC, state government and LGAs in the GMOU is seen as minimal and inadequate by many stakeholders. This impedes greater development coordination, sustainability of projects and government buy-in into the process. One problem is lack of clarity of government’s role in the GMOU process. NAPIMS is largely absent. Long-term connection between the RDC process and government is unclear.	Need to engage NDDC, state govt (Padecs) and LGAs more and increase their involvement and commitment to the process. Need greater of clarity of roles and responsibilities of all stakeholders. Need to involve NAPIMS, because of their decision-making power around funding. Donors want RDCs linked to LGAs.
	GMOU is perceived as a CNL process. International donors have shied away due to concerns the process is an “oil company effort” that may be making matters worse. Hasn’t coordinated with other similar efforts by SPDC and others.	Need stronger relationships with donors and other development actors and to reduce CNL’s perceived dominance. Give community representatives more votes on the CEMB.
At least one RDC said it has found ways to create synergy with existing community governance structures.	Several stakeholders said there’s a lack of clarity and sometimes conflicts between the RDC and existing community governance structures. Existing community representatives feel the RDCs are taking away their power.	Strengthen the relationship between existing community governance structures and those created by the GMOU process to facilitate synergy, avoid conflict and competing governing structures.

GOVERNANCE & LEADERSHIP

PERCEIVED STRENGTHS	PERCEIVED AREAS FOR IMPROVEMENT	STAKEHOLDER SUGGESTIONS
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<p>GMOU has checks and balances. (CEMB, PRC, ACC etc)</p>	<p>Decision-making in CEMB, PRC etc. seen as cumbersome (hard to track down members for meetings, signatures etc.) Some RDC stakeholders said some government members of committees demanded “tips” (i.e. bribes) for signing documents and checks. CEMB and its sub-committees are perceived by many stakeholders to be dominated by CNL.</p>	<p>Reduce bureaucracy in releasing payments. Created dedicated fund for CEMB, PRC etc to speed up their functioning. Have greater clarity of CEMB, PRC etc funding. Have government closely involved, but not holding the process hostage. Use senior civil servants as signatories rather than politicians. Need higher-caliber government representatives involved in the process.</p>
<p>GMOU has helped to build RDC leadership’s capacities for project planning, execution, delivery and management.</p>	<p>The tasks demanded of RDC executives are perceived to exceed role of volunteer service. This creates resentment and incentives to find compensation elsewhere, such as contracts. The complexity of running the RDC is not fully appreciated (“overseeing 20 communities with one structure where 20 structures used to exist”.) RDC leaders said they would benefit from additional capacity building to better perform their roles.</p>	<p>RDC leadership should be compensated and have appropriate skills for the role. Capacity-building of RDCs should be emphasized in GMOU.</p>
<p>RDC is designed to reflect community interests through representatives. Some stakeholders said the GMOU process has promoted more accountable community leadership and brought out consciousness of good leadership attributes among community members. At least one RDC requires members to live in the communities.</p>	<p>Stakeholders in many communities said they didn’t feel represented by their RDC leaders. This was especially the case among youth and women. Many community stakeholders said their RDC leaders didn’t live in the communities, but rather in the city. The process for selecting RDC leaders varied. Some stakeholders expressed regrets about agreeing to sign the GMOU and putting their trust in initial RDC leadership. Some stakeholders said they felt CNL imposed current RDC leadership. Many RDCs are perceived to have unclear or weak internal policies around tenure.</p>	<p>More democratic selection process. Leadership needs to be more responsive to the community. Potential leadership criteria: living in community, integrity etc. Establish liaison offices or officers. Clearer rules and guidelines around tenure.</p>
	<p>Many stakeholders are concerned about conflicts that may arise from leadership transitions. RDCs don’t have a clear process</p>	

	around tenure and leadership transitions.	
Provision for review of GMOU (renegotiation) will allow for improvement of GMOU process.	There is little awareness about how the re-negotiation will take place.	External observers could support re-negotiation process, improve transparency of process. Negotiation should be “real” this time, incorporate community views.
GMOU governance model promotes effective utilization of funds.	Some stakeholders said they sense RDC leaders put personal interests above community interests (awarding contracts to themselves etc.)	
Some RDCs have begun the process of registering as a legal entity with the CAC. This is intended to show clearer governance structures and clear a hurdle for involvement from donors. At least one RDC has obtained CAC registration.	RDCs have run into problems registering with the CAC because of the name “council”.	Registering with the CAC may enhance governance mechanisms by forcing RDCs to clarify bylaws etc., as well as open the door to donor involvement.
Several RDCs have secretariats that serve as an institutional headquarters for their activities.	Many community stakeholders said they felt disconnected from the RDC because the secretariats are located in the cities (Warri, Port Harcourt etc.), not in the community.	Many community stakeholders suggested creating RDC liaison offices or officers in the communities.
The GMOU envisions community ownership of the process and in a few communities, this has developed.	RDC structure and decision-making isn’t linked to existing community governance and leadership structures. This can create conflict since community leadership feels threatened by RDC; it is also a lost opportunity to link RDC more tightly with the community and ensure ownership.	Find ways to link RDC with existing community governance structures.
The GMOU provides a framework for effective coordination of the activities of stakeholders in the CNL area of operations. There’s some contact and coordination between RDCs and NDDC and state government agencies around development efforts.	Contact with government and other development actors is minimal in most instances, and where contact exists, the contribution of other actors is minimal. Government is failing to play its role of coordinator and driver of the development process.	More coordination w/ government for proper project planning (i.e., to build a cottage hospital, need government to guarantee personnel, equipment, etc.)

RELATIONSHIPS, PEACE BUILDING AND CONFLICT

PERCEIVED STRENGTHS	PERCEIVED AREAS FOR IMPROVEMENT	STAKEHOLDER SUGGESTIONS
<p>Overall, a large number of stakeholders said the relationship between CNL and communities has improved under the GMOU. CNL, RDC leadership, government and some community stakeholders noted this improvement.</p>	<p>Other community stakeholders, particularly youth, said the GMOU had worsened relations with CNL. Some stakeholders in some communities said they wanted to pull out of the GMOU and expressed anger at CNL over the process. One prominent “host” community has never participated in the GMOU and sued CNL over the process. Some stakeholders said they felt offended by losing direct access to CNL under the GMOU. These stakeholders said that the previous system of distributing benefits directly was symbolically important.</p>	<p>Re-establishing CNL linkages to the communities can be done, but must be done in a way that does not undermine the broader intent and principles of the GMOU process.</p>
<p>CNL said its operations have improved: No community-sponsored attacks on facilities; projects done quicker due to fewer community meetings.</p>	<p>Some stakeholders are in a “wait and see” mode on seeing positive results from the GMOU. These stakeholders are in potential flashpoint communities.</p>	<p>Ensure a sustained and effective communication and information flow to communities.</p>
<p>GMOU has built trust between CNL and communities through continuous engagement as well as community ownership of development, contracts, and benefits.</p>	<p>Trust is eroded when communities become frustrated by delays in project implementation, particularly the long gap between the SLA process and project implementation. Some community stakeholders are disillusioned with the process. Some community members, particularly traditional leaders and youth, in several communities said they are frustrated by their lack of direct contact with CNL.</p>	<p>Greater communication about and transparency around the entire process. Some stakeholders suggested CNL have greater involvement in community. Some participants said resuming direct contact would defeat the purpose of the GMOU.</p>
	<p>Stakeholders identified several sources of significant conflict within the GMOU process (see above for details): 1) Transition to sustainable development from handouts and compensation; 2) lack of clarity on funding decisions and a sense that funding is inadequate; 3) decisions around employment, contracts and scholarships; 4) perception of exclusion of key community stakeholders such as traditional rulers, youth and women; 5) lack of transparency by RDC leadership; 6) communication gaps be-</p>	

	tween the RDC and communities; 7) leadership transitions 8); double-standard from CNL with onshore and offshore GMOUs, 9); an overall sense that the GMOU represents change and many resist.	
GMOU calls for a conflict resolution committee.	CRCs are non-functional in most RDCs. Many stakeholders say the GMOU process lacks functioning mechanism for dispute resolution that reflects realities on the ground. CRC process seen as too long.	Activate and energize the conflict resolution mechanism through capacity-building, constitution of members and networking with government security
The Peace Bonus in some places has had a positive impact and promoted peace.	The way the Peace Bonus is calculated and paid is a source of conflict. Some people who perceive they keep the peace said they don't feel they are receiving the benefit of the peace bonus. Stakeholders said there's a lack of clarity around determining what constitutes a disruption, the facts of specific incidents and the amount of deduction for any given disruption.	Some stakeholders said the peace bonus should be paid entirely into the G&A account, or distributed directly as cash into the community. Other stakeholders suggested special criteria for spending the peace bonus and argued against distributing cash. Peace bonus needs to be structured so that people feel, see and touch the benefit.
Some stakeholders said inter-RDC interactions and dialogue has enhanced inter-ethnic relationships.	There is some rivalry between RDCs about funding and other issues.	
GMOU has united some communities , giving more strength of voice and benefits.	GMOU has brought division and anger between some communities and RDC leadership.	
GMOU has the flexibility to include additional communities that feel left out.	Tensions have arisen in some RDCs regarding which communities are included in the GMOU. Also, some communities are grouped together as a single unit under the GMOU, and want to split into multiple units to obtain more funding.	Clear guidance as to which communities are covered as satellite communities. Some communities that previously produced oil, or are impacted by production, or are experiencing exploration should be included. Donors said oil companies should move away from the host community concept all-together.
	There is little interaction between	

	all 8 RDCs today. Some stakeholders are concerned there may be conflicts during the re-negotiation if RDCs don't coordinate and organize together.	
	One stakeholder said people of his ethnic group didn't hold any senior positions inside CNL , which meant no one in the company was looking after the group's interests. Overall, employment slots was common source of conflict.	Create slots for community people to rise up as senior management inside CNL.

Notes from participants:

- 1) Many participants noted that this summary of findings attempts to capture the intensity of emotion expressed in interviews and community focus groups. Participants didn't want to lose that emotional component in this summary.
- 2) Several participants suggested that some views expressed in the interviews and focus groups contain exaggerations and/or misleading statements. Participants suggested that these types of comments may reflect a "personal agenda" by the interviewee regarding the GMOU.
- 3) Some participants said they were frustrated by a lack of detail in some interviews, which they attributed to the limitations of using a questionnaire, the failure of interviewers to ask appropriate follow-up questions, or a lack of knowledge among certain interviewees.
- 4) Several stakeholders said that a good way to address the above Areas for Improvement would be to use the findings of the evaluation and implement suggested improvements.
- 5) One area not captured in the data was the day-to-day functioning of the RDCs, eg their staff, offices etc.
- 6) Some participants said Transparency & Accountability and Corruption should be broken out as separate subject headings to reflect their importance. Another participant said women's role in the GMOU (and exclusion from the GMOU) should be its own heading apart from Inclusiveness, Participation & Representation.
- 7) Several participants and members of the data collection team wanted to highlight the fact that government (LGA, state NDDC etc) was noticeably absent in most of the communities. This was relevant to the GMOU because it showed that government wasn't playing its development role, increasing the pressure on CNL to step into this void.
- 8) In some instances there were significant differences in opinion about what is actually happening on the ground. For instance, one donor interviewee stated that CNL was paying militants to protect its facilities, while several other stakeholders said that wasn't the case. The workshop did not attempt to resolve these different views about the "facts."
- 9) Several participants said external threats to the GMOU are not adequately addressed in this summary document. Examples are illegal bunkering, pipeline vandalism, chieftaincy tussles, military presence and militant activities. Another threat is inefficient administration of Local Government Authorities. This is a potential source of conflict and could negatively impact on RDC administration.
- 10) Some participants said it was important to separate the views expressed in the interviews from the views shared by participants during the workshops.
- 11) Some participants said RDCs have individual peculiarities: a strength in one may be a weakness in another. We should be cautious about making generalities.