



FOUR-YEAR STRATEGY 2015-2018

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We would also like to acknowledge the vision and foresight of OGP's founders, who originally articulated the powerful mission and solid governance structure that propelled OGP's rapid growth and continues to guide us in this next phase of consolidation and delivery.

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EXECUTIVE SUMMARY

The Open Government Partnership (OGP) is a multi-stakeholder initiative focused on improving government transparency, accountability and responsiveness to citizens. OGP brings together government and civil society champions of reform who recognize that governments are much more likely to be effective and credible if they open their doors to public input and oversight.

In just three years since OGP's launch, its membership has grown from 8 to 64 countries, with hundreds of civil society organizations participating in the OGP process at the country-level. OGP countries represent one third of the world's population and have made more than 2,000 open government reform commitments. In their first year as OGP members, five countries passed new or improved Freedom of Information legislation, four undertook reforms to improve transparency in public expenditure, two enacted political finance reforms, and three developed new initiatives to strengthen corporate accountability.

Given the many challenges associated with opening up government, this track record has surpassed most expectations for what OGP could achieve in such a short time frame and with such a modest investment of resources. The breadth and depth of participation, level of political commitment, and number of actual policy reforms in progress, make us optimistic about the potential of the OGP platform to be used for lasting impact.

OGP's rapid growth indicates that this may have been the right approach at just the right time. From Brazil to Tunisia to Malaysia – and numerous places in between – there is a groundswell of popular demand for more honest and responsive government. Governments increasingly recognize that openness is the way of the future. If they don't keep up, they will govern less effectively and efficiently, solve fewer problems, and rapidly lose credibility in the eyes of their citizens. Both sides want action, not words, and that is where OGP comes in.

At the national level, OGP introduces a **domestic policy mechanism** through which government and civil society establish an ongoing dialogue on the design, implementation and monitoring of the commitments included in their OGP national action plan. At the international level, OGP provides a **global platform** to connect, empower and support domestic reformers committed to transforming government and society through openness. What makes OGP unique is how the

national action plan provides an organizing framework for the **international networking and incentives** that OGP provides.

OGP action plans introduce a regular cycle of policy planning, implementation and monitoring results. Each stage in the cycle presents an opportunity and obligation for governments to engage with civil society to seek their input and feedback.

Of course, open policymaking is messy, and rarely linear. In working together to develop their OGP commitments, both governments and civil society must take risks and make some compromises. Civil servants open up the doors of government and recognize that good ideas can and must come from outside. Civil society, in turn, accepts that shifting bureaucracies is not easy, and that collaborating with government requires pragmatism, patience and flexibility. It is hard work, but makes a transformative shift when both sides change their way of doing business.

Government champions of reform are also constantly working to overcome resistance within their own bureaucracies. OGP gives them a framework to advance and institutionalize a more coherent reform agenda across different government agencies, and to encourage their own colleagues to deliver. High-profile OGP events serve as an action-forcing mechanism for government officials to meet deadlines or announce ambitious commitments, since they don't want to show up empty-handed. When it's time to submit a self-assessment report to OGP, the ministry in charge of OGP uses the opportunity to require status updates from other government agencies with responsibility for specific commitments. And when their IRM progress report is published, many countries take the initiative to organize public events to discuss the findings.

For all these reasons, OGP action plans are the anchor that keeps our international discussions grounded in actions, not words. That said, if OGP were about action plans alone, it would quickly become a boring, technocratic exercise of decreasing relevance. Judging from the atmosphere of last year's London Summit, it is clear that OGP is anything but that! This movement of open government reformers has an incredible energy and dynamism that we must continue to fuel and tap in order to drive progress.

First, we need to shore up high-level political support and commitment for OGP in participating countries. This

requires building a stronger external communications function within the Support Unit to raise OGP's profile, strengthen our brand, and mobilize Steering Committee members to act as external ambassadors for OGP. We will also invest more in research and learning to document and showcase tangible results on the ground. Finally, we will strategically link OGP to high-profile global policy debates where key open government principles are at stake (e.g. the post-2015 development framework).

Second, we need to do more to support and empower the civil servants responsible for implementing open government reforms. High-level political commitment is critical, but many reformers also need both technical and moral support. Reform-minded civil servants see OGP as a resource in connecting with their counterparts around the world to seek ideas and inspiration. Over the next four years, OGP will work to broaden its community of reformers and increase these opportunities for peer exchange, including through regional and thematic networks. This should not be a hub and spoke model, but instead a truly networked approach where OGP provides a platform, but connections are made in multiple, decentralized ways.

Third, we need to strengthen civil society engagement in OGP, particularly at the country-level. The more civil society is engaged and has a genuine role in the process, the more likely it is that OGP commitments will be ambitious, shared priorities, and that they will be implemented. Recognizing the enormity of this task, OGP has a dedicated Civil Society Engagement Team focused on achieving this goal. Regional coordinators will help ensure that local civil society leaders in member countries have the information and tools they need to get involved. At the global level, this team will work with civil society Steering Committee members to expand OGP's outreach to global coalitions that can use the OGP framework to advance their advocacy goals.

To promote accountability and continuous improvement at the country level, OGP provides various incentives to all three sets of actors (political leaders, civil servants, and civil society). While the most important accountability mechanisms to strengthen are those that operate *within* a country, OGP helps to strengthen these mechanisms by providing information and incentives from outside.

In joining OGP, governments agree to be held publicly accountable for progress in delivering their commitments. OGP's Independent Reporting Mechanism (IRM) provides regular, objective reports on progress and publishes its data and findings for anyone to use. The primary goal of these reports is to promote dialogue and learning at the country level. They also close the accountability loop by publicly documenting the status of OGP implementation. In addition to the IRM reports, OGP mobilizes other types of incentives, including diplomatic outreach to

congratulate or 'nudge' individual countries, action-forcing global events where countries report on results, and the annual Open Government Awards to reward success and innovation.

In assessing progress to date, it is important to go in with realistic expectations. From the outset, OGP's founders recognized and accepted that not all countries that choose to join would take OGP seriously, and that opening up government will always be fraught with political challenges and setbacks.

Early signs of progress indicate that OGP has significant momentum, and that the model is sound, though often not well understood. The interaction between the domestic policy mechanism (OGP action plans) and the international platform (networking and support) is beginning to catalyze important reforms in a small but diverse group of countries. These reforms include the passage of landmark access to information legislation, as well as fundamental improvements to policies and regulations governing asset disclosure, budget transparency, procurement, civic space, and release of government data sets.

While the quality of OGP action plans is variable, there are hundreds of new open government initiatives around the world that were inspired by OGP. Many of these new initiatives have been assessed as 'potentially transformative' by the IRM. In their first year of OGP participation, 43 countries fully implemented a total of 270 open government commitments. A number of countries working on their second OGP action plans are making important improvements from the first round, signalling that the IRM reports are being taken seriously.

Given these promising early results, OGP's leadership believes we need to take a long-term view, shore up our support, and make some necessary improvements to truly deliver on OGP's potential. This will require a careful balance between getting the basics right and continuing to evolve and innovate.

First, getting the basics right. Member countries need to know exactly what is expected of them; OGP guidelines and deadlines must be clear and consistent; and IRM progress reports must be accurate, useful and on time. We need to have sufficient information on the status of implementation in all member countries to know when outside support from OGP or one of its partners may be needed. There will always be competing priorities, but the Support Unit and IRM must stay focused on effectively providing these core services to OGP countries.

At the same time, OGP must continue to build momentum and assert leadership as part of a broader global movement for more open and responsive government. To do this, we are exploring several possible

approaches to bring new actors and new innovations into the OGP community. This may include encouraging more countries to pilot commitments in their next OGP action plan from different levels of government (e.g. states, cities) or other branches of government (e.g. legislative, judiciary).

In conclusion, these are long-term challenges that in many places require a fundamental shift in the way government operates. We cannot expect changes overnight, and we should have realistic expectations about how many countries will succeed. If even one third of OGP countries do something new and important through the OGP platform, that would be a noteworthy contribution for a young initiative that is charting new territory in the sector.

While being pragmatic about time frames, OGP will continue to have an ambitious long-term vision, focused on driving concrete open government reforms that make a real difference in people's lives. To advance this vision, we must now align resources with expectations. This requires a coherent and focused program of work, a capable and committed team (both leadership and staff), and predictable revenue to plan for the long-term.

If we invest wisely and mobilize the right kinds of support, the potential rewards are enormous. More open and responsive governments are much better positioned to identify and solve real problems that people face. There is no time to waste, as populations are impatient for change, and they want to have a voice in the decisions that affect their lives. With a third of the world's population residing in OGP member countries, the benefits will be huge if OGP can help tip the scales in favor of openness.

I. A BRIEF HISTORY OF THE OPEN GOVERNMENT PARTNERSHIP

The Open Government Partnership (OGP) was created to help governments work better and renew public trust in institutions by making government more open and responsive to citizens.

This multi-stakeholder, international partnership was initiated by a group of government and civil society leaders who recognized that people around the world are increasingly demanding more transparent and accountable government. The concept was shaped by a series of consultations in early 2011 between the founding governments and civil society organizations from around the world. OGP formally launched on September 20, 2011 in New York City when eight founding governments (Brazil, Indonesia, Philippines, Mexico, Norway, South Africa,

United Kingdom (UK), and United States (U.S.)) formally adopted the Open Government Declaration and announced their first OGP national action plans.

Since then, the partnership has grown to 64 countries, representing a third of the world's population. Participating governments have made over 2,000 commitments to be more open and accountable to their citizens. With two successful annual summits in Brasilia and London, ongoing implementation and monitoring of more than 50 national action plans, and a vibrant network of civil society and government reformers, OGP has established itself as an influential global movement towards more open and responsive government.

"This is exactly the kind of partnership that we need now, as emerging democracies from Latin America to Africa to Asia are all showing how innovations in open government can help make countries more prosperous and more just; as new generations across the Middle East and North Africa assert the old truth that government exists for the benefit of their people; and as young people everywhere, from teeming cities to remote villages, are logging on, and texting, and tweeting and demanding government that is just as fast, just as smart, just as accountable."

- President Barack Obama, September 2011





OGP'S VISION

OGP's vision is that more governments become sustainably more transparent, more accountable, and more responsive to their own citizens, with the ultimate goal of improving the quality of public policies and services, as well as the level and scope of public participation. This will require a shift in norms and culture to ensure open and honest dialogue between governments and civil society.



OGP'S MISSION

OGP provides an **international platform** to connect, empower and encourage domestic reformers committed to transforming government and society through openness. It also introduces a **domestic policy mechanism**—the action planning process—through which government and civil society are encouraged to establish an ongoing dialogue on the design, implementation and monitoring of open government reforms.



GUIDING PRINCIPLES

OGP governments and civil society participants share the belief that governments perform better when they invite and facilitate public input and oversight. Each government that joins OGP commits to uphold the guiding principles outlined in the Open Government Declaration, including (among others):

We uphold the value of openness in our engagement with citizens, in order to improve services, more effectively manage public resources, promote innovation, and create safer communities.

We commit to increase the availability of information about governmental activities, support civic participation, implement the highest standards of professional integrity throughout our administrations, and increase access to new technologies for openness and accountability.

We will report publicly on actions undertaken to realize these principles, consult with the public on their implementation, and update our commitments in light of new challenges and opportunities.

We pledge to lead by example and contribute to advancing open government in other countries by sharing best practices and expertise.

Our goal is to foster innovation and spur progress, and not to define standards to be used as a precondition for cooperation or assistance.

II. OGP IN CONTEXT

OGP is a response to powerful trends and emerging priorities at the global level, as well as within countries. Some of the most significant insights that shaped the original rationale for OGP, as well as its design, are described here.

A. TRENDS

GLOBAL POLITICS

1. Disillusionment with Traditional Multilateralism:

In the past decade, there has been a growing recognition that traditional approaches to multilateralism are failing to make progress on urgent global challenges, such as advancing world trade talks and climate change negotiations. In this context, many skeptics were arguing that promoting good governance across countries was simply too controversial a topic to be tackled by large multilateral entities such as the UN.

2. Influence of Emerging Economies: Geopolitics have shifted significantly, with emerging powers exercising much more influence in international negotiations through coalitions such as the G20 and G77. Perhaps more importantly, it has become clear that no one country or region has a monopoly on good ideas for addressing complex issues such as government transparency. In fact, innovation often seems most prevalent in societies that are in a state of rapid growth or socio-economic transition.

3. New Thinking About Development: There is a growing consensus that the traditional paradigms of overseas development assistance may have outlived their usefulness. It is now conventional wisdom that good governance and effective, accountable institutions are essential to improving development outcomes for people everywhere. But in recent years, experts and thinkers have also become wary of the power of external support – in the form of foreign aid or loan conditions – to distort the accountability of governments to their own citizens, thereby undermining good governance. This insight

underscores the importance of full country ownership of any effective development initiative.

DOMESTIC POLITICS

4. Citizen Mobilization for Better Government:

The Arab Spring brought the demand for more open, transparent and responsive government starkly into focus. In the Middle East and throughout the world, citizens are increasingly making their voice heard in new ways. A snapshot of protests from Eastern Europe to Latin America shows that a consistent mobilizing factor is the feeling that government is disconnected from the lives and expectations of the people.

5. Tipping Point on Openness: The backdrop to all these changes is the unstoppable momentum of rapid advances in communications technology. Citizens' ability to rapidly share information has loosened states' control on which activities they choose to disclose. It has also made government more accessible to a wider audience and raised expectations on the quality of interaction people expect with their leaders. Governments that do not adapt and embrace the prevailing trend of more openness risk being voted out or even overthrown.

B. AN APPROACH SHAPED BY GLOBAL TRENDS

OGP brings a diverse group of countries together to implement reforms using a shared global framework that offers sufficient space and flexibility for country-driven national commitments. It recognizes that countries come from different starting places and need to apply and interpret universal values within their own national

context, and it encourages the spread of good practices and innovations across countries.

OGP's design responds to the trends described above by incorporating the following core elements:

1. Action-Oriented: *OGP encourages its members to implement meaningful reforms by developing and implementing national action plans.* OGP's action planning process is a practical approach to mobilize country-level progress by those who are actually responsible for implementing open government reforms. OGP national action plans are what make the initiative concrete and progress measurable, setting OGP apart from so-called 'diplomatic talk shops.' In addition, OGP's Independent Reporting Mechanism produces progress reports to help hold countries accountable for progress in meeting the commitments included in their national action plans.

2. Flexible, but Ambitious: *Countries have different starting points, but all commit to stretching beyond current practice and striving for continuous improvement.* To ensure OGP action plans are relevant in the local context and that local officials are committed to implementation, OGP gives country stakeholders flexibility to design a plan that works for them. It does not require countries to meet any particular standard or complete a rigid template in developing their action plans. However, it does require all countries to demonstrate improvement in successive action plan cycles through addressing recommendations made by the Independent Reporting Mechanism. OGP sees its role as helping to drive a race to the top among participating countries. This explains our preference for constructive engagement with a diverse group of countries, rather than exclusively engaging with a small group of top performers.

3. Genuine Partnership: *OGP is a shared and co-led endeavor of government and civil society working in partnership. OGP will only work if citizens demand ambitious reforms and hold their governments accountable for real progress.* Civil society experts therefore must be equal partners in leading and promoting OGP. OGP carves out space for civil society participation at the national level by mandating their inclusion in the design, implementation, and monitoring of OGP action plans. At the international level, OGP is led by a Steering Committee comprised of an equal number of government and civil society representatives. This principle of parity is reflected at all levels in the organization.

4. Country Ownership: *As a global initiative, OGP aims to strengthen, not distort, the accountability of governments to their own citizens.* The strength of the compact between a government and its citizens is one of the most important factors in promoting government effectiveness and stability. OGP believes that the role of the international community is not to supplant the accountability of governments to their own citizens, but to strengthen that accountability by providing a framework for dialogue without trying to shape the outcome.

5. Innovation and Exchange: *No country or region has a monopoly on best practices in open government; we all have something to share and something to learn.* Geopolitics have shifted, emerging economies are increasingly influential, and innovations to promote more transparent and accountable government truly do come from everywhere (North, South, East, West). OGP is committed to maintaining a geographically diverse Steering Committee and promoting equal participation and equal stature among all members.

Three years since OGP's launch, the geopolitical context continues to support the compelling rationale for this model, as evidenced by OGP's rapid growth to 64 participating countries representing one third of the world's population.

Interest at the heart of OGP issues continues to grow. For example, over 1.5 million people from 194 countries have participated to date in the United Nations My World survey to gauge public opinion on priorities for the post-2015 development goals. An honest and responsive government is currently ranked the fourth most important priority for people worldwide, after education, health care, and job opportunities. These results are remarkably consistent regardless of income, geography or gender of the people surveyed.

Just as public demand for more open and accountable governments intensifies, there is a worrisome countering trend of closing civic space and democratic setbacks in many parts of the world. The tension between these competing trends throws into sharp contrast open and closed societies, and further underscores the need for a concerted global effort to tip the scales in favor of openness.

III. EARLY RESULTS

OGP's first three years have surpassed most expectations for what an initiative like this could achieve in such a short amount of time and with such a minimal investment of financial resources.

In assessing OGP's early results, it is important to consider the context and time frame for the sorts of reform processes OGP seeks to advance. From the outset, OGP's founders recognized and accepted that not all countries that choose to join would take OGP seriously and that opening up government will always be fraught with political challenges and setbacks. As with all policy-making, these are messy processes, where two steps forward and one step back is often the norm.

Given these challenges, OGP's first three years have surpassed most expectations for what an initiative like this could achieve in such a short amount of time and with such a minimal investment of financial resources.¹ The breadth and depth of participation, the level of political commitment, and the number of actual policy reforms introduced – and in some cases delivered – make us optimistic about OGP's potential for lasting impact.

This section briefly outlines some of OGP's early results in two broad categories. First, as described in Section A, OGP has already led to substantive changes in policy and practice in a number of participating countries. Section B examines the degree to which OGP is being endorsed, adopted and used by a wide array of open government advocates around the globe. This is critical, since OGP's long-term success relies on mobilizing more and more like-minded organizations to use the OGP platform in various ways to advance their own goals.

A. COUNTRY-LEVEL IMPACT

Early evidence suggests that OGP has already helped to accelerate progress on a number of potentially

transformative open government reforms. Here are some of the early findings regarding OGP's impact in participating countries.

1. OGP provided the impetus for a number of governments to finally enact politically difficult – but extremely important – policy reforms, for which civil society had been advocating for years.

In a 2013 [survey](#), CSO members reported several landmark reforms that have unfolded as a consequence of countries joining OGP. For example:

- **Right to Information:** In Brazil, Croatia and Georgia, the OGP action planning process has led to passage of new right to information laws. In Ghana, the Cabinet approved a right to information bill that had been pending for a long time, and in Indonesia, the OGP commitment pushed the Ministry of Home Affairs to monitor implementation of existing right to information laws at the local level.
- **Public Procurement:** Many countries have seen improvements in their public procurement process. These include publishing all contracts (in Hungary) and making this information more easily available via common website (in Romania). In Peru and Liberia, the government is working with civil society to develop the content and format of public procurement data to be presented via their websites.
- **Corporate Accountability:** In some countries, OGP commitments have strengthened the work of the Extractive Industries Transparency Initiative (EITI). In the US, OGP contributed to the creation of

¹OGP's Secretariat spent a total of U.S. \$3.9 million in its first 2 ½ years to support an 18-member Steering Committee, 64 member countries, two global summits, five regional meetings, and 43 IRM progress reports.

multi-stakeholder groups for EITI, while in Kenya and Colombia, civil society groups are actively engaged with the government in developing policies regarding oil and gas extraction. In the UK, civil society organizations successfully advocated for the government to include a new OGP commitment to create a publicly accessible database with information on who ultimately owns and controls companies.

2. OGP action plans include a number of potentially transformative commitments.

OGP National Action Plans are at the heart of the OGP model, as they contain concrete commitments to reform and allow for independent reporting on progress. OGP's Independent Reporting Mechanism (IRM) assesses the relevance and ambition of country commitments, as well as their level of completion. The following statistics give a sense of what is being accomplished through OGP in the first 43 countries to have joined OGP, all of which have now received their first IRM progress report:

- In total, *958 commitments* were made in the first year of OGP. (The IRM has yet to evaluate second year commitments.)
- Of the commitments evaluated, *270 (29%) were completed*. This number is expected to increase, as many additional commitments are on track to be completed in the next year, and the IRM only evaluated the first year of the two-year action plan cycle.
- For Cohort 2 countries (those that joined in 2012), the IRM evaluated the potential impact each of their 775 commitments would have in the relevant public policy

area. Of those commitments, *188 (24%) were found to have potentially transformative impact*.

- Of the 775 OGP commitments made by Cohort 2 countries, according to the IRM reports, *318 (41%) were new*, meaning that those commitments were publicly announced for the first time in the OGP action plan.
- Among the new commitments, *nearly 32 percent had transformative potential impact*, much higher than the overall average (19%) for all commitments. This suggests that when new initiatives are introduced as part of an OGP action plan, they may be *relatively more ambitious than previous initiatives*. [We will need to study this further over time.]
- The IRM assigns stars to commitments that are clearly relevant to OGP values, have a substantial level of completion or higher (on track for complete), are specific enough to be measurable, and have a moderate or substantial impact. Of the 775 commitments evaluated for stars, *198 (almost 25%) of OGP commitments were starred* by the IRM. The percentage of starred commitments ranges from 0 percent in some cases to over 50 percent in high-performing countries.

3. A number of countries doing their second OGP National Action Plans have shown improvement in the process and the commitments.

Eight OGP countries – the first cohort to join – have now completed their second OGP national action plan. A number of countries made marked improvements. For example, the UK took on board the IRM recommendations and conducted a more in-depth consultation and engagement program with civil society, which has since

“...OGP’s greatest strength lies in its facilitation of the exchange of ideas, learning, and experiences on open and good governance.”

*- President Susilo Bambang Yudhoyono
of Indonesia*



been widely praised. Minister Maude publicly commented at the London Summit that the UK had learned from the first action plan process and made many improvements in the second round. In Mexico, the consultation process went from including eight CSOs to over 100 actors from civil society, government, private enterprise, and academia. Brazil, the U.S., and South Africa all included ambitious new commitments in their second action plans addressing issues flagged in their IRM progress reports.

4. Several countries have implemented landmark policy reforms in order to make progress on OGP's eligibility criteria.

The OGP [eligibility criteria](#) set a minimum baseline for countries to join, focusing on the areas of fiscal transparency, access to information, asset disclosure and civic participation. To be eligible to participate in OGP, countries are expected to score at least 75 percent of the total possible points available to them. In 2013, five countries took specific steps to improve their score in order to become eligible to join OGP:

- Sierra Leone passed a freedom of information law in October 2013 and announced they were joining OGP at the London summit.
- Tunisia released the Executive's Budget Proposal late last year in order to improve their fiscal transparency score and meet OGP eligibility. Tunisia sent its letter of intent to join OGP in January 2014.
- Malawi released both the Executive's Budget Proposal and Audit Report in order to improve their fiscal

transparency score and meet OGP eligibility. Malawi sent its letter of intent to join OGP in July 2013.

- Senegal passed a sweeping Transparency Law in December 2012, which improved their score on a number of OGP's eligibility criteria (although Senegal has not yet reached the minimum threshold).
- Shortly after the political transition in Myanmar, the government announced its intent to become eligible to join OGP by 2016. It is currently working to develop and implement the necessary reforms to meet the eligibility score. Last September Myanmar took an important step in passing an anti-corruption law (replacing the previous code from 1948).
- Kosovo conducted its own independent review of the government's performance on OGP's eligibility criteria in order to make the case for joining OGP and then sent its letter of intent in June 2013.

5. OGP has inspired several participating governments to establish a new, permanent mechanism for dialogue with civil society. In many cases, this type of platform is the first of its kind.

Our experience to date indicates that encouraging genuine dialogue between government and civil society may be one of the most critical contributions OGP can make, especially in the early stages of the initiative. This is particularly true in countries where relations between government and civil society have historically been strained, and no culture of dialogue exists. For example, in Tunisia, one of OGP's newest countries, civil society and government officials are discussing policy priorities openly

"I wish to reaffirm Mexico's commitment to this Initiative, to consolidate an Open Government close to citizens and responding to their needs in a swift, efficient and transparent manner."

-President Enrique Peña Nieto of Mexico



for one of the first times since the revolution. If OGP plays a role in helping to kick-start this type of dialogue – even in a subset of participating countries – this could help governments make an important shift toward a more open approach to policy-making.

Overall the first round of 43 IRM progress reports found that 73 percent of governments held in-person consultations with civil society stakeholders in drafting their OGP national action plan and 42% established a regular forum for ongoing dialogue with civil society partners. A growing number of OGP countries have set up a multi-stakeholder body to oversee OGP, including Mexico, Peru, Costa Rica, the U.S., the UK, Ghana, Liberia, Georgia, Sierra Leone, the Philippines and Indonesia, among others.

B. LEVEL OF INTEREST AND PARTICIPATION

Active participation by key OGP constituents and partners suggests that OGP fills an important need in the sector.

HIGH-LEVEL POLITICAL INTEREST

The growth of OGP has been impressive. In the past three years, the organization has grown from eight to 64 participating countries, after receiving letters of intent from 19 Heads of State, two Deputy Heads of State, and more than 40 senior Ministers. Together, these governments represent close to two billion people and have made over 2,000 commitments to open government reforms.

OGP events have consistently drawn an impressive number of senior political leaders. Most recently, the 2013 OGP Summit in London included keynotes and panel discussions involving the Prime Ministers of the UK and Cote D'Ivoire, the Presidents of Tanzania and Mexico (by video), the Vice-President of Indonesia, and the U.S. Secretary of State (by video). UK Prime Minister David Cameron addressed nearly 1,500 participants and [announced](#) that the UK would create a public register of who owns and controls companies in order to combat money laundering and tax evasion.

Some world leaders have recognized OGP's potential value as a forum to advance progress on related global debates. For example, in September 2013, during a high-level event in New York, President Obama noted that OGP was a key partner in efforts to promote innovative models for civil society dialogue with government. At the UN, governments of the UK, Indonesia, and Mexico have repeatedly drawn on OGP principles to frame the [debate](#) on how to include good governance in the post-2015 development framework.

PARTICIPATION BY GOVERNMENT REFORMERS AND CIVIL SOCIETY

To date, OGP has facilitated peer learning and exchange through several approaches, including bilateral exchanges, working groups, webinars and social media. High levels of participation in these activities suggest that OGP is beginning to develop a more active and mutually supportive community of reformers, as evidenced by the following:



“We’ve got to give our full-throated support for the groups that support and promote transparency, not least the Open Government Partnership. This is a truly exciting institution. Rather than getting bogged down in endless communiqués, the Open Government Partnership is about concrete reform.”

-Prime Minister David Cameron of the United Kingdom

- In the past year, over 20 OGP governments have requested advice and support on specific topics from their counterparts in other countries
- Forty-one governments have signed up to participate in at least one of OGP's five thematic working groups.
- OGP has hosted 28 webinars on a wide spectrum of topics, attracting 2,200 participants.
- Research conducted during the London Summit in 2013 [showed](#) that OGP has the biggest, most active digital community in the world focused on issues related to open government.
- The Civil Society Engagement team maintains an active mailing list of more than 1,500 civil society actors interested in following OGP developments.

GLOBAL PARTNERSHIPS

OGP is becoming a key partner for other civil society organizations and multilateral institutions working to promote more transparent and accountable government. Its broad base enables OGP to function as a platform that supports other good governance efforts focused on particular sectors.

For example, a number of international civil society coalitions, including EITI, Publish What You Pay, Transparency International, and the ONE Campaign, have used OGP events to launch advocacy campaigns on specific policy issues. Multilateral donors have used OGP as an organizing framework to structure their technical assistance (e.g. the OECD supporting Tunisia to achieve OGP eligibility). The IRM is generating a wealth of data that other research and policy organizations, such as the Transparency and Accountability Initiative (T/AI) and the GovLab (at New York University) are planning to use in their work.

IV. THEORY OF CHANGE

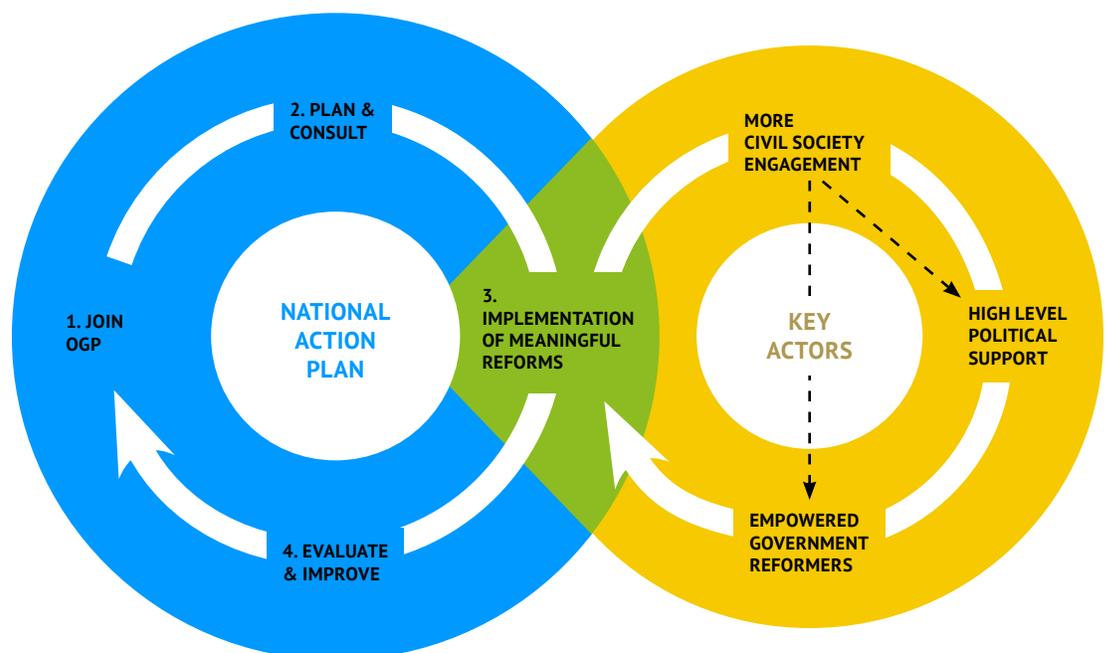
The OGP model brings together three critical elements for catalyzing and sustaining progress on open government reforms: building high-level political commitment, empowering government reformers, and supporting effective engagement by civil society organizations within participating countries. In addition to these three elements, OGP provides independent reporting on progress to promote accountability for delivery.

To keep each of these elements grounded in a domestic policy process, OGP requires each participating country to develop a biannual open government action plan. This establishes a regular cycle of public consultation and planning, implementing open government commitments, and monitoring progress. Each of these stages of the OGP process presents an opportunity and obligation for governments to engage with civil society and citizens.

The action planning cycle is designed to become a virtuous cycle leading to ever more ambitious reforms, greater citizen engagement, and more faithful implementation of policies. As illustrated in Figure 1 below, this happens in a number of ways:

- *The more civil society is engaged and gets a seat at the table, the more likely it is that the policies and programs included in the action plan will be ambitious and actually implemented.*
- *The more governments learn from the findings of the Independent Reporting Mechanism, the more likely it is that each action plan will demonstrate noticeable improvements in both process and content.*
- *As norms shift and governments become more comfortable with transparency, governments will begin introducing more opportunities for dialogue and become more receptive to civil society input and participation.*
- *The more citizens see the government tackling meaningful reforms through OGP, the more they will want to be engaged and will pressure their elected leaders to deliver.*

**FIGURE 1.
THE VIRTUOUS
ACTION PLAN CYCLE**



To initiate and sustain this virtuous cycle, OGP supports three key sets of actors who work together at the country level to advance the reform agenda: (1) senior political leaders, (2) mid-level government reformers (civil servants), and (3) in-country civil society organizations. If these key actors are playing their roles effectively, this helps build the top-down, mid-level and bottom-up support to advance ambitious open government reforms.

1. Senior Political Leaders

As a voluntary initiative, OGP's first challenge is to get senior political leaders to commit their government to participate. Its second challenge is to ensure that this high-level political support serves to motivate and empower mid-level reformers. Members of OGP's Steering Committee play a crucial role in building the political and diplomatic relationships to sustain high-level engagement in OGP. This is particularly true when a new country is being encouraged to join OGP or when there is a change of administration in a member country.

2. Mid-Level Government Reformers

Committed support from senior political leaders gives civil servants the mandate to pursue politically difficult reforms. However, mid-level civil servants may have limited resources, capacity and/or incentives to deliver. OGP is therefore working to develop and build an active global

network of government reformers who inform, support, and motivate each other to set and achieve more ambitious goals.

3. Civil Society Organizations

Ultimately, OGP will work only if citizens and civil society organizations in each participating country engage in the process and demand results. Therefore, OGP seeks to help civil society actors in OGP countries get more involved in using OGP at the national level to advance their advocacy efforts. OGP also works to inform and connect civil society actors from different countries, so that they can learn from each other about how to engage more effectively with their own governments.

OGP's theory of change also recognizes the need to provide different types of incentives, both carrots and sticks, to promote accountability for results. One of OGP's founding principles is that the most important accountability mechanisms to strengthen are those that operate within a country, e.g. directives from political leadership; oversight by other branches of government; and monitoring by civil society organizations. However, OGP aims to help shore up these accountability mechanisms by bringing in information (e.g. IRM reports) and incentives (e.g. Open Government Awards) from outside. OGP's efforts to promote accountability for results are described in more detail in Section V., Strategic Objectives.

V. STRATEGIC OBJECTIVES

Following a start-up phase of rapid growth (2011-2014), the OGP Steering Committee has agreed that in its next phase of consolidation (2015-2018), OGP's key objective is to make sure that real change is happening on the ground in a majority of OGP countries and that this change is benefitting citizens.

This will require an increased focus on supporting and improving implementation in existing OGP countries. OGP also aspires to maintain the feeling of a dynamic movement, while at the same time building the credible organizational structure needed to ensure effective delivery.

The four strategic objectives outlined below focus on supporting the key sets of actors identified in OGP's theory of change (see Section IV).

1. MAINTAIN HIGH-LEVEL POLITICAL LEADERSHIP AND COMMITMENT TO OGP (TOP-DOWN)

OGP's first challenge is to get senior political leaders to commit their government to participate. Once a government is part of OGP, it is critical to maintain high-level political support, thus ensuring the necessary space for mid-level reformers to take risks in pursuit of an ambitious reform agenda.

OGP works to build and maintain senior-level political support through a combination of:

- *Personal outreach and convening power of influential OGP leaders.*
- *Diplomatic outreach through the foreign ministries of OGP Steering Committee members, particularly the government co-chairs.*
- *High-level global and regional events that give political leaders an opportunity to showcase domestic achievements on a global stage, for example, through the annual Open Government Awards.*
- *Strategic media outreach and communications to raise the profile of open government reforms and OGP on the international stage.*

In addition, to maintain high-level interest, OGP strives to stay forward-looking and relevant. Beginning in 2015, the OGP Steering Committee will explore several possible approaches to bringing new actors and new innovations into OGP, for example: (1) inviting more countries to pilot subnational (state, province, or municipal) OGP commitments; (2) encouraging more countries to involve the national legislature, the judiciary and other constitutional bodies in developing and/or overseeing OGP commitments; and (3) identifying a strategic approach to engage private sector leaders more actively in OGP, either as advocates and advisors at the country-level and/or through making their own commitments to improve corporate accountability.

High-level political commitment to OGP is critical to ensure progress on strategic objectives 2 and 3 below.

2. SUPPORT AND EMPOWER GOVERNMENT REFORMERS WITH TECHNICAL EXPERTISE AND INSPIRATION (MID-LEVEL)

OGP will succeed as an initiative to the extent that participating countries succeed in implementing meaningful open government reforms. Strengthening the ability of domestic reformers to design and implement more ambitious OGP commitments is a primary function of the Support Unit.

Section VI, Core Program of Work, presents more detailed activities designed to provide tailored support to individual countries (Direct Country Support), as well as to promote peer exchange (Peer Exchange) and learning across countries (Learning and Impact). In sum, this is one of the most compelling arguments for a more robust and proactive OGP Secretariat.

For civil servants responsible for implementing open government reformers, OGP offers the following incentives to participate:

- *Opportunities to showcase domestic achievements on a global stage (e.g. through the Open Government Awards, regional meetings, OGP case studies, etc.).*
- *Access to innovative ideas, practical examples, and technical expertise from other OGP participating countries and civil society partners.*
- *A mechanism to secure high-level commitment from their political leaders and ensure continuity and institutionalization of reforms beyond the current administration.*
- *A useful platform to consolidate disparate reform initiatives under a common framework. This allows government reformers to have (and showcase) a broader and more lasting impact across different government agencies.*
- *The potential to enhance domestic credibility and stature through demonstrated leadership of an internationally recognized initiative.*

Added visibility brings an extra element of scrutiny and accountability, both from in-country civil society and peers. Recognition that a respected global peer network, in addition to a domestic audience, is watching and assessing performance can be a powerful motivator for civil servants.

3. FOSTER MORE ENGAGEMENT IN OGP BY A DIVERSE GROUP OF CIVIL SOCIETY ACTORS (BOTTOM-UP)

In places where civil society has traditionally played an adversarial role, engaging in a constructive dialogue with government can be challenging because it requires compromises on both sides. Civil society organizations must learn how to play the ‘inside game’ without compromising their independence or integrity. OGP also works on the government side to ensure that there is adequate space for genuine public consultation. OGP’s guidelines require both online and offline consultation, providing advance public notice of OGP meetings, and

establishing a regular forum for ongoing dialogue with civil society.

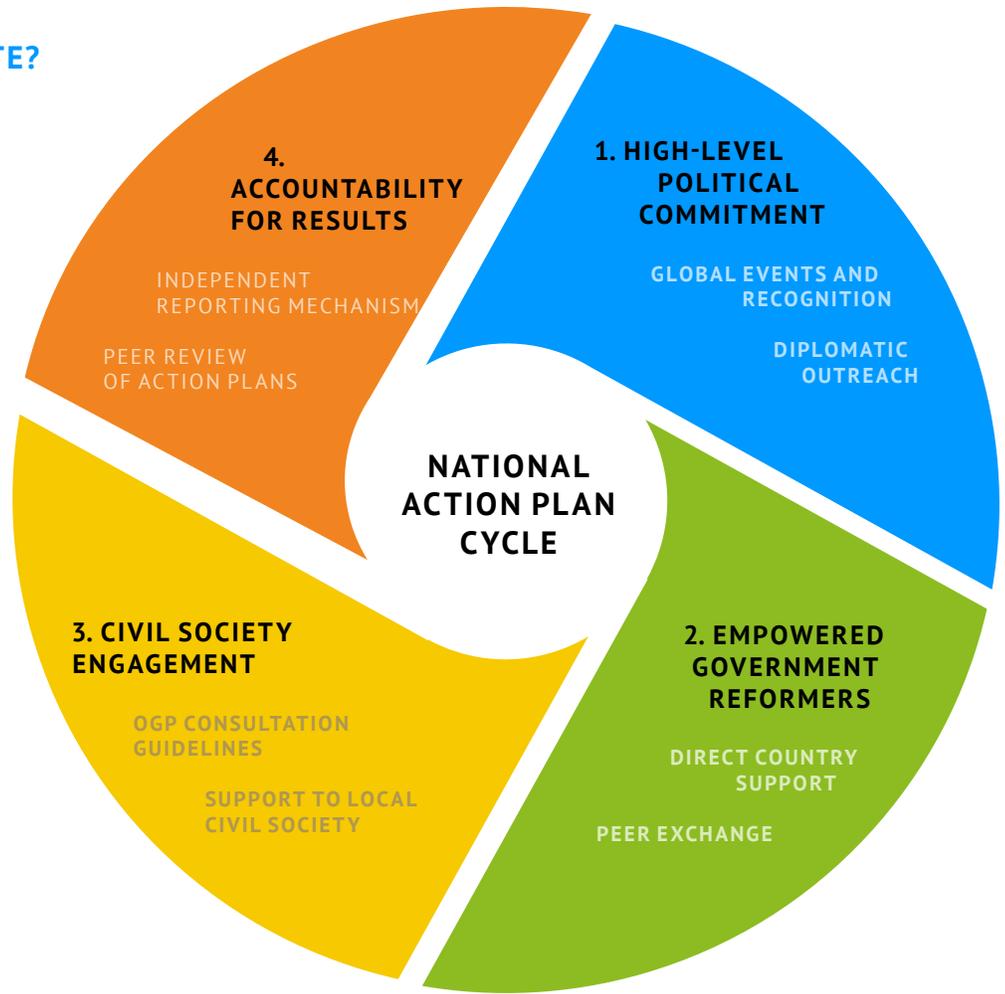
The Support Unit seeks to engage more civil society actors in OGP by working with both government and civil society to forge a constructive dialogue. OGP encourages governments to establish a permanent mechanism for dialogue with civil society as part of their national OGP process. It also supports civil society organizations to advocate for this space, and then to use it effectively to help shape ambitious OGP action plans. Within the Support Unit, the Civil Society Engagement team provides targeted support to partner organizations in OGP countries where this support is likely to have the greatest impact in improving the quality and ambition of OGP commitments.

4. ENSURE THAT PARTICIPATING COUNTRIES ARE HELD ACCOUNTABLE FOR MAKING PROGRESS TOWARD ACHIEVING THEIR OGP COMMITMENTS

OGP’s Independent Reporting Mechanism ensures that there is an objective, public assessment of each participating government’s progress toward fulfilling its OGP commitments. The IRM hires and oversees independent local researchers in each country to prepare a biannual report on progress. The primary aim of these reports is to promote dialogue, learning, and continuous improvement at the country-level. The IRM works closely with the OGP Support Unit to ensure that IRM findings are continuously used to inform the guidance provided to both government and civil society. Going forward the IRM will also work closely with the external communications team to ensure the effective dissemination of its reports and broader discussion of IRM recommendations.

In addition to the IRM, OGP has several other ways to encourage accountability for results. OGP Steering Committee members use diplomatic outreach to congratulate or ‘nudge’ countries as needed; OGP organizes action-forcing public events to ask countries to share examples of concrete results with their peers; and the Support Unit administers the annual Open Government Awards competition to reward success and innovation.

FIGURE 2.
HOW DOES OGP CONTRIBUTE?



VI. OGP CORE PROGRAM OF WORK

To advance its strategic objectives, OGP has six core program components led by the OGP Support Unit and the Independent Reporting Mechanism: Direct Country Support, Civil Society Engagement, Peer Exchange, Learning and Impact, Independent Reporting, and External Communications. This section summarizes the objectives and primary activities of each of these programs.

In addition to these six programs, the OGP Support Unit provides essential secretariat functions for the Steering Committee and broader membership. This includes planning and facilitating Steering Committee and subcommittee meetings, helping to organize global and regional OGP events, administering annual Steering Committee elections, annually updating OGP eligibility scores, and maintaining all official OGP documents and correspondence.

1. DIRECT COUNTRY SUPPORT

In its first two years of operation, the Support Unit did not have the capacity to maintain regular contact with all OGP participating countries beyond pushing out basic information. This was particularly true as OGP's membership grew rapidly from eight to 64 countries, while the secretariat staff grew from just one to three. As a result, OGP did not always provide clear guidelines and timelines to participating countries, and we struggled to track and respond to on-the-ground developments.

Beginning in 2014, the Support Unit has made it a top priority to engage more consistently with the OGP point of contact for each government. Our goal is to build relationships with the points of contact and keep them

informed about OGP requirements, timelines and events, while also gathering information about progress, delays, requests for multilateral support, and any other local developments that might affect OGP implementation. The Direct Country Support team coordinates closely with the Civil Society Engagement team (see below) to ensure that we are triangulating information from civil society partners on the ground and providing consistent guidance to both government and civil society about how to craft a strong OGP action plan.

The ultimate objective of the Direct Country Support program is to improve the quality of both the design and implementation of OGP action plans. Experience of the past year indicates that targeted interventions at the right stage of the cycle can help ensure that action plans include more ambitious, relevant commitments that are structured in a way that makes assessment easier and promotes accountability. The Direct Country Support program also provides guidance and models for establishing an ongoing dialogue with civil society partners. Once action plans are completed and the implementation phase begins, the Support Unit will continue to work with countries to help overcome hurdles as they arise. When external expertise or financial resources are needed, the team works to broker additional support from OGP's multilateral partners and/or OGP working groups.

TABLE 1. SUMMARY OF DIRECT COUNTRY SUPPORT ACTIVITIES

ACTIVITY	TASKS
REGULAR CHECK-INS WITH POINTS OF CONTACT	Explain OGP requirements, track progress regularly, provide reminders of upcoming deadlines, and address questions or concerns. Share relevant government concerns or questions with the OGP Steering Committee as appropriate.
NEW COUNTRY ORIENTATION	Welcome new countries and provide both government and civil society contacts with an orientation to OGP process, timelines, and guidelines.
OGP GUIDELINES	Provide clear and accessible guidelines to all stakeholders on OGP eligibility, action plans, public consultation, self-assessment reports, etc.
PEER REVIEW OF ACTION PLANS	Coordinate feedback on draft action plans by the Support Unit, Working Groups, multilateral partners and other experts.
REFERRALS AND TECHNICAL SUPPORT	Respond to requests for technical support through brokering support from outside experts, Steering Committee members, or multilateral partners.

2. CIVIL SOCIETY ENGAGEMENT

The overall goal of this area of work is to broaden and deepen civil society engagement in OGP, both at the national and international level. The Civil Society Engagement team is available to support the whole community, but it prioritizes support to organizations and networks that wish to constructively engage in the OGP process. Working closely with OGP communications staff, the team also ensures that information on OGP is clear and accessible to a broad civil society audience.

COUNTRY-LEVEL SUPPORT AND OUTREACH

In a subset of existing OGP countries, the Civil Society Engagement team will build long-term relationships with influential civil society leaders to provide them with strategic advice and coaching. The aim of this support is to strengthen the OGP dynamic at the national level, not take over. This support will be prioritized to civil society partners in countries serving as chairs and countries where targeted support is likely to have the greatest impact. In making these implementation decisions, the Support Unit will bring together information and insights from the Direct Country Support, Civil Society Engagement and IRM teams.

ADVOCACY TOOLS AND RESOURCES

For civil society to be strong and effective at the national level, organizations need to learn from each other. The Civil Society Engagement team will help by developing and sharing tools, resources and experiences across countries. Examples include the Open Government Guide, a new civil society-led 'national OGP review' survey that will help civil society organizations advocate for a stronger OGP process, and commissioning additional analysis and visualizations of the data collected by the IRM.

CIVIL SOCIETY EVENTS

The Civil Society Engagement team will help organize civil society-led events alongside OGP Regional Meetings and

Summits, as well as civil society outreach and learning activities at third-party events.

PARTNERSHIPS WITH GLOBAL CIVIL SOCIETY NETWORKS

The Civil Society Engagement Director will work to build partnerships with leading civil society networks and coalitions at the global level. This will require mapping key actors, exploring potential areas of collaboration, setting regular mechanisms for coordination, and participating in each other's events. The goal is to complement, not compete, by showing how the OGP platform can help advance their organizational objectives and how they in turn can help ensure the success of OGP.

LISTENING POST FOR CIVIL SOCIETY

Just as the Direct Country Support team does for participating governments, the Civil Society Engagement team will serve as the Support Unit liaison for civil society partners to share their insights and observations on OGP. As appropriate, the team will use these insights to help shape the agendas of Steering Committee meetings, regional meetings, and other events to ensure that a diverse set of civil society leaders is actively involved.

LIAISON FOR CIVIL SOCIETY STEERING COMMITTEE MEMBERS

The Civil Society Engagement team manages the annual rotation process for the civil society Steering Committee membership in an efficient and transparent way. Through civil society networks, it works to identify potential candidates and generate interest in the community. The Civil Society Engagement Director also consults regularly with the civil society members of the Steering Committee – particularly, but not exclusively the civil society co-chairs – to solicit their guidance in developing outreach strategies, as well as their participation as mentors and advisors to local civil society partners.

TABLE 2. SUMMARY OF CIVIL SOCIETY ENGAGEMENT ACTIVITIES

ACTIVITY	TASKS
COUNTRY-LEVEL SUPPORT AND OUTREACH	Targeted dissemination of OGP basic information to ensure it reaches key civil society actors. In a subset of OGP countries, provide targeted support to help local civil society organizations participate in OGP.
ADVOCACY TOOLS	Develop and disseminate tools that help civil society organizations (CSOs) use opportunities to engage and influence the OGP process.
CIVIL SOCIETY EVENTS	Provide opportunities for networking and the exchange of experiences between civil society organizations from different countries.
PARTNERSHIPS	Ensure that influential civil society networks and coalitions are motivated and well-positioned to use the OGP platform to help advance their own advocacy objectives.
'LISTENING POST'	Listen and help convey input or concerns from the broader civil society community to the Support Unit and Steering Committee, and vice versa.
LIAISON FOR CIVIL SOCIETY STEERING COMMITTEE MEMBERS	Under the supervision of the Support Unit ED, manage the annual rotation process for civil society members of the OGP Steering Committee. Identify opportunities to deploy individual civil society Steering Committee members to provide in-country support.

3. PEER EXCHANGE

OGP’s Peer Exchange strategy seeks to connect government and civil society reformers across participating countries and create opportunities for them to learn from and inspire each other by exchanging ideas and technical support. This strategy complements the targeted support provided to participating governments and civil society organizations by the Direct Country Support and Civil Society Engagement teams.

There are a number of examples where OGP has helped link reformers from different countries that are tackling a similar policy challenge. Behind the scenes, these interactions are becoming more regular and are strengthening OGP implementation. In the coming years, the Support Unit will explore ways of strengthening OGP’s network of reformers to facilitate more of these bilateral exchanges between countries. The Peer Exchange program will also seek to identify extremely successful initiatives from one country that might be ‘exported’ and adapted to work in other countries.

GLOBAL SUMMIT AND REGIONAL MEETINGS

These events provide an important opportunity to build and sustain high-level political engagement through encouraging participation by senior government officials, including ministers and Heads of State. Through interactive workshops led by the Support Unit, these

events help connect domestic reformers and facilitate peer learning across countries. Finally, the meetings are action-forcing mechanisms to encourage governments to announce ambitious commitments and publicly report on results.

THEMATIC WORKING GROUPS

Governments are more likely to share experiences in specific thematic areas where they have common OGP commitments and confront similar challenges. Recognizing this, in 2013 OGP decided to pilot five thematic Working Groups: (1) Fiscal Openness, (2) Access to Information, (3) Open Data, (4) Legislative Openness, and (5) Openness in Extractives. These groups are a resource to help governments design and implement more ambitious open government commitments, including by offering expert peer review of draft OGP action plans. Each working group is co-led by an OGP government and civil society organization.

OGP WEBINARS

Webinars are an effective and low-cost vehicle to share experiences on open government reforms across countries and allow for real-time exchange between participants. The OGP Support Unit works with the World Bank Institute to design, publicize, and host the webinars. To date, 28 webinars have brought together over 2,200 participants from government, civil society, multilateral organizations, and the private sector. Participation has steadily increased over time.

TABLE 3. SUMMARY OF PEER EXCHANGE ACTIVITIES

ACTIVITY	TASKS
GLOBAL SUMMIT AND REGIONAL MEETINGS	Work closely with event hosts to develop event themes, identify invitees, design agenda, and facilitate peer exchange workshops.
THEMATIC WORKING GROUPS	Liaise with working group leads to provide input and support, review annual work plans, and assess progress.
BILATERAL EXCHANGES	Facilitate bilateral exchanges between countries to share practical experiences on particular issues or challenges that both countries are tackling.
WEBINARS	Organize regular, interactive webinars to provide coaching, learning resources, and share experiences across participating countries.

4. LEARNING AND IMPACT

The Learning and Impact program has three objectives:

(1) to provide the content that allows us to effectively share experiences, innovation and learning across the Partnership, including at regional meetings and events; (2) to ensure that, as an initiative, we are continuously learning and improving in order to provide better support to participating countries and civil society partners; and, (3) to develop ways of monitoring OGP's progress and tracking impact, both at the country-level and at the global level (see Section VII, Monitoring and Evaluation).

Under the first objective, the team will lead several activities designed to identify and share innovative ideas and examples of successful initiatives. These activities include commissioning case studies on the implementation of specific OGP commitments, working with expert civil society partners to develop and disseminate learning resources, such as the Open Government Guide.

Using the IRM's analysis, the Support Unit will commission a series of short articles each year to profile some of the most highly rated (starred) OGP commitments. The Support Unit is also beginning a multi-year effort to create an online resource with all OGP datasets, reports, and analyses, including tools to manipulate and visualize the various data sets. Finally, the annual Open Government Awards competition will honor successful initiatives in OGP countries. All of these resources will be shared through the activities described under Peer Exchange (webinars, regional meetings, etc.)

To advance the second objective, the Learning and Impact team will coordinate across all six program components and with external research partners to ensure that we are capturing OGP experiences on the ground and generating research about where OGP is working well, where it is not, and why. This area of work will be designed and implemented in close collaboration with the IRM, and will involve the following activities:

a. Cross-country trends analysis and correlations: The IRM generates a database that contains aggregate data

at the country level, specifically on OGP commitments, process and institutional arrangements. The Learning and Impact team will help promote this database and encourage other organizations to identify interesting trends and correlations, which in turn will point us to research areas that warrant deeper investigation. For example, correlations can help to uncover whether there is a relationship between a country's income-level and the number of transformative and ambitious commitments in its action plan.

b. In-country investigation of process variables: At least every two years, the IRM will produce a technical paper identifying trends and lessons learned across OGP member countries. This analysis will point to further questions needed to understand the factors that are driving or impeding progress across different contexts. For example, are there certain models of consultation between government and civil society, which lead to a higher number of civil society recommendations being included in an Action Plan? Based on these questions, OGP will commission case studies and other research products with a 1-2 year timeframe.

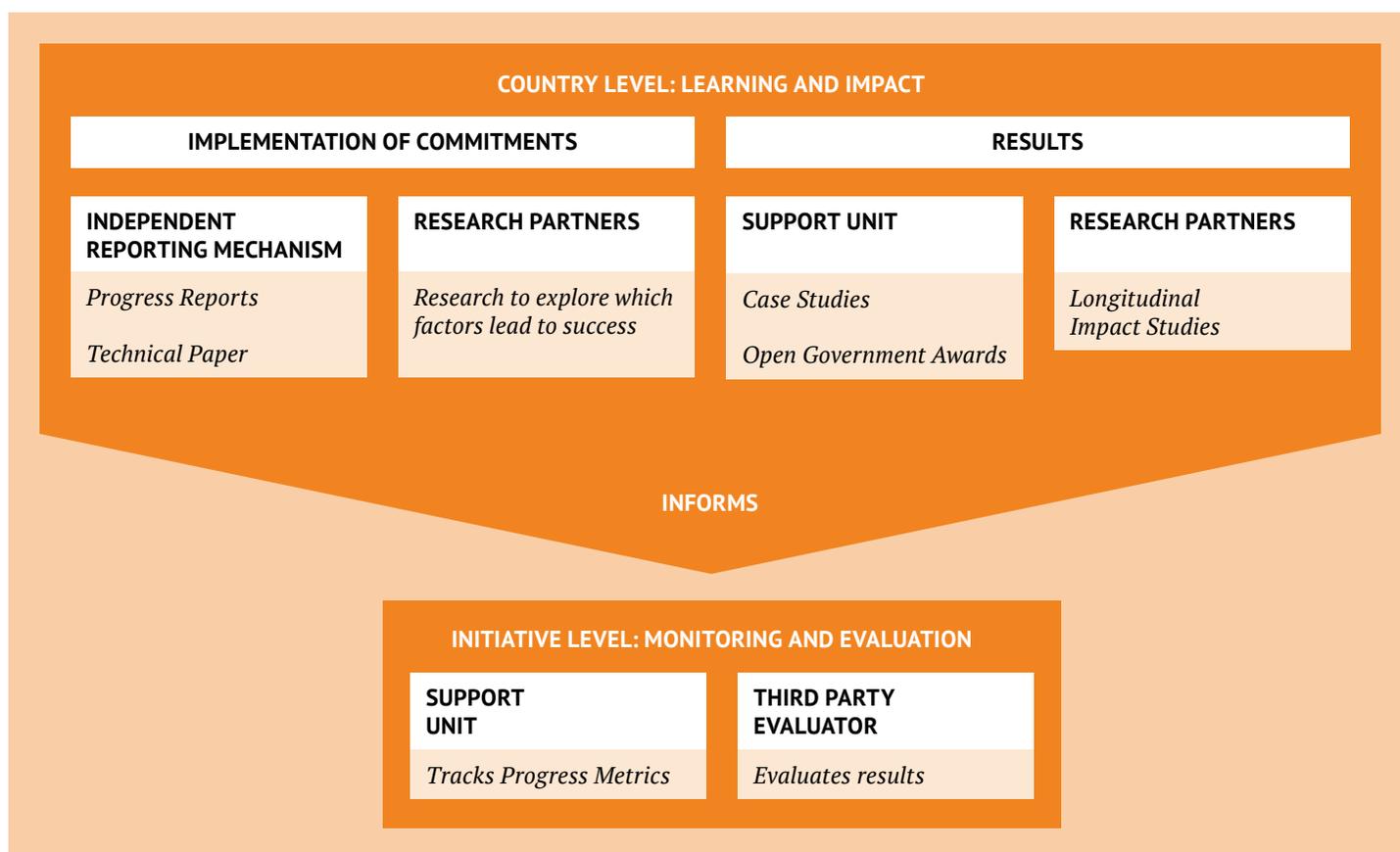
c. Long-term impact of OGP reforms: With a longer time horizon, OGP will commission rigorous, longitudinal research to study the impact of individual programs or initiatives inspired by OGP. This research would look for substantive changes in public policies, programs, and services that are improving government transparency, accountability and/or responsiveness to citizens. This research will be an important source of information for OGP's Monitoring and Evaluation plan described in Section VII.

The Learning and Impact team will be responsible for regularly sharing what we learn from these three sets of activities with all OGP staff so that we continually adapt and improve our strategies based on what we are learning. Figure 3 below illustrates how country-level research and learning inform initiative-level monitoring and evaluation.

TABLE 4. SUMMARY OF LEARNING AND IMPACT ACTIVITIES

ACTIVITY	TASKS
OPEN GOVERNMENT AWARDS	Manage an annual awards program to incentivize ambitious open government reforms and share innovation and learning across the Partnership.
LEARNING RESOURCES	Increase access to learning resources that can help improve action plan implementation, e.g. guidelines, toolkits, videos, etc.
OGP CASE STUDIES	Document OGP experiences, including success stories and lessons learned, in order to promote peer learning.
COMMISSIONED AND/OR COLLABORATIVE RESEARCH	Based on the IRM's meta-analysis (see Table 6 below), commission and/or collaborate on periodic research studies on (1) factors that lead to – or impede – successful OGP implementation at the national level, and (2) OGP interventions that led to the ultimate impact of improving peoples' lives.
MONITORING AND EVALUATION STRATEGY	Develop and implement OGP's monitoring and evaluation strategy (For more information, see Section VII)

FIGURE 3. OGP LEARNING AND IMPACT



5. INDEPENDENT REPORTING MECHANISM (IRM)

The IRM's core function is to produce objective reports on each government's progress toward achieving its OGP commitments. In doing this, OGP seeks to inform a country-level dialogue on results, with the goal of promoting both learning and accountability.

Every year, an IRM researcher in each OGP participating country measures progress on the action plan and looks at how well a country has met OGP process requirements. Findings are published in a "Progress Report" which shows progress at the one-year mark (of a two-year action plan) and gives concrete recommendations to governments and civil society to improve the implementation of the current action plan and to design the next two-year action plan. Following the end of the second action plan, each IRM researcher (beginning in 2015) will publish a "Closeout Report" which gives the final status of each commitment at the 2-year mark.

In addition to producing these reports, the IRM team publishes disaggregated data on each commitment or action. The team then supports analysis, both "in-house" (by the Support Unit and Civil Society Coordinator) and as part of the partnerships forged by the Support Unit with outside organizations. The production of the cross-country data allows for comparison, learning, and accountability between countries.

In order to maintain a high degree of usefulness, usability, and quality, the IRM is overseen by an International Experts' Panel (IEP), a group of subject-area and regional experts reputed in fields related to Open Government. These experts provide a review of each report and ensure that the IRM's method is well-designed and appropriately deployed at the national level.

The IRM team in Washington D.C. is responsible for the following set of activities:

PRODUCTION OF REPORTS

To produce each report, the IRM team hires, trains, and oversees researchers based in each of OGP's 64 participating countries. The IRM team ensures that in-country research is carried out according to schedule and adheres to the standards developed by the IEP. In cases where intervention is warranted—such as non-response of government, inactivity of a researcher, or disputes arise—the IRM team responds rapidly to ensure that each researcher is able to complete their report in an accurate and timely manner. Over the coming three years, the IRM team will produce nearly 200 mid-term progress reports and end-of-term reports with IRM researchers.

QUALITY CONTROL

To ensure consistency in analysis and presentation, each IRM progress reports undergoes several steps of quality control. Following an initial review by the IRM team, researchers share their report with the International Expert Panel for peer review. This version is revised before being sent to the respective government and other key OGP stakeholders in each country for comment. The report is then released for public comment.

PUBLICIZING IRM REPORTS

Following the publication of an IRM report, each IRM local research team promotes the findings of the report. In the past, some reports have been launched through print or online media coverage, while others have been launched at in-person events. A top priority for the IRM in the coming year is to invest more effort in supporting local IRM researchers in developing effective national dissemination strategies for IRM progress reports. The Support Unit's External Communications team will advise and support the IRM in this task, as well as in developing strategies to share the IRM's synthesis findings (see below) with our target audiences at the global level.

IRM DATA RELEASE

Following each wave of reports, the IRM team in Washington assembles and publishes the collated data from all of the IRM reports. The release covers two datasets. The first of these is commitment-by-commitment reporting on levels of completion, potential impact, and other measures of strong commitments. The second dataset, aggregated at the country level looks at overall rates of completion, conformity to OGP process guidelines, and institutional arrangements for OGP within the country.

SYNTHESIS OF IRM FINDINGS

After completing each wave of reports, the IRM team carries out initial quantitative and qualitative analysis of the IRM data set to identify correlations or patterns in the data. These IRM Technical Papers will be shared as a learning resource with the Steering Committee, the Support Unit, and the broader research community. This information is intended to help the OGP Steering Committee and Support Unit identify areas for improvement in OGP, including improving the support offered to both governments and civil society.

SUPPORTING EXTERNAL RESEARCH ON OGP

The IRM team supports both formal and informal partnerships between OGP more broadly and various policy research institutions. This includes helping outside organizations use and interpret the IRM data and findings, and helping those institutions to identify interesting questions and examples for more in-depth study. More on

external research can be found in the Learning and Impact portion of this strategy.

COORDINATING THE IEP

The IRM works closely with the IEP to develop the research method, which is now codified in the IRM Procedures

Manual. The IRM Program Director serves as the coordinator for the IEP and convenes the IEP as needed to provide input on the research method, selection of local researchers, or any challenges or disputes that arise at the national level.

TABLE 5. SUMMARY OF INDEPENDENT REPORTING MECHANISM (IRM) ACTIVITIES

ACTIVITY	TASKS
PRODUCTION OF REPORTS	Identify competent, independent local researchers and provide sufficient training to ensure that the IRM research method is consistently implemented across countries. Support researchers in information gathering and writing to ensure that reports are completed on time and accurately.
QUALITY CONTROL	With the support of the IEP, review reports for quality and consistency, and work with researchers to address comments received. Coordinate editing, translation and publication.
PUBLICIZING IRM FINDINGS	The IRM team, in concert with the OGP Support Unit, will need to work to support IRM researchers in finding appropriate outlets and means of reaching a wide group of stakeholders.
IRM DATA RELEASE	The IRM will release collated data on all OGP reports covering all commitments and national level findings on process, implementation and institutional arrangements.
SYNTHESIS OF FINDINGS	Analyze trends in the IRM findings to help inform and improve the work of the Support Unit and all OGP stakeholders, and to identify research questions requiring further study.
RESOURCE FOR EXTERNAL RESEARCH	The IRM will support external research partners in using IRM data and findings to do more in-depth studies.
INTERNATIONAL EXPERT PANEL	Work closely with the IEP and other OGP structures to ensure quality and utility of IRM reports. Convene the IEP as needed to provide input on the IRM method.

6. EXTERNAL COMMUNICATIONS

OGP’s communications work to date primarily has focused on making information available on our website, maintaining an active blog and social media channels, and ad hoc media opportunities such as at OGP events. An external public relations firm has supported this work. Without any dedicated communications staff at the Support Unit, our work has been modest, and our approach has largely been reactive and ad hoc, as opposed to proactive and strategic.

In 2014 OGP is hiring a Senior Communications Manager to help develop and implement a comprehensive, four-year communications strategy identifying our target audiences, key messages, and priority activities. The strategy will cover both dissemination of OGP products and messages, as well as ways to solicit continuous input and feedback from key constituencies.

The Communications Manager will advise and support all OGP programs, including the Independent Reporting Mechanism. This is critical to ensure that IRM findings are used to inform dialogue and continuous improvement in OGP countries. The External Communications team will also support Steering Committee members to play a more active role as external ambassadors for OGP.

Our communications activities will aim to raise OGP’s profile, catalyze new partnerships, and ensure that key information and messages are reaching our target audiences. This will help advance OGP’s strategic objectives in several ways.

First, to maintain high-level political commitment, politicians need to hear the benefits of being part of OGP, as well as the costs of being left out. Second, civil servants charged with implementing reforms should feel that there are opportunities for international recognition – and the potential for criticism – based on their governments’ performance in OGP. This helps foster both ambition and compliance at the country-level. Finally, better communication of policy wins achieved through OGP will help persuade influential global advocacy networks and coalitions that OGP provides a useful platform for campaigning. All three of these goals will be supported by the new, more strategic approach to external communications and outreach.

The chart below summarizes the core communications functions that the Support Unit will continue to provide as part of this strategy. Other activities will likely be added as part of the comprehensive communications strategy to be developed in 2014.

TABLE 6. SUMMARY OF EXTERNAL COMMUNICATIONS ACTIVITIES

ACTIVITY	TASKS
OGP WEBSITE & BLOG	Share information on OGP, guidelines and requirements, national action plans, learning resources, and OGP case studies with the open government community. Encourage debate and participation on the OGP blog.
OGP EVENTS	Oversee key messages, PR strategies and targeted media outreach for OGP regional meetings, the biannual global summi, OGP-sponsored events, and open government events hosted by partners.
SOCIAL MEDIA	Maintain an active social media presence to promote OGP events, achievements, and publications. Use social media to establish two-way communications with key constituencies.
OGP PUBLICATIONS	Publish a regular OGP newsletter, Annual Report, and journalistic case studies. Develop dissemination plans for all OGP publications, including IRM reports and Steering Committee policy documents and decisions.
TRADITIONAL MEDIA	Conduct media outreach at key moments, e.g. new countries joining, action plan publication and IRM progress reports. Encourage media coverage of OGP.
BRANDING & POSITIONING	Develop and disseminate brand guidelines to OGP partners in order to safeguard and strengthen OGP’s strong brand. Develop strategies to increase OGP’s visibility.

VII. MONITORING AND EVALUATION

By systematically monitoring results – and by focusing on real-time learning – we can strengthen OGP, be accountable to our membership (both governments and civil society) and our funders, and contribute to broader research on open government reforms.

OGP's monitoring and evaluation strategy has the following overarching objectives:

- *Assess whether OGP is making progress toward its strategic objectives, meaning (i) increased political leadership and commitment to OGP, (ii) capable and empowered domestic reformers, and (iii) effective engagement by civil society (output level);*
- *Evaluate if the OGP platform is actually leading to meaningful open government reforms at the country-level or if the logic of our theory of change needs adjustment (intermediate outcome level); and,*
- *Establish the long-term impact of OGP's contribution to more efficient and effective government and to improved policies and programs that benefit citizens (ultimate outcome level).*

To achieve these goals, OGP will begin by periodically collecting data on outputs and outcomes that will help us define metrics to track our progress (see Table 7 and 8 on following pages). As described in the previous section, both the Learning and Impact program and the IRM provide key inputs to help OGP track progress, including the IRM progress reports, the annual IRM technical paper, and research on country-level results. Based on this data, OGP will commission a third party reviewer to evaluate the overall progress of the initiative.

A. MONITORING PROGRESS ON OGP'S STRATEGIC OBJECTIVES

Using the metrics outlined in Table 7, OGP plans to commission its first initiative-level external review in 2016, the mid-point of this four-year strategy. This 'mid-term' external review will evaluate progress toward OGP's four

strategic objectives, as described above. The review should also assess how well OGP's institutional structure and policies are working to advance the initiative's strategic objectives. This review will provide important input for any mid-course corrections needed for the second half of the strategy period (2017-2018).

B. MONITORING OUTCOMES AT THE COUNTRY LEVEL

The indicators in Table 7 should help us understand whether meaningful open government reforms have been implemented as part of the OGP process. This will require more rigorous, longitudinal research to study the long-term impact of individual programs or initiatives inspired by OGP. This research would look for changes in policies, programs, and services that are improving government transparency, accountability and responsiveness to citizens.

As measuring this level of change is much more difficult than that at the output level, OGP's own monitoring will have to be complemented by more in-depth research and analysis by outside research partners. However, the IRM progress reports serve as a critical starting point. Paired with the government self-assessment reports, the IRM reports are an excellent place to begin to understand and document changes in policy and practice at the country level.

C. EVALUATING INITIATIVE-LEVEL RESULTS AND OUTCOMES

OGP plans to commission an external evaluation of initiative-level results at the end of 2018, which

would mark the end of the four-year strategy period. This evaluation would assess the degree to which the framework, support, and incentives that OGP provides are helping to catalyze meaningful open government policy commitments in a significant number of countries. The findings generated by our in-house monitoring and research, as well as by our outside research partners, will be key inputs for the external evaluation.

D. USING THE FINDINGS

The monitoring and evaluation activities described above will inform and strengthen the OGP model, both at the country-level and the initiative-level. For this to happen, we must use what we are learning to improve the support and strengthen the incentives that OGP provides to

participating countries. The Support Unit will therefore establish regular opportunities for review and reflection, including:

- *Annual staff retreat with a learning component to review progress toward benchmarks and plan for the following year.*
- *Annual Monitoring and Evaluation (M&E) update (OGP ‘health check’) to the Steering Committee to inform strategy discussions.*
- *Incorporating metrics in performance management and semi-annual performance reviews for all OGP staff.*
- *Regular discussions on progress and challenges with peer organizations, including through T/AI’s TALEARN community of practice.*

Note: The below metrics are illustrative of our thinking to date based on data in the IRM reports and input from the Civil Society Engagement (CSE) team. A full set of metrics, including baselines and targets, will be finalized by the end of 2014.

TABLE 7. METRICS TO TRACK STRATEGIC OBJECTIVES

STRATEGIC OBJECTIVE	METRIC	SOURCE
BUILD HIGH-LEVEL POLITICAL COMMITMENT TO OGP	Number of countries that send high level government officials (deputy minister or higher) to participate in regional meetings and/or biannual Summit	SU tracking
	Number of OGP references made by heads of state, including in high-level international meetings, joint statements following state visits, and to the national or international press	TBD
	Number of applications received for the Open Government Awards	SU tracking
EMPOWER AND SUPPORT GOVERNMENT REFORMERS	Number of government members that participate actively in OGP working groups, including seeking peer review of action plans	SU & working group tracking
	Number of requests from governments for referrals and support either through OGP working groups, one-on-one exchanges, or from OGP's multilateral partnerships	SU tracking
	Number of government presenters and participants at webinars	SU tracking
	Number of subscribers to the OGP newsletter, social media followers, and unique visitors to the OGP website	SU tracking
ENGAGE MORE CIVIL SOCIETY ACTORS IN OGP	Percentage of OGP countries that improve on in-person and/or online consultation during action planning process	IRM reports
	Percentage of OGP countries with a forum for ongoing dialogue on the OGP national action plan	IRM reports
	Number of governments that held awareness-raising activities and/or published an online summary of comments of the consultation process with civil society	IRM reports
	Number and reach of civil society-organized events and reports on OGP, e.g. outreach meetings, monitoring reports, press releases, blogs, etc.	TBD
	Extent to which the OGP civil society community feels better equipped and better informed to actively participate in and make use of OGP	CSE survey
	Size and diversity of the civil society community that is engaged with OGP (e.g. civil society mailing list, newsletter, events, social media)	CSE survey & tracking
ENSURE ACCOUNTABILITY FOR RESULTS	Number of countries where the IRM report has stimulated a public dialogue on OGP (event, hearing, media coverage, etc.) IRM tracking	IRM tracking
	Number of countries that address at least half of the recommendations of the IRM reports in the following Action Plan cycle	IRM reports

Note: The below metrics are illustrative of our thinking to date based on data in the IRM reports and input from the Civil Society Engagement (CSE) team. A full set of metrics, including baselines and targets, will be finalized by the end of 2014.

TABLE 8. COUNTRY LEVEL RESULTS METRICS

INTERMEDIATE OUTCOME	METRIC	SOURCE
IMPLEMENTATION OF MEANINGFUL OPEN GOVERNMENT REFORMS	Percentage of countries that demonstrate an increase in the number of starred commitments ² from one action plan to the next	IRM Database
	Number of countries that enacted specific policy reforms in order to be eligible to join OGP or as a result of commitments made through OGP	SU+IRM+CSE
	Number of countries where government, civil society and the IRM confirm a noticeable improvement in the quality of dialogue between government and civil society, at least within the OGP process	Government Self-Assessment Report, IRM Report & CSE Survey
	Extent to which OGP commitments reflect civil society priorities	CSE survey

²Starred commitments are commitments that the IRM assesses as relevant, potentially transformative, and with at least substantial progress on implementation.

VIII. CHALLENGES

OGP recognizes that its mission is ambitious, and that progress will not always be linear. To help mitigate risk, we will regularly take stock of the biggest challenges OGP is likely to face within participating countries and at the global-level. A number of these potential challenges are summarized below.

CHALLENGE	RISK	MITIGATION
Senior political leadership loses interest in OGP	After intense interest and engagement from senior political leaders in the first few years of OGP, there is a risk that we will lose their attention as time goes on. This matters, because truly ambitious commitments require ongoing commitment from senior political leaders. This also helps keep the spotlight on OGP and encourages new countries to join.	Expand and improve OGP's external communications and media outreach to generate continued buzz and link OGP to other timely global debates (e.g. post-2015 development goals). Invigorate bilateral diplomatic outreach by senior figures on the OGP Steering Committee. Keep OGP fresh and dynamic by bringing new innovators (e.g. mayors, legislators, etc.) into the network.
Civil society does not see OGP as worth the investment	If civil society does not know about OGP or has not seen anything useful come out of the process, organizations are unlikely to invest the necessary time and energy to get involved.	OGP develops a strong support program for civil society, including providing tools, resources, and on-the-ground support in priority countries. OGP is even firmer on minimum requirements for public consultation, and the Support Unit pushes governments to institutionalize space for ongoing dialogue and consultation with civil society. The IRM reports when countries are perceived to be using OGP for 'open-washing' and makes clear recommendations for future improvement. Civil society Steering Committee members play a more active outreach and support role for in-country civil society organizations.
Steering committee fails to provide necessary leadership and outreach	With regular changes to the Steering Committee now locked into the OGP cycle, including a special election in 2014 where up to seven new governments could join the Steering Committee, the enthusiasm and energy from the founding group of members may be missed.	OGP encourages strong, dynamic performers to stand for Steering Committee election and ensure we continue to have a committed and influential group. OGP ensures that incoming government co-chairs have substantial buy-in from their Head of State and are prepared to bring in their Foreign Affairs Ministry to do outreach on behalf of OGP.

CHALLENGE

RISK

MITIGATION

OGP action plans become dominated by less ambitious commitments

It is essential for OGP's credibility that countries make some potentially transformative commitments in every plan. If OGP action plans become a repository for 'business as usual' reforms, then OGP will be failing to help tackle truly relevant policy challenges with tangible benefits for citizens.

Provide incentives by offering global recognition for ambitious commitments and actual results, including through the launch of the annual Open Government Awards. Strengthen peer exchange between government reformers to encourage frank discussion about how government reformers are winning internal battles to enact politically difficult reforms. Continue to provide IRM analysis of the level of ambition of OGP commitments.

Countries take actions – outside of their OGP action plans – that are seen to be counter to open government values and principles

While OGP action plans may contain many useful open government reforms, this does not preclude governments from making other decisions (e.g. serious restrictions on civic space) that run counter to open government principles. As the IRM mandate is primarily focused on OGP action plans, OGP could be seen to be silent on other concerning developments that could seriously undermine the potential for overall progress on open government reforms.

[Under discussion] OGP introduces a rapid response mechanism for serious breaches of the Open Government Declaration. The IRM continues to report on the 'national context' in each progress report, and in this way documents broader concerns or challenges to open government.

The OGP platform works well, but the evidence of real impact or change in people's lives is limited

The commitments included in OGP action plans may be worthy and interesting, but the impact on actual lives and livelihoods is non-existent OR unclear.

OGP strengthens its monitoring and evaluation strategy to ensure we are regularly reviewing both progress toward OGP's strategic objectives, as well as the actual impact OGP is having on the ground in participating countries. OGP will work with the Steering Committee, funders, and external research partners to generate research on the long-term impact of individual reforms on the lives of citizens.

IX. GOVERNANCE AND MANAGEMENT

OGP's membership is comprised of representatives of 64 governments and hundreds of civil society organizations. The initiative is led by a Steering Committee, which is organized into various sub-committees to lead on certain policy areas. A small Support Unit serves as a secretariat to the Steering Committee and conducts programs to connect, energize, and inform participating governments and civil society members.

Figure 4 shows these bodies and how they relate to each other. Two programs of the Support Unit—Civil Society Engagement and the Independent Reporting Mechanism—have a special status and enjoy certain protections to insulate them from undue influence.

Additional partners support the work of OGP. OGP members connect and learn from each other through five thematic working groups led by participating governments and expert civil society partner organizations. In addition, OGP has four multilateral partnerships that mobilize targeted support to participating countries. It also seeks to establish relationships with independent research organizations to help track OGP's impact on the ground.

OGP's governance and management structure is described in more detail below.

A. LEADERSHIP

OGP STEERING COMMITTEE³

The OGP Steering Committee is the executive, decision-making body of the initiative. Reflecting the joint government-civil society nature of the partnership, the Steering Committee is comprised of government and civil society representatives in equal number.

The Steering Committee plays a dual role in the organization. Like any governing body, it approves policies, programs and procedures. However, it also plays a crucial role in very tangible ways to advance OGP's impact. Steering Committee members are expected to set an example for other countries and use their diplomatic influence to encourage better participation in OGP by their peers.

The primary responsibilities of Steering Committee members are:

- *Set high-level strategy, policies, and procedures.*
- *Provide targeted outreach and support to encourage countries to meet their OGP commitments.*
- *Contribute funds and help with fund-raising.*
- *Represent OGP and promote its accomplishments on the international stage.*
- *Set a strong example by upholding OGP values and principles and making ambitious commitments.*
- *Recruit and orient new SC members.*
- *Connect OGP to key potential partners.*
- *Approve the Support Unit's annual budget and work plan.*

OGP CO-CHAIRS

The Governance and Leadership subcommittee of OGP is a revolving four-member co-chairmanship team. It includes a lead government chair, a support (or incoming) government chair, and two civil society co-chairs. This group has a specific set of responsibilities in addition to their tasks as members of the Steering Committee.

The primary responsibilities of the OGP Co-Chairs are:

- *Ensure vitality of OGP leadership by recruiting and orienting new members and new co-chairs.*
- *Work with the Support Unit Executive Director to plan and run Steering Committee meetings.*
- *Hire and supervise the Executive Director.*
- *Ensure sufficient funding for OGP to achieve strategic objectives.*
- *Financial, legal, and ethical oversight.*
- *(Lead Government Chair): Set tone and theme for the term; organize and convene the biannual OGP Summit and/or other high-profile events and campaigns.*

³This section is based on the OGP Articles of Governance.

SUBCOMMITTEES

The Steering Committee has three standing subcommittees to support its work. Subcommittees meet between Steering Committee meetings to carry out preliminary work to inform recommendations to be made to the full Steering Committee for decision. Each subcommittee includes an equal number of government and civil society members and a rotating chair.

The three subcommittees are: (1) Governance and Leadership Subcommittee, which serves as the executive committee, providing overall strategic direction for OGP and oversight of the Support Unit; (2) Criteria and Standards Subcommittee, which develops definitions and guidelines on OGP eligibility criteria, reporting requirements, and the implications of IRM findings (e.g., defining the consequences of a negative IRM report); and, (3) Peer Learning and Support Subcommittee, which oversees OGP's strategy for promoting peer exchange across participating countries, as well as activities to study and document the impact of OGP at both the country and global level.⁴

B. OGP SUPPORT UNIT

OGP is supported by a permanent secretariat that designs and implements the six programs described in Section VI. In addition, the Support Unit provides basic Secretariat functions to the Steering Committee and broader membership.

The Executive Director of the Support Unit is responsible for carrying out a work plan developed in close coordination with the Governance and Leadership

Subcommittee. The Executive Director reports to the OGP Steering Committee through the Governance and Leadership Subcommittee. Support Unit staff report to the Support Unit Executive Director. (For more details on staffing, see Section X.)

Two of the Support Unit programs have a special status and links to external bodies. These relationships are described below.

CIVIL SOCIETY ENGAGEMENT TEAM

The primary role of OGP's Civil Society Engagement team is to encourage and support civil society partners to participate effectively in the OGP process at the national level. From 2012 - 2014 this function was performed outside OGP by an autonomous team housed at Hivos. As part of OGP's new four-year strategy, this team is being integrated with the Support Unit. This integration will ensure that OGP is providing quality support to both of its key constituencies (government and civil society) in a more coordinated and effective way.

To build and maintain trust with civil society organizations, the Civil Society Engagement team must have a certain level of flexibility to work with and for civil society. OGP recognizes that this team's ability to design effective engagement strategies hinges on a particular skill set, as well as the ability to be nimble and responsive.

The Support Unit will therefore maintain a dedicated staff team focused on civil society engagement, with staff based in at least three regions where OGP members are concentrated. This team has a set of operating principles, grounded in the values and principles of OGP, to ensure that it has the necessary flexibility to build trust and credibility with civil society partners.

OPERATING PRINCIPLES FOR CIVIL SOCIETY ENGAGEMENT

1. The Civil Society Engagement team will be a true partner to civil society by offering guidance, advice and support on how to make OGP work for civil society, and by engaging in an honest dialogue to understand their interests and concerns.
2. This team will produce tailored communications for a civil society audience, including guidance for identifying and making the most of the advocacy opportunities presented by OGP. It will also help develop and promote useful reports and tools created by civil society partners, e.g. cross-country analysis of the IRM findings. However, the team will not produce ratings or rankings of OGP countries.
3. As part of the Support Unit, the team will abide by the OGP Articles of Governance, including its disclosure policy. Team members will avoid making public statements that undermine OGP's reputation or credibility.
4. The team will serve as a 'listening post' for civil society partners to help channel their suggestions and concerns to the Support Unit and Steering Committee, including through accessing OGP's formal mechanisms for submitting concerns. However, it will not act as an advocate for the concerns of any specific individual, group or country.
5. While informational materials and some consultation services will be available to all members, this team will make strategic choices, in consultation with Steering Committee members, to prioritize more intensive support to civil society partners in a subset of OGP countries where there is the greatest likelihood of this support having a positive impact.
6. Finally, the civil society team will help develop the agendas for OGP regional and global meetings to ensure that they include opportunities for input and participation by a diverse group of civil society partners.

⁴Please see the Articles of Governance for a detailed description of the mandate of each subcommittee.

The Director of Civil Society Engagement reports to the Executive Director of the Support Unit, and the Support Unit will provide updates on the work of this team to the full Steering Committee at all SC meetings. Between meetings, the Civil Society Engagement team will consult regularly with the civil society members of the Steering Committee to coordinate outreach efforts and solicit their input on particular strategic questions or challenges that the team is facing. There will also be two to three fixed opportunities each year for consultation with the civil society Steering Committee members: 1) to solicit their input on the annual work plan for the Civil Society Engagement team; and 2) a mid-year check-in on progress, which could be organized in tandem with a regular Steering Committee meeting.

INDEPENDENT REPORTING MECHANISM (IRM)

The IRM oversees the production and publication of independent reports to monitor OGP progress in each participating country. The goal of this program is to produce high-quality, non-partisan reports on how well participating countries have met their commitments regarding development and implementation of National Action Plans. Each report undergoes several levels of quality control, including review by the IEP.

INTERNATIONAL EXPERT PANEL (IEP)

The IEP oversees the IRM to protect it from undue influence by OGP member countries, as set forth in the Articles of Governance. The IEP experts are nominated through an open process and selected by the OGP Steering Committee. The IEP is comprised of experts representing

a diversity of regions and thematic expertise.⁵ The experts are split into two categories with distinct roles in the IRM process. Five Technical Advisors play a direct role in overseeing the quality control process for IRM report production, while a smaller group of Senior Advisors support international and regional outreach on IRM report findings and their implications.

Final say on the content of a report rests with the IEP and the individual author. Neither the Executive Director of the Support Unit, nor any member of the Steering Committee has veto authority on the reports.

The IRM has a set of operating principles to ensure that this program has the space it needs to create accurate and impartial reports, while working closely with the Support Unit and Steering Committee to ensure that IRM findings are used to promote learning and continuous improvement across the partnership. The IRM team, along with the IEP and the Criteria and Standards Subcommittee of the Steering Committee, is also currently preparing a detailed Charter to clarify outstanding governance, accountability, and methodological issues.

The IRM Program Director reports to the Support Unit Executive Director. In this capacity, the Executive Director hires and evaluates the performance of the IRM Program Director (with input from the IEP), provides fiscal and administrative oversight for the IRM program, and ensures that the IRM progress reports are used across OGP to facilitate learning and improvement. The Executive Director does not sign off on the content of any individual IRM report, as this authority rests solely with the International Expert Panel and the IRM.

OPERATING PRINCIPLES FOR THE INDEPENDENT REPORTING MECHANISM (IRM)

1. The IRM works through national researchers, who are carefully selected and trained in the use of the IRM research instrument and report guidelines. Researchers are required to disclose any active contracts or other vested interests in the results of their research.
2. The IRM is transparent about its research methodology and the process for selecting national researchers.
3. The IRM staff and the IEP ensure that local researchers have full independence by providing international cover and general protocols for the review of all documents.
4. The IRM uses a consistent methodology for all its reports to ensure that OGP participating governments are evaluated according to the same criteria, while allowing for diversity of national context.
5. All reports are subject to multiple layers of quality control, including review by the IEP. Where reports do not meet agreed-upon standards, the IRM team works with researchers to develop neutral, fact-based, constructive reports. If this is not possible, researchers are replaced.
6. Draft reports are shared with key in-country stakeholders for comment, but the IEP and the author have final say on the report content.
7. The IRM will work closely with the Support Unit to provide information on strengths and weaknesses of OGP in participating countries and stimulate dialogue at the national level. It will not rank OGP participating governments or encourage use of IRM reports to determine foreign assistance.

⁵IEP members are not required to come from OGP participating countries.

C. OTHER OGP INSTITUTIONAL PARTNERS

MULTILATERAL PARTNERS

OGP currently has four multilateral partnerships with the following institutions: the World Bank, the United Nations Development Program (UNDP), the Inter-American Development Bank, and the Organization for Economic Cooperation and Development (OECD).

The OGP co-chairs formally enter into multilateral partnerships on behalf of the Steering Committee. Within the Support Unit, the Direct Country Support team, led by the Deputy Director, manages the day-to-day relationship with each multilateral partner.

THEMATIC WORKING GROUPS

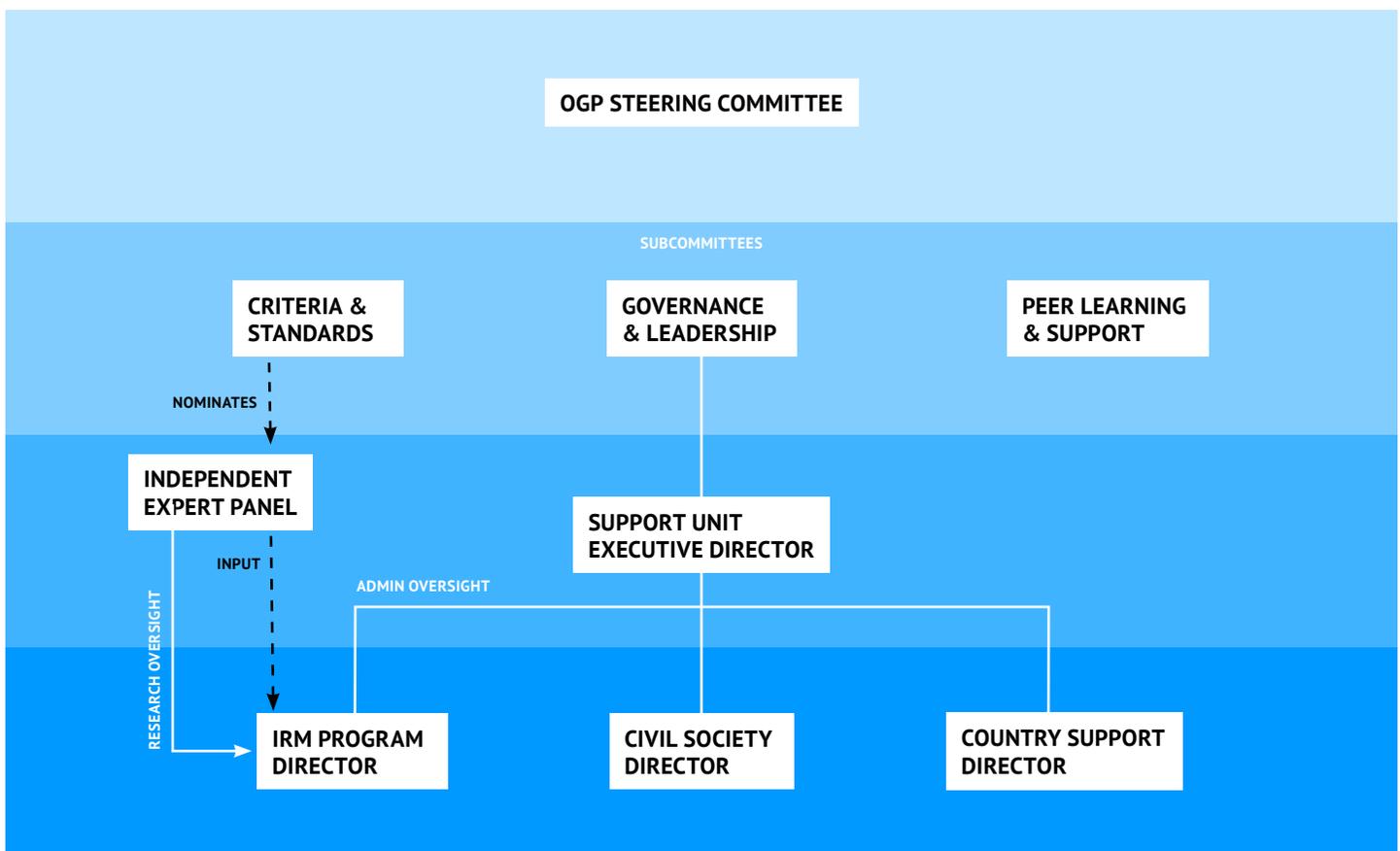
OGP is currently piloting five thematic working groups as a resource to help governments design and implement effective, ambitious OGP commitments in particular thematic areas of interest. Each working group is co- led by [at least] one OGP government and [at least] one civil society partner and includes members from both government and civil society who are working on action plans in OGP participating countries.

The Support Unit serves as overall coordinator for the working groups and is responsible for ensuring that each group plans and delivers a focused set of activities to improve action plan development and implementation. Each working group is required to submit an annual work plan to the Support Unit for publication on the OGP website. The Peer Learning and Support subcommittee oversees OGP’s overall peer exchange strategy, which includes [as needed] setting policies on working group membership, governance, and evaluation of the pilot phase.

RESEARCH PARTNERSHIPS

OGP is exploring the development of research partnerships to advance our understanding of how OGP is helping to catalyze improvements at the country-level and how implementation of OGP commitments is actually improving the quality of government policies and/or services. As explained in Section VI, these questions go beyond what the IRM is set up to deliver, and yet are critical for OGP to assess impact. Partnerships will be initiated and managed by the Support Unit with input from the Peer Learning and Support subcommittee.

FIGURE 4. OGP GOVERNANCE STRUCTURE



X. STAFFING

OGP is committed to maintaining a multinational and multilingual staff to support the initiative. As a nimble, virtual team we use technology to communicate frequently and share documents in the cloud. We are also committed to meeting in person as a group two times per year.

A. PROGRAMS

As shown in Figure 4, OGP's program areas (see Section VI) are organized as follows:

1. *Country Support: Direct Country Support, Peer Exchange, and External Communications*
2. *Civil Society Engagement*
3. *Learning and Impact*
4. *Independent Reporting Mechanism (IRM)*

Each of the programs (except Learning and Impact) is led by a Director who reports to the Executive Director and manages a small team of program staff. The three Program Directors and the Executive Director together serve as the management team for the OGP Secretariat. The Executive Director's role is to ensure that all four programs are working together effectively to advance OGP's overall strategic objectives.

In addition, the Executive Director has the following responsibilities:

- *Support the OGP Steering Committee and co-chairs*
- *Represent OGP at external events*
- *Lead fundraising efforts (with support of Governance and Leadership and other Steering Committee members)*
- *Oversee operations (see below)*
- *Oversee the Learning and Impact program (see below)*
- *Work with the Deputy Director and Senior Communications Advisor to provide strategic communications guidance and support to all OGP programs*

The goals and structure of each of the four program teams are summarized as follows.

1. COUNTRY SUPPORT

The Country Support Director oversees the following core functions (see Section VI for more detail):

- *Support OGP member governments to ensure they have the information and tools they need to effectively develop and deliver their OGP commitments.*
- *Promote regular opportunities for peer exchange across OGP countries to ensure that they are learning from each other.*
- *Coordinate OGP's multilateral partnerships, including brokering technical support to particular countries and collaborating to promote peer exchange.*
- *Channel countries inputs to the Steering Committee and liaise with government Steering Committee members to mobilize their support for the previous objectives.*

The Director of Country Support also serves as Deputy Director of OGP, which includes several additional responsibilities:⁶

- *Manage external communications for OGP, including digital strategy, public relations, media outreach, and branding.*
- *Represent OGP at external events to raise visibility and develop new partnerships.*
- *Support the Executive Director in managing core Secretariat functions (e.g. annual elections for government members to the SC) and advising the Steering Committee on policy issues.*

Current Staff and Projected Growth: This team currently includes 2.5 full-time employees reporting to the Director. In 2014, we plan to hire a full-time Communications Manager, and in 2015 we plan to hire at least one additional Program Officer to work full-time on Direct Country Support.

2. CIVIL SOCIETY ENGAGEMENT

The Director of Civil Society Engagement oversees the following core functions (see Section VI for more detail):

⁶Note that the Deputy Director works closely with but does not have any management responsibilities with respect to the other two Directors.

- *Support civil society partners at the country-level to ensure they are able to effectively and constructively engage in the OGP process.*
- *Build partnerships with global advocacy coalitions to encourage them to use OGP as a platform for campaigning.*
- *Channel civil society input to the Steering Committee and liaise with Steering Committee members to mobilize their support for the previous two objectives.*

As a member of the management team, the Director of Civil Society Engagement also supports the Executive Director in the following tasks:

- *Fundraising efforts, particularly with private donors.*
- *Developing and implementing the Learning and Impact strategy for OGP.*
- *Representing OGP at events organized by civil society partners.*

Current Staff and Projected Growth: To advance these objectives, the Director will rely on one full-time Program Associate and three Regional Coordinators who travel extensively within their respective regions to build relationships with local civil society organizations. We have found this model to be extremely effective in Latin America, where the Civil Society Engagement team has a full-time Regional Coordinator based in Mexico City. In the second half of 2014, we plan to hire a Regional Coordinator for Africa and the Middle East, and in 2015 we plan to hire a third Regional Coordinator, most likely based in Asia. The Director of Civil Society Engagement is based in Brussels and will therefore lead outreach efforts in Europe in addition to his other responsibilities.

3. LEARNING AND IMPACT

The Executive Director, as Acting Director of Learning and Impact, currently oversees the following core functions:

- *Develop or commission [country-level] research to study: (1) the impact of OGP-inspired reforms; and (2) how and why OGP is - or is not - leading to meaningful reforms.*
- *Develop and implement an M&E strategy to monitor OGP's performance against its strategic objectives.*
- *Build partnerships with independent research institutes to advance the first two objectives.*

Current Staff and Projected Growth: As OGP is in the early stages of developing our Learning and Impact program, this work is currently led by one full-time Program Officer and overseen by the Executive Director, with support from the Civil Society Engagement Director. In the future, we will consider hiring a Program Manager or Director to

oversee this area of work. The Learning and Impact team will work closely with the IRM team and will also rely on building effective partnerships with independent research institutions.

4. INDEPENDENT REPORTING MECHANISM (IRM)

The IRM Director oversees the following core IRM functions:

- *Hiring and training local researchers.*
- *Quality control, editing, and publication of regular progress reports.*
- *Producing periodic 'meta-analysis' of IRM findings.*
- *Working with the IEP to develop and safeguard the IRM research method.*

Current Staff and Projected Growth: While 64 national researchers and research teams do the on-the-ground interviews and initial drafting for the IRM progress reports, researchers are hired and managed from Washington. Their work needs to be carefully reviewed by the IRM team for cross-country consistency, accuracy, and readability. As a result, at the existing staffing level, the IRM faced delays in publication for a significant number of the first 43 IRM progress reports in 2013 and early 2014. From October 2013 through March 2014, the IRM brought on three Washington-based consultants to support drafting and editing the reports.

In 2014, the IRM will hire one full-time Research Manager to support the Program Director in overseeing local researchers, providing quality control for IRM reports, and doing meta-analysis of IRM findings. In 2015, the IRM will consider hiring an additional full-time Research Manager and/or full-time Research Assistant to play this role. In addition, the IRM will continue to bring on temporary consultants and copy editors during major crunch periods to help review and edit reports.

B. OPERATIONS

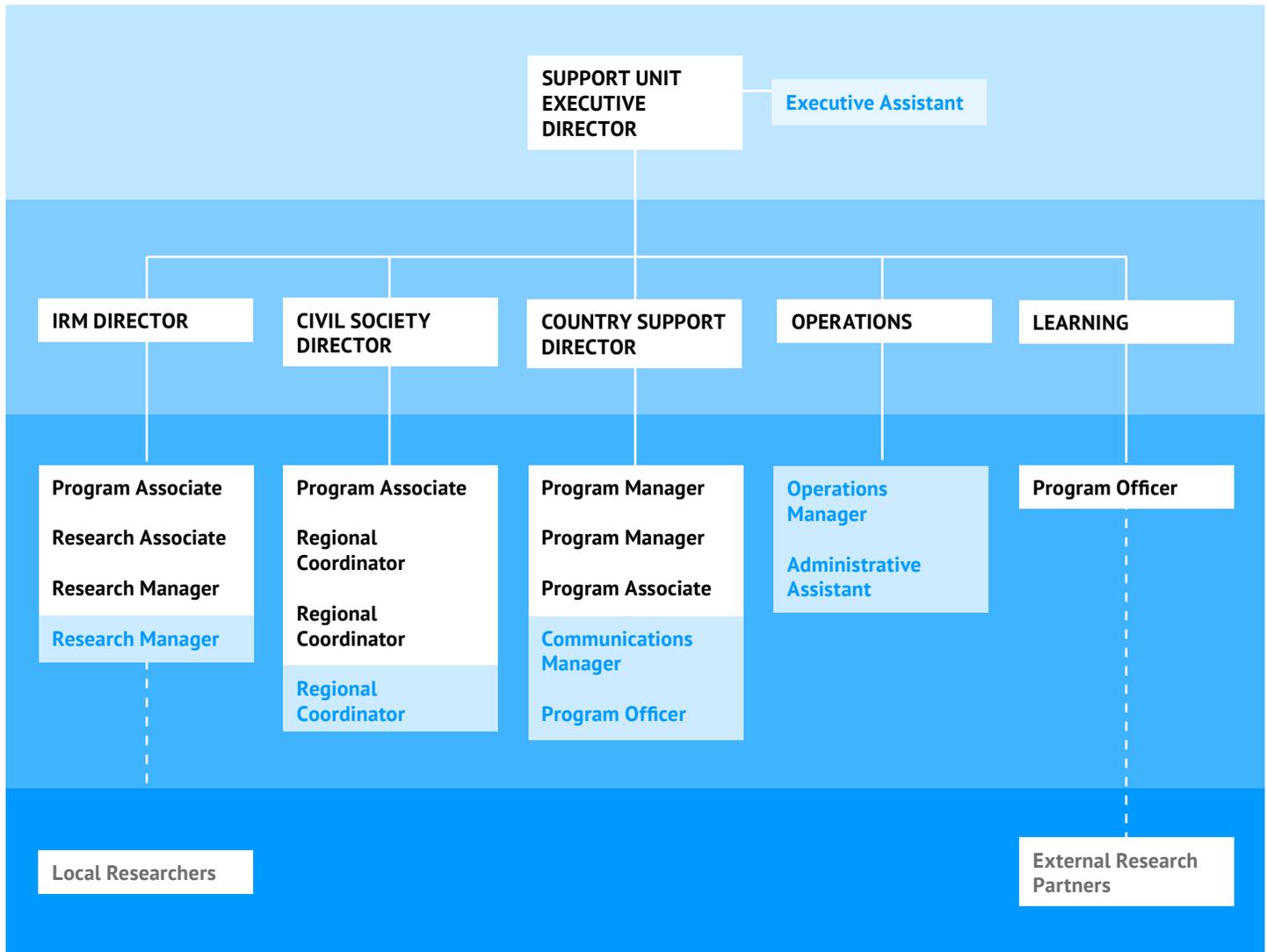
In addition to the four program areas, the OGP Support Unit will need to fairly quickly increase its administrative capacity, particularly given the integration of the Civil Society Engagement team and OGP's registration as an independent organization (see Section XI).

To manage OGP's transition to an independent organization, to develop necessary policies and procedures, and subsequently to secure and manage contracts with external administrative vendors, we will need to hire a full-time Operations Manager in late 2014 or early 2015. This position would report directly to the Executive Director, although OGP may want to consider hiring a

Chief Operating Officer in the future (depending on budget and staffing levels). In 2014 or 2015, we will also hire a full-time Executive Assistant who will provide core Secretariat

functions and support for the OGP Steering Committee, as well as administrative support to the Executive Director.

FIGURE 5. ORGANIZATION CHART



**Positions in blue to be hired in 2015*

XI. FUNDING MODEL AND BUDGET

OGP's rapid organizational growth must now be supported by an adequately resourced staff and a much more stable funding model. This section outlines how OGP plans to raise the necessary resources to implement this ambitious four-year strategy.

A. FUNDING MODEL

At the time of launching OGP, the eight founding governments could not have anticipated how quickly they would find themselves at the leading edge of a much larger movement. Today, OGP is a global multi-stakeholder partnership with 64 participating governments and scores of civil society organizations. This organizational growth and momentum must now be supported by an adequately resourced staff and a diversified and robust funding model. Moreover, at this stage in its development, OGP needs reliable revenue streams so that its leadership can make multi-year plans and launch sustained programs that have a measurable impact. To meet these goals, OGP will seek to broaden the base of contributing governments, while also increasing the size and duration of grants from bilateral aid agencies and private foundation donors.

GOVERNMENT CONTRIBUTIONS

OGP's funding model has always reflected the partnership between government and civil society. As of May 2014, private foundation donors had granted a total of \$2.67M to the initiative, and governments (including bilateral donors) had contributed a total of \$2.25M. Governments have also made substantial in-kind contributions, especially in terms of hosting OGP summits and other events. In 2012, OGP passed a resolution committing all government members of the Steering Committee to contribute to the initiative on a sliding scale based on their World Bank country income classifications.⁷

Starting in 2015, all OGP participating governments

will be asked to make annual contributions to OGP on a sliding scale based on their income. It is hoped that these contributions will eventually provide close to one third of OGP's budget, with the remainder being provided by independent sector donors and bilateral or multilateral aid agencies. This funding model reflects OGP's multi-stakeholder status and upholds its core values of country ownership and equality among members. However, the Support Unit will continue to provide services to all members, regardless of their ability to pay.

OGP is a voluntary coalition of governments and civil society organizations and cannot obligate governments to pay membership dues. However, OGP will highlight the benefits of universal contributions (e.g. equal stature and ownership) and use high-level diplomatic channels to help set the norm for fair and equitable contributions. The fact that OGP has high-level ministerial support in most participating countries and that the suggested contributions are fairly low⁸ should help promote support for this model.

Governments that are elected to the Steering Committee will not be required to make any special contributions, but once a government has joined the Steering Committee, it will need to pay the annual minimum contribution in order to be eligible to run for reelection for a second term. Members of the Steering Committee will be expected to encourage contributions from other participating governments, and they will be encouraged to host regional meetings and make other in-kind contributions. The Lead Government Chair will continue to take responsibility for organizing and hosting OGP's biannual summit.

⁷In 2013 and 2014, high-income Steering Committee member countries were required to contribute \$200,000, middle-income countries were required to contribute \$100,000, and low-income countries were required to contribute \$50,000.

⁸In May 2014 the OGP Steering Committee agreed to request an annual contribution of \$10,000 from countries in income tier 1, \$25,000 from those in tier 2, \$50,000 from those in tier 3, and \$100,000 from those in tier 4. (These tiers are based on the World Bank's classification of countries according to per capita gross national income (GNI).)

OGP's leadership recognizes the challenges of implementing "universal contributions" with 64 participating governments with varying political imperatives and bureaucratic systems. In 2015, OGP staff will work with government points of contact to address the bureaucratic and logistical challenges of making these discretionary payments.

Once the universal contribution model is established, it will help provide a stable and solid revenue base for OGP's core work. If most countries (i.e. 80 percent or more) make their suggested contributions, this mechanism will yield about \$3M a year in core funding for OGP. Actual response rates are difficult to predict,⁹ but are likely to be closer to 20-25 percent at first, gradually building up to 50-60 percent as payment norms are established. Realistically, we expect that this model, when fully established, will yield \$1.5M-\$2.5M annually for OGP programs.

DONOR CONTRIBUTIONS

Even as OGP gradually broadens the base of contributing governments, it will continue to rely on foundation donors, as well as bilateral and multilateral aid agencies. In fact, its reliance on donor funds will likely increase in the near term as it works to institute this new funding model. Reliable donor funding is needed to backstop budget shortfalls and sustain communication and services to ensure that more countries step up to contribute. Over the next four years (2015-2018), OGP expects to raise \$20 million from the following sources:

- *\$10M from foundations*
- *\$4M-\$6M from bilateral donor agencies*
- *\$4M-\$6M from participating governments*

OGP's co-chairs will continue to work closely with the Support Unit to secure multi-year core funding commitments from a group of supportive donors for the implementation of this four-year strategy. OGP is cognizant of its responsibility to all stakeholders, including its donors. All of OGP's narrative and financial reports (including an annual independent audit) will be in the public domain and will be regularly distributed to relevant stakeholders. In addition, OGP will identify a mechanism to meet with donors as a group at least once a year. We expect that these meetings, coupled with our annual report and periodic external reviews of OGP, will provide donors all the information they need to assess the return on their investment in OGP.

B. BUDGET

Table 10 shows a projected budget for 2015-2018.

STAFF CAPACITY

Over the next two years, OGP plans to invest in additional capacity to deliver on the strategic objectives outlined in this document. Four staff members are being added over the course of 2014: an IRM Research Manager, a Communications Manager, an Operations Manager, and a regional Civil Society Coordinator for Africa. In 2015, OGP expects to add one more person to the IRM program, an additional Program Officer (most likely for Direct Country Support), a Communications Officer, and an Executive/Special Assistant who will work closely with the Steering Committee to leverage their contacts and speaking opportunities on behalf of OGP. It also plans to add a third Regional Coordinator as part of the Civil Society Engagement team.

ADMINISTRATION

OGP will begin transitioning from a program of the Tides Center to an independent organization in 2015. To ensure a smooth transition, the organization will need Tides' support for most of the year, even as it sets up its own administrative systems. In later years, however, administrative costs will likely drop, as OGP will not need to pay an overhead fee to Tides (estimated at 7 percent of total revenues).

PROGRAMS

Rows 1 to 6 in Table 10 show the out-of-pocket costs for each program. Staff salaries and travel are not included in these figures. Payments to consultants are included. Most of these expenses reflect travel and other costs of learning activities for OGP members. Travel costs are significantly higher in years when there is a global summit.

ANTICIPATED COSTS FOR 2016 AND 2017

Our budget projections for 2016 and 2017 are not substantially different than 2015. No significant staff additions are expected. OGP will invest more heavily in research partnerships and commissioned research to develop its Learning and Impact program. As this program develops, we may need to hire a senior programmatic lead. These changes are intended to correct OGP's historic under-investment in Communications and Learning/M&E. However, the reductions in administrative fees associated with spinning off from Tides will provide most of the funds for these additional program investments.

⁹Interviews with members and stakeholders revealed mixed support for universal member contributions. Roughly half of respondents endorsed universal contributions, while others opposed it. Most of the opposition was on practical grounds. Respondents felt that, given the bureaucratic hurdles to processing payments, transaction costs would be too high.

**TABLE 9.
2015 PROJECTED BUDGET
DISTRIBUTED BY PROGRAM**

Notes:

In this chart, staff salaries are distributed across the relevant programs and combined with the cost of each program's activities to reach a total program cost. [Note that Table 10 shows total staff salaries as a lump sum rather than distributing them across programs.]

Administrative expenses in Table 9 include the following categories listed in Table 10: Salaries (only for operations staff), Office and Supplies, Administrative Fees, Incorporation Costs, Contingency Fund, and Steering Committee Meetings.

Each program's percentage of the total budget should be relatively consistent in 2016, 2017 and 2018, with only minor changes as shown in Table 10.

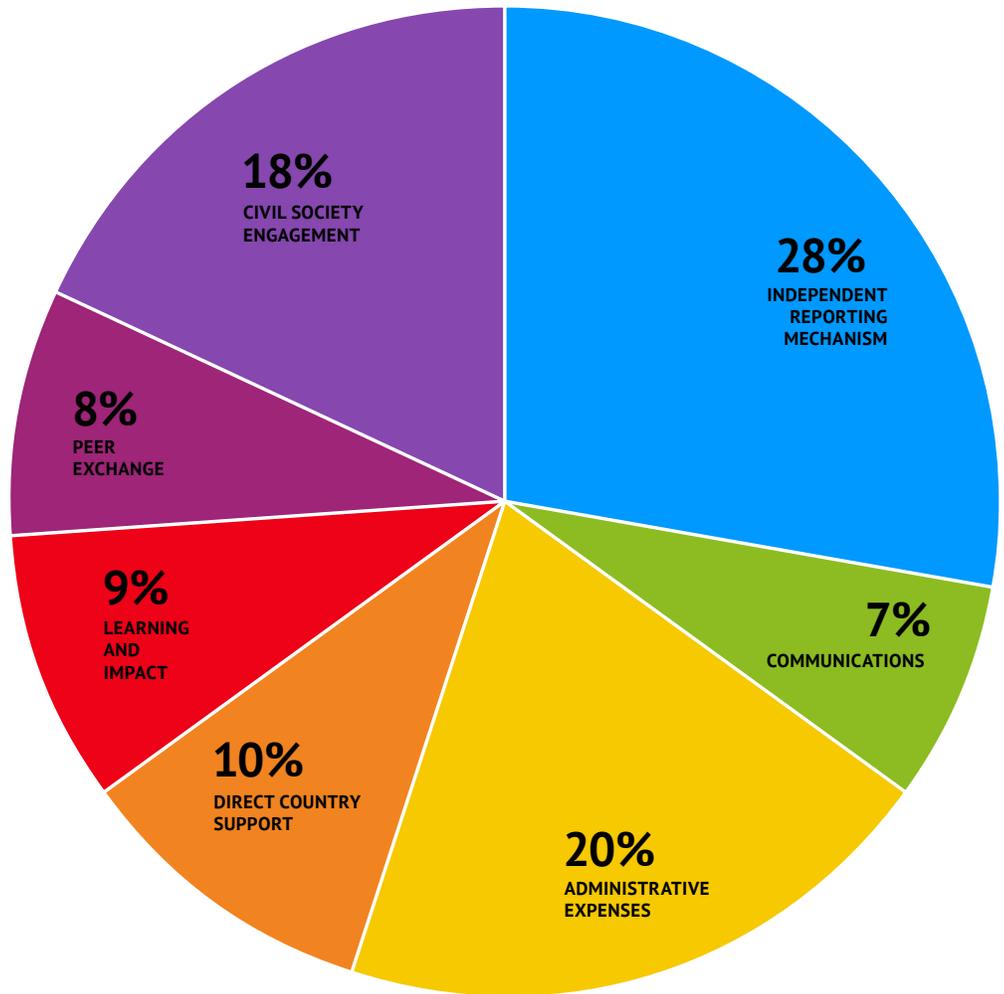


TABLE 10. OGP PROJECTED ORGANIZATIONAL BUDGET FOR 2015-2018

EXPENSES BY CATEGORY	2015	2016	2017	2018
STAFF AND OPERATIONS (TO SUPPORT ALL PROGRAMS)				
Salaries and Benefits	\$2,186,574	\$2,467,682	\$2,515,035	\$2,563,336
Staff Travel	\$342,800	\$361,900	\$374,600	\$384,800
Office and Supplies	\$116,680	\$136,900	\$136,900	\$136,900
Administrative Fees	\$504,450	\$244,719	\$247,543	\$250,424
Incorporation Costs	\$10,000	\$0	\$0	\$0
Contingency Fund	\$50,000	\$50,000	\$50,000	\$50,000
STEERING COMMITTEE MEETINGS	\$75,100	\$84,100	\$84,100	\$84,100
Travel costs for civil society SC members				
1. DIRECT COUNTRY SUPPORT	\$21,800	\$21,800	\$21,800	\$21,800
Staff support to participating governments				
2. CIVIL SOCIETY ENGAGEMENT	\$343,000	\$263,000	\$358,000	\$270,500
Civil society travel, exchanges, events				
3. PEER EXCHANGE	\$270,000	\$270,000	\$270,000	\$270,000
Working groups, regional meetings, webinars				
4. LEARNING AND IMPACT	\$340,000	\$340,000	\$340,000	\$340,000
Open Gov Awards, Commissioned research and M&E				
5. INDEPENDENT REPORTING MECHANISM	\$929,700	\$940,800	\$1,004,900	\$963,000
Local researchers, training, editing and publication of reports				
6. EXTERNAL COMMUNICATIONS	\$174,200	\$204,200	\$228,200	\$209,200
PR for events, website, social media, publications				
TOTAL	\$5,364,304	\$5,385,101	\$5,631,079	\$5,544,060

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