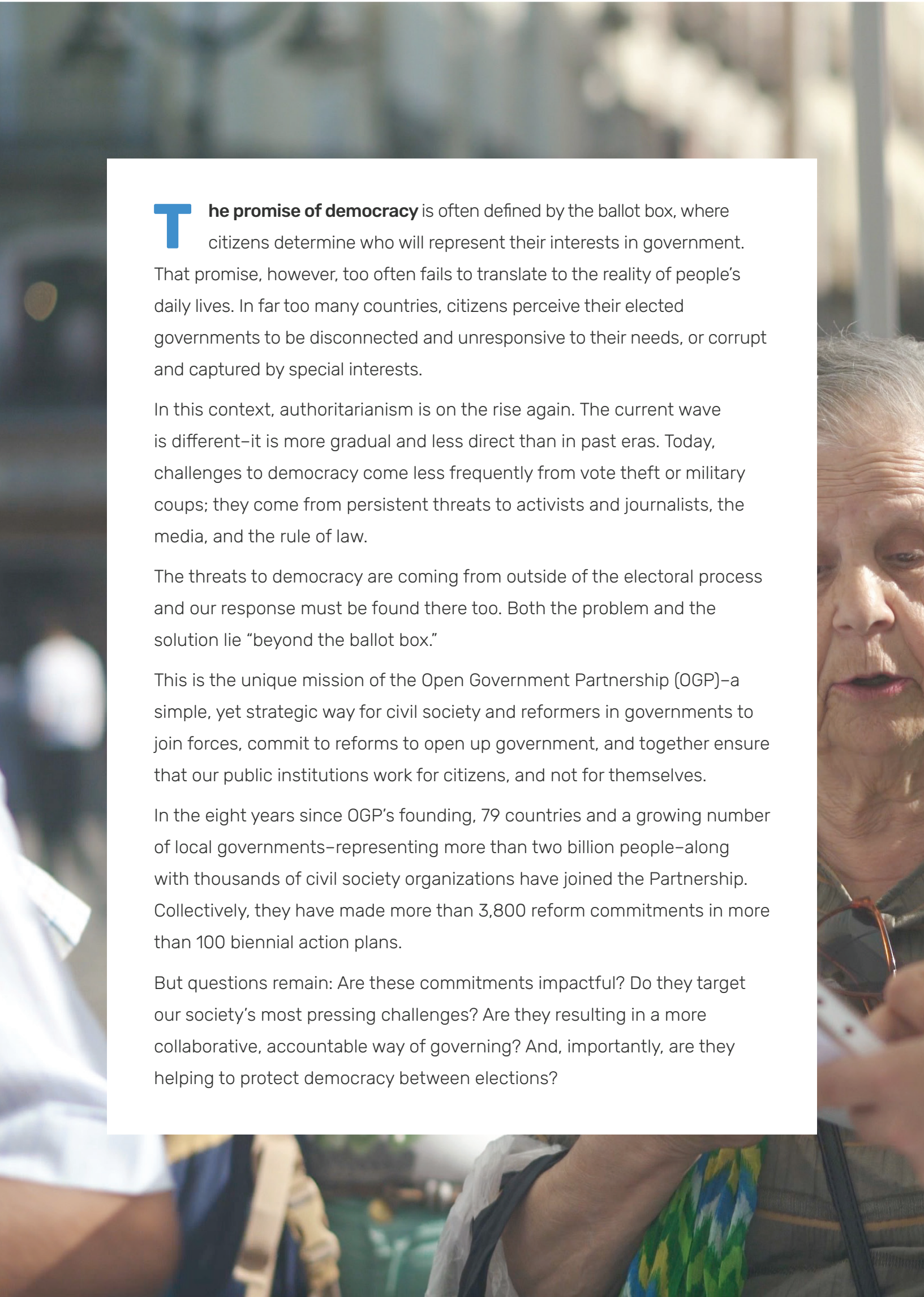**DEMOCRACY BEYOND THE BALLOT BOX**

Open Government Partnership Global Report

EXECUTIVE SUMMARY

Open Government Partnership

The promise of democracy is often defined by the ballot box, where citizens determine who will represent their interests in government. That promise, however, too often fails to translate to the reality of people's daily lives. In far too many countries, citizens perceive their elected governments to be disconnected and unresponsive to their needs, or corrupt and captured by special interests.

In this context, authoritarianism is on the rise again. The current wave is different–it is more gradual and less direct than in past eras. Today, challenges to democracy come less frequently from vote theft or military coups; they come from persistent threats to activists and journalists, the media, and the rule of law.

The threats to democracy are coming from outside of the electoral process and our response must be found there too. Both the problem and the solution lie "beyond the ballot box."

This is the unique mission of the Open Government Partnership (OGP)–a simple, yet strategic way for civil society and reformers in governments to join forces, commit to reforms to open up government, and together ensure that our public institutions work for citizens, and not for themselves.

In the eight years since OGP's founding, 79 countries and a growing number of local governments–representing more than two billion people–along with thousands of civil society organizations have joined the Partnership. Collectively, they have made more than 3,800 reform commitments in more than 100 biennial action plans.

But questions remain: Are these commitments impactful? Do they target our society's most pressing challenges? Are they resulting in a more collaborative, accountable way of governing? And, importantly, are they helping to protect democracy between elections?

The state of open government

To address these questions, OGP is releasing its first comprehensive assessment of the state of open government. This report provides a thorough and honest review of progress made by OGP member countries in the first eight years of the partnership.

In determining its findings, the report examines a vast amount of the world's governance data, across multiple dimensions of democracy and openness, specifically looking at three areas of progress and next steps:

1. **Collective results:** OGP countries' progress as a collective based on aggregate indicators of openness

2. **Priority policy areas:** OGP countries' progress in three key areas: civic space as a crucial underpinning, anti-corruption initiatives, and public service delivery

3. **Member pages:** Stories of individual member countries' progress across their OGP action plans and against key indicators of openness, as measured by third-party indicators

"Citizens of Madrid vote on city budget through Decide Madrid initiative." Photo by OGP

Members of the Jogbahn Clan learn about land rights from the Sustainable Development Institute (SDI)." Photo by OGP

Collective results: impact evidence

Providing important context for these assessments, the report reviews evidence on the impact of open government to determine whether openness leads to better socio-economic outcomes.

Research focused on the economic impact of transparency indicates steady progress. There is evidence that improved transparency in relevant policies is strongly correlated with better economic results. This includes higher foreign direct investment, greater volume of bilateral trade, and improved credit ratings. Open data helped to generate more than €52 billion for the European Union in 2018. Additionally, nearly 75,000 jobs are estimated to have been created as a result of the re-use of open data in 2016; and a study of G20 countries found that the global economic value-add of open data is US$2.6 trillion.

Moreover, research conducted as part of this report on the long-term impact of free association, free and independent media, and government engagement with citizens—referred to as "diagonal accountability"—finds that they are also associated with improved socio-economic outcomes, including: infant mortality, life expectancy, years of education, economic growth (when elections are also strong), and less inequality.

Notably, the evidence shows that openness works best when it is part of a broader ecosystem of accountability and government capacity, and even

better when there are stronger elections and checks-and-balances. Democratic institutions are mutually reinforcing. Where electoral systems are stronger, civil society and a free press are more effective at informing voters. In turn, voters are more likely to increase pressure on elected officials for results. Additionally, openness has a stronger effect in middle- and higher-income countries, and when the civil service is competent and impartial.

Bringing citizens into decisions: intentional accountability

Open government is about much more than transparency. Transparent information needs to be useful, usable, and used for it to change government performance. An overall finding of this report is that many commitments, especially in public services, assume that information disclosure will result in improved performance, responsiveness, or accountability. More than two-thirds of OGP commitments include some elements of transparency. Less than a third mention accountability. Of those, nearly half do not describe the actual means of achieving accountability—whether through citizen participation in oversight, the courts, audits, or complaint mechanisms.

These commitments are, in essence, "black box" accountability commitments where there are inputs (in

this case information), some unspecified process, and, shortly thereafter, accountability. By contrast, there are "glass box" accountability reforms, wherein information is disclosed and members of the public have a clear channel (or channels) to inform, persuade, or otherwise convince the government to act.

By better clarifying who will be more accountable to whom and how—through which channels—OGP commitments and open government reforms will have greater impact. Specifically, transparency commitments should lay out the use cases for newly disclosed information: who will be accountable to whom if the information is released? Where possible, those commitments should articulate a theory of the channels through which transparency will take place: The market? Participatory opportunities? The courts? During electoral campaigns? And, where possible, does the enabling environment exist in which people can safely use the information to criticize officials or change service providers?

OGP works

The most profound transformations that openness brings to governments are often measured in decades, rather than months or years. Nonetheless, we are able to look at early results using the data assembled for this report. Reflecting a database of dozens of indicators from third-party sources across five policy dimensions (civic space, anti-corruption initiatives, open policy-making, access to information, and fiscal openness), this report compared the 42 countries that have been in OGP for more than five years to non-OGP countries. In each of the five policy domains and all 12 subdomains, OGP countries earned higher scores than non-OGP countries.

In addition, a comparison of eligibility requirements of countries that have been in OGP for more than five years with non-OGP countries shows:

- OGP countries started and finished with high scores in the four eligibility areas to join the partnership: fiscal openness, access to information, asset disclosure, and civic participation.
- There was global convergence around passing access to information laws and asset disclosure.

- There was global divergence around the open budget requirements. While almost all OGP countries earned perfect scores in this area between 2017 and 2018, many other countries around the world regressed.
- A troubling parallel downturn in civil liberties exists among both OGP and non-OGP countries. As a percentage change, OGP countries have declined less in relative terms than the non-OGP average, and may be "outperforming a bear market" for openness. However, the backsliding still represents a fundamental threat to open government, which OGP countries must proactively tackle through their action plans.

"Principal of Mongolian school talks with student and her mother." Photo by OGP

Priority policy areas

The report takes deep dives into selected thematic areas. For this first global report, the selected themes are: (i) civic space, which constitutes a vital priority for OGP countries amid the backsliding noted above; (ii) anti-corruption, where open contracting and beneficial ownership transparency are emerging areas in which OGP countries can advance from innovation to norms (as has been the case regarding access to information, asset disclosure, and open budgeting); and (iii) public service delivery, especially, education, water and sanitation, and health, which can deliver tangible impact in the lives of citizens, but also constitute emerging areas to continue to be nurtured and deepened.

Civic space: erosion at the foundations of open government

Civic space is the fundamental underpinning for open government and OGP. Yet, as the report documents, civil liberties (the core of civic space) continue to experience a steady erosion, even in OGP countries. A 2018 OGP report found that nearly half of OGP countries had problems in each of the basic freedoms of assembly, association, and expression, as well as the fundamental rights that make transparency, participation, and accountability work. At the same time, very few of those countries were using their OGP action plans to address these issues.

The report takes a detailed look at three specific aspects of civic space: free association, free assembly, and defending activists and journalists.

- **Freedom of association:** While most OGP countries have strong legal and practical support for freedom of association, 40% experience noteworthy challenges. There has been a trend of restrictions placed on civil society organizations, including restrictive laws, regulations and practices, as well as barriers to access, funding, and funding cuts. Commitments in OGP countries address barriers to entry (El Salvador), operational ease (Canada), and access to funding (Ukraine, Bulgaria, and Latvia). Overall, however, only five countries with freedom of association challenges have adopted ambitious commitments as assessed by the OGP's Independent Reporting Mechanism (IRM). The report outlines an agenda moving forward, including: laws and practices to limit or eliminate legal and de facto restrictions; facilitating operations; and promoting mechanisms and funding for sustainability.

- **Freedom of assembly:** Free assembly is a bedrock of democracy, allowing people to collaborate, bring attention to issues, and get answers. About half of OGP countries have challenges in this area, but lack any commitments in assembly. Independently produced data consistently shows that between a third and half of OGP countries experience notable

interference with the right to peaceful assembly. At the same time, roughly a third to half of OGP countries perform consistently well. This area is, however, the area with the least commitments in all of OGP. This suggests that there is considerable room for leadership, political participation, and a healthy civil society ecosystem. OGP members could advance applicable policies and practices in five areas: (i) notification and permits, (ii) police force, (iii) criminalization and penalties, (iv) digital and online activities, and (v) non-state actors.

- **Defending activists and journalists (freedom of expression):** Without activists and journalists, the potential for transparency and participation to result in accountability is severely weakened. Activists around the world continue to face harassment, stigmatization, detention, and violence. In four out of five OGP countries, journalists report harassment. In 50 OGP countries, there is inadequate investigation and prosecution for crimes against activists and journalists. While most OGP countries are relatively strong on issues of free expression for civil society organizations and individuals, there remain notable constraints to freedom of expression in over 40% of OGP countries. Ninety percent of countries with problems in these areas lack relevant commitments in their action plans aimed at defending expression. OGP members can use their action plans to improve the operating environment for activists and journalists by abstaining from harmful practices, setting limits and accountability measures on officials that might abuse power, and strengthening investigative and prosecutorial bodies. Eleven countries have made commitments to strengthen human rights institutions, monitor and comply with recommendations from international human rights conventions, and protect activists, journalists, and human rights defenders from harassment. Seven of these have commitments that are considered "ambitious" as assessed by the IRM (e.g., Colombia, Norway, Croatia). The report outlines an action agenda ahead in this area.

Fighting corruption: emerging global norms

The report focuses specifically on two emerging areas for tackling grand corruption and improving government efficiency: open contracting and beneficial ownership transparency. OGP members were the earliest adoptees of beneficial ownership policies and open contracting standards, helping to begin an early wave of innovation. While these two practices are not yet global norms, they are reflected in a growing number of OGP action plans and promise transformative impact.

In analyzing reforms and interviewing reformers working in this area, there are a number of cross-cutting issues. First, implementers do better when they: involve users from the start, identify means by which people can register complaints or raise suspicious activity, improve data quality (including regularity and recency), and implement open data standards and ensure interoperability with other datasets.

- **Open Contracting:** Corruption in public procurement can reduce the value of contracts by up to 15 percent (depending on estimates). Open contracting–combining disclosure of contracts with participation, monitoring, and oversight–has been shown to yield fiscal savings, reduce corruption, and increase participation of businesses, including small and medium-enterprises (e.g., Ukraine). Forty-six OGP governments have made commitments in open contracting. However, to achieve impact and results, open contracting requires adopting a problem-driven sectoral approach, engaging citizens for impact, improving data quality (open, accessible, timely, machine-readable, gender disaggregating data and using open contracting data standards), and empowering women.

- **Beneficial ownership transparency:** Beneficial ownership transparency has emerged as an essential means for combating corruption, stemming illicit financial flows, and fighting tax evasion. In response, governments as diverse as Denmark, Kenya, Nigeria, and the United Kingdom have committed to publish beneficial ownership information. Sixteen OGP governments have committed to beneficial ownership transparency. To heighten impact, the report outlines four key issues to be addressed: (i) strengthening the collection of beneficial ownership information, including on trusts; (ii) improving the interoperability of the information; (iii) verifying registered information; and (iv) engaging citizens in monitoring and accountability.

Innovations in open government by section

CIVIC SPACE

Freedom of association	Latvia is building up its civil society organizations over multiple decades and OGP action plans
	Serbia is making sure funding for civil society organizations is sustainable and, where state funding is involved, free of bias
	In Ukraine, red-tape reduction and anti-corruption efforts are affecting the health of civil society
	European lobbying laws are balancing the right to participate in policy making with freedom of association
	Ugandan and Nigerian civil society organizations are working to ensure that anti-terrorist finance laws do not close down civil society
	Restrictions on freedom of association are making treating HIV/AIDs more difficult in East Africa
Freedom of assembly	Governments can improve freedom of assembly through a checklist developed by the UN Special Rapporteur on Freedom of Assembly and Association
	Citizen involvement in establishing routes for public parades in Northern Ireland, UK tries to provide for public safety while protecting freedom of assembly
	Civil society organizations in Uganda have developed a response fund to protect demonstrators who have been arrested while protesting
	Civil society organizations have used freedom of information laws to obtain and evaluate police protocols in seven Central and Eastern European countries
	International organizations, including private sector associations, are developing standards to better protect peaceful assembly
Defending activists and journalists	Advocates are working to protect activists and journalists from strategic litigation against public participation (SLAPPs)
	Ireland took steps in its action plan to protect whistleblowers
	Colombia opened up its records on past human rights abuses
	Mexico opened up records of detentions
	Serbia began investigating the murder of journalists, which inspired nearby Montenegro to take similar actions

ANTI-CORRUPTION INITIATIVES

Open contracting	Colombia saved money on school meals through open contracting
	Nigeria is adopting the open contracting data standard
	Honduras and Malawi are using open contracting in infrastructure to get better value for money
	Ukraine involved users of contracting data to make data easier to access and leverage
	Albania used open contracting for women-owned businesses
Beneficial ownership	Why companies (and which ones) are lining up to support beneficial ownership
	The extractives industry is adopting beneficial ownership
	Ukraine's national ownership register is beginning to cover more than just Ukrainian companies
	Nigeria is tying beneficial ownership to more effective procurement
	Slovak civil society used beneficial ownership data to find a politician who was self-dealing with major construction contracts
	Civil society is engaging with the UK company register to discover corruption

PUBLIC SERVICES

Water, sanitation, and hygiene	Uruguay used a participatory approach to water planning, bringing in people and companies from all around the country
	La Libertad, Peru worked through the challenge of mapping water sources amid issues of data availability
	Local governments in the Netherlands used open data on water project spending to improve infrastructure
	Different governments are developing and mainstreaming processes to involve citizens in water and sanitation policy and implementation
Health	The United Kingdom experienced the promise and peril of releasing health data, as privacy protection institutions point the way forward
	Latin American countries are making progress in establishing and monitoring budgets on reproductive health
	OGP countries are working on program-based budget transparency and outcome tracking
	African countries are taking steps to publish subnational health expenditure data
Education	Citizen engagement plays a major role in school performance in South Africa
	Colombia engaged youth and marginalized communities to identify next steps in education policy
	Armenia, Brazil, Dominican Republic, El Salvador, Mongolia and Tbilisi (Georgia) engaged citizens in school oversight to improve performance and efficiency

Public service delivery: accountability and engagement matter

Open government can improve people's lives on a daily basis. To this important end, the report examines three key sectors: water and sanitation, health, and education, and uses available data to identify potential areas of work for future action plans. The areas examined include: availability of sufficiently disaggregated data for decision making, disclosure of decision-making plans and policies to the public, and priorities for participation and accountability, including inclusion of vulnerable or historically excluded groups. The report further looks at how citizen feedback can greatly improve public services, but also how a lack of data, which is practically useful for decisions, may hinder future progress.

- **Water, sanitation, and hygiene:** The dividends from investing in open government in water, sanitation, and hygiene (WASH) are significant. WASH is one of the less explored areas in OGP action plans with only nine countries currently implementing relevant commitments. Based on OGP analysis of third-party data, OGP members can continue to advance this work through commitments focused on improving four areas:

    Data for governance: Most OGP members collect and publish point-of-service and household data. However, this data is not available at lower administrative levels, is not interoperable, and often has restrictive licensing, creating a mosaic of data that can be difficult to integrate and act upon.

    Data on governance: While most OGP countries have reporting plans in place for sanitation and drinking water, financial expenditure data and monitoring systems are not in place.

    Participation and accountability: While most OGP countries have participation and accountability efforts in place across WASH subsectors, very few have robust participation and less than half report having accessible complaint mechanisms for the sub sectors.

    Spending on vulnerable populations: Most OGP countries have plans to address access for vulnerable populations, but very little money is spent or tracked to reach these populations relative to their size.

- **Health:** Addressing health issues is key to driving development outcomes, including more inclusive, sustainable growth across all economies. Opening government provides an important means of tackling the complexity of today's global health challenges. The report provides critical data points to support an agenda for action:

    Data for governance: Health outcomes data and data on reproductive health lag far behind data on inputs.

    Data on governance: Only a minority of OGP countries regularly publish data on progress toward universal healthcare; and while most OGP countries had program-level budgeting, fewer reported on expenditures and outcome indicators.

    Public participation and accountability: OGP members, while they do address improving participation and accountability in health, have largely focused on citizen input into policy and strategy. A smaller group has focused on budget and supply tracking. Four governments have focused on accountability for patient outcomes.

- **Education:** While a broad range of tools can improve access and quality of learning, open government approaches of access to information, civic participation, and public accountability can be equally as important. Education systems can work better when the public has: access to information, the opportunity to participate and influence decision-making, and the ability to seek answers from government. Achieving more inclusive, sustainable outcomes requires efforts beyond transparency alone. It requires sustained investment in institutions that can enhance participation and accountability and help education systems become more responsive to public needs (e.g., parent-educator accountability). The report outlines an open government agenda for education consisting of moving from inputs to outcomes and from tools to institutions.

Member pages: stories of OGP journeys

At the member level, the report summarizes key aspects of OGP member performance. Many OGP members do not know how they are performing relative to their peers in OGP and more broadly on implementing open government policies. The report uses IRM findings and credible third-party datasets to assess whether OGP members are contributing to more open government in selected policy dimensions.

Specifically, the report provides brief summaries of each OGP member's work in the partnership to date, including: their action plan focus, innovations, and major accomplishments; the OGP process in the country; action plan performance; and, where action plans have made an impact across five selected dimensions of open government.

This analysis will assist reformers in government and civil society in identifying where they can potentially use the OGP action plans and peer exchange to achieve greater impact. The report will enable a much clearer analysis of areas of excellence, as well as areas for improvement. By highlighting reform areas to a broader global audience, this can help support domestic reformers to better focus action plan commitments and hopefully inspire reformers in other countries to engage, step up, and get involved. With expert reformers in OGP countries around the world, this report may incentivize and serve as a larger call to action for those seeking to play global leadership roles in their areas of thematic excellence.

Conclusion: the imperative for collective action

Despite the individual and shared areas for improvement identified in this report, OGP countries and their partners are well positioned to address the challenges ahead. The report's honest analysis of progress and challenges across OGP countries provides an opportunity to expand the frontiers of open government.

Future progress can best be realized through improved country-level actions, the advancement of key policy areas, and the building of collective, innovative partnerships both within countries and across borders. These are the actions that can be taken now to ensure that citizen voices are not limited to election day and that democracy does indeed fulfill its promise.

"Woman in Paraguay participates in municipal council meeting about budget allocation." Photo by OGP

Report objectives and uses

This report builds on two sources. The first is the data and qualitative analysis of completion and results of more than 3,000 OGP commitments. This data is produced by the Independent Reporting Mechanism (IRM) expert researchers in each OGP country, tasked with reviewing the results of OGP commitments and reviewed by leading international experts in the area. The second major data source comes from the many organizations working on governance in fields relevant to OGP's collective goals. (See Annex C of the *Methods* section in *Volume II* if this report for a summary of the organizations behind the many indicators used in the preparation of this report.)

This report aims to be an honest, sober assessment of the progress and challenges of opening up government. While the focus is on OGP action plans and the reformers behind them, the report is ideally useful for reformers who are not yet part of OGP, but who prize the values of transparency, participation, and accountability. It is also for those reformers who are considering whether openness can help them achieve more instrumental aims. OGP is an obvious place to learn about what paths for reform have been taken, the paths that have not been taken, and what might lie ahead.

This report is for reformers

The goal of this report is to provide entry-points for reformers at the national and international level to improve governance in their countries. It provides member-by-member data on current innovations, past action plans, and progress and efforts in selected dimensions of open government. The aim is to nourish discussion within each country or locality, learning from the past, but identifying where to go in the future. Beyond looking at individual member pages, the authors hope that readers will engage with the featured policy areas and online resources at open-govpartnership.org to dig deeper into possibilities for future reforms. The report has three major parts:

- **Collective results.** This section highlights major issues in open government including impacts, trust, and gender. This section is primarily useful for the curious—those looking to learn about why an open government approach would be useful to them—or *the committed*—those looking to deepen their understanding of the role that OGP has played and may play in the coming years.

- **Priority policy areas.** This section highlights three high-impact policy areas: anti-corruption, civic space, and public services, looking at selected policies in these areas, how OGP countries are (and are not) advancing and where action plans might go in the future. Ideally, readers will use this section to reflect on the situation in their country and identify potential new commitments or areas of action in future action plans.

- **Member pages.** These pages tell the story of each OGP member country. Each one tries to strike a balance between (1) national highlights and major achievements, (2) the quality and process of each national action plan, and (3) progress and efforts toward collective goals. These pages aim to guide reformers working in OGP member countries and localities to identify whether there are areas for potential improvement in future action plans.

The report aims to inspire with relevant case studies and emerging standards. This report learns from the hard work and innovation of individual citizens, communities, civil society organizations, government reformers, and, in some cases, private sector actors. To that end, the report builds off the collective knowledge of a large community, presenting examples of innovative practices. These are rarely "best practices" but rather snapshots in time—useful for inspiration. (In fact, OGP has traditionally rejected any "best practice" approaches in its work, with the understanding that locally-adapted solutions are better, and every policy and practice is a story of evolution not teleology.) This report is not a recipe book; it is a "scrapbook" of the open government community, not as we wish to be, nor necessarily as we should be, but, rather, as we are.

This report will be successful if it more closely aligns national goals and problems with OGP action plans, inspiring more high-impact, concrete commitments.

What this report is not

An index

While this report builds off of cross-country comparative data, it does not rank countries or present high-level composite scores. The presentation of data follows the principle of making sure that scores hew as closely as possible to actual policies and implementation.

New data collection

All of the data in this report is synthesized from other sources. It is the centralization, presentation, and interpretation of this data that we hope helps OGP members. The data is largely descriptive to understand where the frontiers of open government lie in each policy area.

An IRM report

This report uses IRM data to identify areas for action across a number of dimensions of open government. The IRM distinguishes OGP with its original, locally-authored, peer-reviewed primary research on country commitments. This report summarizes past IRM reports (2013–2018) in an attempt to tell the story of each OGP member—the paths taken in the past and the paths that might be taken.

A standard-setting process

While many sections of the report show member performance in "collective goal" areas using standardized data, action plan contents remain the discretion of national or local actors involved in the OGP process. We offer up the comparisons to suggest areas where OGP members can play a more active role, either as reformers themselves or as supporters of others' reforms.

A MISSION-CRITICAL UNDERTAKING

Mainstreaming gender is core to the success of open government. Women's participation in politics and policy has been shown to increase the range of issues addressed and the solutions proposed, improve outcomes of peacebuilding and reduce corruption. In addition to fairness, investments in approaches that take gender into account lead to positive outcomes such as reducing violence and improving the use and quality of services. Corruption and inefficiency disproportionately negatively affect women whether through decreased access to services and benefits, decreased respect of law, exposure to violence, or economic, legal, or political disempowerment (according to the United Nations Development Programme's report, Corruption, Accountability and Gender: Understanding the Connections).

GENDER MAINSTREAMING IN THIS REPORT

This report takes a gender mainstreamed approach. In consultation with experts from academia, nonprofits, and government, the authors have integrated features which focus on the gendered impacts of open government and initiatives which seek to improve gender equality. It is, of course, by no means complete or comprehensive and considerably more work can be done to address this essential component of open government.

The following features are included in the different sections of this report:

Priority policy areas

ANTI-CORRUPTION:

Open contracting: Gender-equitable procurement and contracting

CIVIC SPACE:

Freedom of association and assembly — the gendered impacts of restrictions on non-profit operation, including for LGBT+ and sex workers.

PUBLIC SERVICES:

Education: Disaggregation of education spending and outcomes data by gender in open data

Health: Lags in reproductive health data behind other data

Water and sanitation: Data on planning and finance around water, sanitation and hygiene

Member page reporting

DATA MODELS:

Civic space–Association: Includes indicators on women's participation in civil society

Access to information–Open data: Scores include open data on education disaggregated by gender and reproductive health data

For future editions, the authors hope to identify better baseline data differentiated by gender for other areas of the member data model, such as women's participation in policy making and data on program-based budgeting in fiscal openness.

About OGP

Open Government Partnership brings together government reformers and civil society leaders to create action plans that make governments more inclusive, responsive and accountable. In the spirit of broad collaboration, OGP is overseen by a Steering Committee including representatives of governments and civil society organizations.

To become a member of OGP, participating countries must endorse a high-level Open Government Declaration, deliver a country action plan developed with public consultation, and commit to independent reporting on their progress going forward.

The Open Government Partnership formally launched on 20 September 2011, when the eight founding governments (Brazil, Indonesia, Mexico, Norway, the Philippines, South Africa, the United Kingdom and the United States) endorsed the Open Government Declaration and announced their country action plans. Since 2011, 79 OGP participating countries and 20 local governments have made over 3,800 commitments to make their governments more open and accountable.

To contact OGP, write to:
info@opengovpartnership.org.

To contact the authors of this report, write to:
research@opengovpartnership.org.

About this report

OGP's first Global Report was mandated by the OGP Steering Committee in 2017. Its objectives were to synthesize OGP's data and findings into one flagship publication to provide guidance to the Partnership and provide comparable snapshots on all OGP countries. Objectives include:

1. Visibility: Build global awareness of OGP values and the partnership's role, as well as country performance, especially to high-level actors and politicians;

2. Close the gaps: Create compelling incentives to close the *ambition* and *implementation* gaps at the national level;

3. Comparability: Provide a means by which countries may compare themselves with one another and compare action plans over time;

4. Collective action: Cultivate a sense of shared ownership and accountability for cross-cutting reforms in priority areas for all OGP countries;

5. Context and achievement: Demonstrate and highlight many of the most relevant, ambitious and high-impact commitments.

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