

Open Government Partnership Multi-Donor Trust Fund

2019 Annual Report



WORLD BANK GROUP

Open
Government
Partnership



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ABBREVIATION LIST

CE	Citizen Engagement
CSOs	Civil Society Organizations
DPF	Development Policy Financing
DPL	The Development Policy Loan
FCSs	Fragile and Conflict Situations
FCV	Fragility, Conflict, And Violence
GGP	Governance Global Practice
MNA	Middle East and North Africa
NAP	National Action Plan
NGOs	Non-governmental Organizations
OGP	Open Government Partnership
PFM	Public Financial Management
RPBA	Reconstruction and Peace-building Assessments
RRA	Risk and Resilience Assessments
TPM	Third-party Monitoring
PACV	Village Community Support Projects
WB	World Bank
WDR	World Development Report



Executive Summary

This report provides a detailed overview of the activities of the Open Government Partnership Multi-Donor Trust Fund (OGP MDTF) from its inception in February 2018 through May 2019. This first Annual Report summarizes the awards provided by the MDTF to recipients and the support activities undertaken by the MDTF Implementation Team composed of the World Bank and the OGP Support Unit. During this initial year, the MDTF has already enabled impactful work by governments and civil society organizations in support of open government activities in their countries. Throughout the inception year, the Implementation Team gained valuable experience and made course corrections where necessary to reflect emerging lessons from the first forays into implementation. Working with countries and partners at national and sub-national levels, through the co-creation awards, the MDTF helped the OGP to achieve its goals in broadening consultations among a wider group of government, civil society, and citizens, including those from marginalized communities.

The MDTF aims to provide financial support to a range of open government stakeholders through pre-defined funding windows. In the first year, two of the funding windows became operational; following selection processes, the Implementation Team gave awards and provided support for the early stages of program implementation. Key achievements in these two areas to date include:



FACILITATING PARTICIPATION AND CO-CREATION

Through World Bank-executed contracts, the OGP MDTF provided awards to nine civil society organizations with proven experience engaging the national or sub-national Multi-Stakeholder Forum level. Awardees collaborated closely with the government Point of Contact and the Multi-Stakeholder Forum (MSF) in their respective countries to facilitate and enhance country efforts to co-create Action Plans and broaden OGP engagement. The engagement with awardees provided rich insights, additional knowledge and a better understanding of the local context and its actors for each awardee. To support the awardees, the MDTF created a Learning Program and hired a Learning and Leadership Consultant to assist in program strategy, design and implementation to improve the awardees' goals. The first cohort of awardees has already made strides in broadening consultations on the ground. The second batch of awardees was recently selected and will start implementing their proposals in the coming months.

ADVANCING OGP'S THEMATIC PRIORITIES

The interest in the funding window for Advancing OGP's Thematic Priorities far exceeded expectations, and after a rigorous selection process, seven thematic proposals were selected for grants. The open Request for Expressions of Interest (EOI) from partners in civil society and private companies resulted in 154 EOIs, nineteen of which were shortlisted and invited to submit a detailed technical and financial proposal. Of these, seven successful applicants will receive funding over the next two years to support the uptake of OGP's thematic priorities. The areas covered are wide-ranging and reflect OGP's priorities, especially those from the OGP Paris Declaration: Anti-corruption (including Open Contracting and Beneficial Ownership), Natural Resource and Extractives Governance; Fiscal Openness; Water and Sanitation; and Climate Change. The lists of focus countries for each thematic area and the concrete results for reformers are to be agreed shortly, but the wide range of geographic areas covered by the proposals ensures that the funds will impact countries in the Americas, Africa, and wider Eurasian region. During implementation, awardees will be asked to focus on: (i) fine-tuning proposed activities to strengthen and sustain the engagement of both government and civil society stakeholders; (ii) mainstreaming gender equality and inclusion; and (iii) developing knowledge outputs and activities that inform more uptake, better program design and more effective implementation of commitments related to OGP's thematic priorities.

The MDTF has also begun the process of operationalizing several other funding windows, and these are in the early stages of implementation. These include work in the following areas:

Support to Implementation of Commitments in OGP Action Plans the critical area of support for national and sub-national stakeholders in implementing open government com-



mitments, grant selections are expected to be made by mid-2019, followed by close collaboration among grant recipients, the World Bank and the OGP Support Unit. The World Bank and OGP Support Unit are in the process of identifying the most pressing challenges countries face, commitment areas that have potentially high impact, and determining how MDTF support can be mobilized to address these challenges. It is expected that four to five grants will be made to countries and sub-national entities in 2019.

SUPPORTING ACTIONS TO GAIN OGP ELIGIBILITY

As of early 2019, the MDTF Implementation Team had identified eleven countries as eligible to receive funding to prepare for potential OGP membership. The Implementation Team will conduct an initial assessment of the constraints faced by the countries in this category to inform the design of program support in this area, particularly for francophone countries.

RESEARCH ON IMPACT AND EFFECTIVENESS

MDTF will support two research tracks. Track 1 will focus on regulatory reforms and media freedom as factors that drive the success of open government reforms. Track 2 will focus on country-level research on the outcomes and impact of public participation commitments in OGP. Following a selection process, the two tracks will begin implementation in 2019 with early results expected one year later.

To strengthen its ability to provide effective support for grantees and the management of the MDTF, the OGP Support Unit requested a tranche of funding via the funding window designed for this purpose.

Looking ahead, the lessons from the first year of the OGP MDTF will help enhance and deepen the collaboration with implementing partners, governments and civil society, in meeting the objectives of the MDTF. Over the next year, there will be a focus on implementation grants and in helping government and civil society implement commitments with high potential impact. The additional research grants will further help shed light on some of the most pressing questions and concerns that both the country level as well as regional open government initiatives face, and this knowledge will also help increase the MDTF's understanding and effectiveness. Finally, to foster broader openness, accountability, and participation around the globe, the OGP MDTF will look for avenues to strategically support countries that are close to becoming eligible to join OGP.



Development Objective and Program Description

The goal of the Open Government Partnership Multi-Donor Trust Fund (OGP MDTF) is to support World Bank client countries and local entities that participate in OGP or intend to become eligible to participate in OGP. MDTF financing will be a resource in creating or implementing national- or local-led commitments with potentially high impact that lead to increasing government transparency, improving accountability, and strengthening citizen engagement and government responsiveness. The MDTF will also enable the advancement of OGP's thematic priorities including through peer learning among OGP members, and the expansion and dissemination of knowledge around the effectiveness and impact of open government reforms.

The OGP MDTF responds to the significant demand that the OGP has experienced for support of coalition building and development and implementation of Action Plans. The design, strategy, and governance of the MDTF are rooted in OGP's founding principles that government and civil society should have equal seats at the table. It aims to deliver customized support both to governments and civil society in line with OGP standards and timeframes. It also presents an opportunity for OGP and the World Bank to partner and experiment on supporting co-creation and implementation beyond the standard assistance provided for OGP members.

The OGP MDTF specifically (i) supports countries in creating and implementing country-led commitments on open government as expressed in their Action Plans, and helps prospective OGP countries and local entities to improve on key open governance indicators to become eligible to participate in the OGP; (ii) enables the expansion and dissemination of knowledge around the effectiveness and impact of open government reforms; (iii) provides an alternative mechanism to channel annual country contributions for OGP participating countries; and (iv) facilitates policy dialogue and operational support around open government reforms in the World Bank's portfolio (including through IDA 18 and 19). These activities are clustered into three programmatic windows, as described below.

WINDOW 1: COUNTRY SUPPORT

Window 1 provides a mechanism to scale up donor support for the development and implementation of OGP Action Plans, providing stakeholders at the country level – government agencies and civil society organizations – with financial resources and technical assistance. This window is central in providing the increased support to national and sub-national governments and civil society envisioned by the MDTF. Via Window 1, applicants



can access funds to support them in consultation and coalition-building activities vital for developing and finalizing of an Action Plan and for completion of technically challenging and ambitious commitments. Countries that have made a political declaration of intent to join OGP may also receive MDTF support to undertake actions to become eligible. The three programs under this window are:

- ▶ Window 1.1 – Support to Implementation of Commitments in OGP Action Plans
- ▶ Window 1.2 – Facilitation of Participation and Co-creation of OGP Action Plans
- ▶ Window 1.3 – Support to Actions to Gain OGP Eligibility

WINDOW 2: CROSS-COUNTRY RESEARCH, LEARNING AND THEMATIC PRIORITIES

Window 2 provides financial support for cross-country knowledge sharing, learning, and research activities. This window supports the strategic priorities of raising the collective ambition and facilitating the delivery of open government reforms on priority policy areas, and of enabling peer exchange and learning among country-level reformers to strengthen open government reforms. Window 2 supports peer exchange and learning initiatives among government, civil society and expert stakeholders, including those facilitated by OGP's core thematic partners on priority topics. The priority topics are outlined by the OGP MDTF Council and align with those of the OGP Steering Committee, OGP donors and the World Bank. The two programs under this window are:

- ▶ Window 2.1 – Research on Impact and Effectiveness
- ▶ Window 2.2 – Advancing OGP's Thematic Priorities

WINDOW 3: SUPPORT TO ACTIVITIES IMPLEMENTED BY THE OGP SUPPORT UNIT

Window 3 is designed to provide funding to the OGP Support Unit for its work to coordinate and facilitate project implementation. With the establishment of Window 3, the OGP MDTF can provide pooled and coordinated donor funding to support the OGP, including the core programmatic activities managed by the Support Unit. It funds the Support Unit's main operations in line with its Annual Work Plan and strategic role, and its work supporting the OGP MDTF's Implementation Team and its grant awardees.



MDTF Governance and Timeframe

In its governance, guiding principles and operations, the MDTF reflects the values of OGP. The MDTF maintains the principles of parity between government and civil society actors enshrined in OGP. Moreover, domestic stakeholders, through their respective OGP committees, are in the driver's seat in determining the transformational reforms that they are committing to. They determine what problems are important for them to solve and require supplemental funding from the MDTF. The fund supports and enables effective development/co-creation and implementation of open government reforms; it considers proposals from both governments and civil society at national and sub-national levels.

The OGP MDTF was established with a five-year time horizon (2018 – 2023), with the possibility of extending this timeframe if agreed upon by the OGP MDTF Council composed of donors, representatives of the OGP Steering Committee, the OGP Support Unit and the World Bank. An Implementation Team is responsible for the day-to-day management of the OGP MDTF. This Implementation Team consists of the Administrative Unit hosted in the World Bank's Governance Global Practice and the OGP Support Unit. The MDTF will roll out activities over two phases. Phase 1 (2018–2020) lays the foundation for the main programs and supporting architecture to address the challenges, with a focus on demonstrating lessons and evidence emerging from the targeted activities. Phase 2 (2021–2023) will scale up the successful approaches to coalition building and implementation of open government reforms to a wider set of countries.

As the first year of implementation of the MDTF has concluded, the Governance structure has proven to be effective in delivering the strategic oversight and the day-to-day management of awards and implementation. The strategic guidance from the members of the OGP MDTF Council demonstrates the effective support and flexible arrangement as the team adapted to changes in programming or budget allocations to respond to the needs of OGP stakeholders. The MDTF will continue to carry out a series of grant-making processes across the different windows over the next few years. The challenge looking ahead is to maintain this flexibility and continued strategic input on how to leverage the MDTF to support the demands of OGP actors in line with the OGP strategy and to raise additional funds needed to deliver more results in the later stage of the MDTF's tenure.



Achievements to Date

The OGP MDTF began operations in early 2018, following the endorsement of the OGP MDTF Council at its first meeting in February 2018. The first months of the MDTF were dedicated to discussing and establishing programmatic priorities and defining operational procedures, which were then specified in the MDTF Operations Manual. At the outset, the MDTF seized on the opportunity to align its work with the 2018 Action Plan cycle. Throughout the OGP MDTF design phase and early days of operations, ensuring a close connection between OGP principles and the identification of the needs of OGP countries was a priority.

Activities during the first year of the MDTF focused on:

- ▶ Identifying needs in OGP countries related to the co-creation process, OGP thematic areas, knowledge gaps and implementation of commitments.
- ▶ Designing and establishing an open, fair and credible competitive selection process to award funding to qualified partners for programs under Windows 1 and 2. The objectives, outcomes, outputs, activities, selection criteria and processes were communicated clearly to all applicants at the launch of each program.
- ▶ Selecting partners with relevant experience and a strong approach to achieve the objec-



tives of the MDTF programs and recommending them for the Council's endorsement.

- ▶ Providing support through the Learning Program to recipients of the 2018 Window 1.2 Awards to address the challenges they faced and improve their results.
- ▶ Communicating the opportunity for technical and financial assistance offered by the MDTF to government and civil society stakeholders, as well as OGP partners and the World Bank more broadly.
- ▶ Strengthening the working relationship between the OGP Support Unit and the World Bank, and outlining the complementary roles each organization plays in designing, administering and executing awards and in delivering assistance to awardees.
- ▶ Broadening the World Bank's engagement with OGP by identifying strategic entry points in the Bank's portfolio and overlaps between the Bank's work and country-level OGP commitments.

The following section highlights activities undertaken by the OGP MDTF from its inception in February 2018 through May 2019, by which time the first round of funding for most programs had been allocated.



WINDOW 1

Country Support

Activities for Window 1 focus on supporting countries in their efforts to develop and implement OGP Action Plans. In 2018/19 these activities have been, to the extent possible, designed to coincide with the OGP Action Plan cycle and to promote the OGP principles of co-creation between government and civil society throughout the Action Plan cycle.

1.1 – SUPPORT TO IMPLEMENTATION OF COMMITMENTS IN OGP ACTION PLANS

This window is central in providing increased support to reformers facing challenges in implementing open government reforms and deepening citizen-centered governance. Funds aim to provide stakeholders at the country or local level – government agencies and civil society organizations – with financial resources and technical assistance for commitments in their Action Plans.

The MDTF launched a Request for Expressions of Interest (REI) in early 2019 to national and local actors currently implementing 2017–2019 Action Plans. The REI encouraged government and civil society stakeholders to jointly select commitments or commitment areas within the Action Plan that were facing implementation challenges, that were assessed by the Independent Reporting Mechanism (IRM) as having moderate to transformative potential impact, and that could benefit from technical and financial assistance from the World Bank, OGP and its partners.

Grant selections are expected to be made by mid-2019. Grant announcements will be followed by a close collaboration between grant recipients, the OGP Support Unit and the World Bank to identify how MDTF support can be mobilized to address implementation challenges, the overarching development objective and specific activities to be addressed by the grant, and the implementation arrangement. It is expected that four to five grants will be made to countries and local entities implementing commitments in particularly challenging areas, such as open contracting or participatory budgeting, as well as in frontier areas for open government, such as work to make beneficial ownership more transparent or to support gender equality. The grants will range from \$150,000 to \$450,000 and should be implemented during or beyond the two-year timeframe of an OGP Action Plan.

The role of the World Bank, particularly the World Bank Country Offices, will be vital particularly in the success of these grants. The World Bank's project preparation and due diligence process will be activated to ensure the project meets fiduciary standards and safeguards before the grant signature.



1.2 – FACILITATION OF PARTICIPATION AND CO-CREATION

Shortly after its inception, the MDTF launched the call for proposals for Window 1.2. The set of activities supported by this window centered around the participation and co-creation process for 2018–2020 OGP Action Plans. The program aimed to improve the quality of engagement and dialogue during the OGP Action Plan design, deliberation, prioritization and monitoring process. Through World Bank-executed contracts, the OGP MDTF provided awards to civil society organizations with proven experience in coordinating with the national or local Multi-Stakeholder Forums and the government Point of Contact. The idea was to facilitate a process that supplements and enhances the national or local efforts to co-create plans and broaden OGP engagement on OGP by going beyond the business-as-usual approach.

Nine awards were given for this inaugural program, including five at the national level and four at the local level (see Table 1). The nine awards were to be implemented over one year, with the total amount per program capped at \$75,000. However, each organization was later asked to supplement its budget to accommodate travel costs for participating in an OGP MDTF peer exchange program in Tbilisi and then in Ottawa, increasing the total amount of the award beyond \$75,000.

Table 1 – 2018 Participation and Co-Creation Awardees

Country/Locale	Armenia
Civil Society Organization	Armavir Development Center
Highlighted Activities	
<ul style="list-style-type: none">▶ Held public engagement meetings in all 10 regions of Armenia to raise awareness on open government.▶ Used “wide and wise” crowdsourcing method to collect ideas directly from citizens and technical specialists for the Fourth Action Plan.▶ Organized Town Halls and trained facilitators to lead, then translated citizen feedback from Town Halls into commitments. Ideas were supplemented with tech solutions to address specific citizen problems developed through a Hackathon.▶ Resulted in five commitments for the Action Plan including items on health, water, and land resources management.	

Country/Locale	Bojonegoro, Indonesia
Civil Society Organization	Bojonegoro Institute
Highlighted Activities	
<ul style="list-style-type: none">▶ Held community meetings at the village level to raise awareness of OGP.▶ Broadened stakeholders by engaging groups that promoted various agendas: disabilities, pluralism, women and children, youth and students, and SMEs.▶ Political transition challenged the sustainability of OGP; BI maximized efforts to explain the benefits of open government and OGP to the new regent.▶ Obtained commitment from the Executive Office of the President of Indonesia (KSP) and the Anti-Corruption Agency (KPK) to help provide messaging for the Regent, continuing to work on soft communication strategies.▶ Unable to submit an approved Action Plan to date, but 4 out of the 5 commitments are running as planned.	



Country/Locale	Elgeyo Marakwet County, Kenya
Civil Society Organization	Center for Innovations in Open Governance
Highlighted Activities	
<ul style="list-style-type: none"> ▶ Conducted community listening tours across the four sub-counties, which allowed citizens to learn of OGP efforts and express their views in the presence of government officials. ▶ Included marginalized groups such as the elderly, youth, and people with disabilities in these community listening tours. ▶ When faced with inadequate government participation in these workshops, they designed a government listening tour with over 70 percent of county officials participating and listening to citizen concerns. ▶ As they conclude their activities, CIOG is working to expand citizen participation throughout the process into implementation—such as through a public portal for citizen feedback and creating spaces for inter-action with government. 	

Country/Locale	Kenya
Civil Society Organization	Article 19 Eastern Africa
Highlighted Activities	
<ul style="list-style-type: none"> ▶ Engaged 20 civil society groups to identify priorities for the Action Plan, including 5 women's organizations and 3 youth organizations, resulting in the inclusion of one commitment on increasing women's access to procurement opportunities. ▶ Reached out to marginalized communities through social media to increase participation in commitment drafting. ▶ Worked with politicians and civil society stakeholders to secure buy-in and broader engagement in the co-creation process. 	

Country/Locale	Paraguay
Civil Society Organization	Fundación CIRD
Highlighted Activities	
<ul style="list-style-type: none"> ▶ Used non-traditional mechanisms such as musical theatres, games, and art to engage indigenous and marginalized communities such as LGBTQ, women, and rural youth in open government. ▶ Conducted dissemination activities that reflected aspects of people's day to day lives—in rural areas this included the use of indigenous languages. ▶ Worked to effectively engage groups in a manner they preferred—team traveled to remote areas, and shortened meetings to consider the workday and family obligations of women (who comprise most of the population in rural and hard to reach areas). ▶ Incorporated new commitments: (i) to strengthen the accountability of the main public institutions responsible for the implementation of public policies that affect indigenous peoples through guidelines to prevent discrimination; and (ii) socialization of health and education services available to vulnerable groups. 	

Country/Locale	São Paulo, Brazil
Civil Society Organization	WRI Brasil Cidades Sustentáveis
Highlighted Activities	
<ul style="list-style-type: none"> ▶ Engaged 2,279 participants in an online consultation process but moved to face-to-face workshops when that was what people preferred—and engaged an additional 432 people. ▶ Worked with the MSF to institutionalize open government principles in São Paulo by reserving resources to implement all commitments from the previous Action Plan. ▶ Following conflicts within the MSF, stakeholders held more open discussions to create spaces for all interests to be represented. 	



Country/Locale	Sekondi-Takoradi, Ghana
Civil Society Organization	Friends of the Nation
Highlighted Activities	
<ul style="list-style-type: none"> Organized 5 radio discussion programs on open government and sensitized about 10,000 citizens; also raised awareness through two TV news broadcasts on the stakeholder consultations on national television. Held 12 public consultations, engaging marginalized groups such as people with disabilities and people living with HIV. Trained over 60 people in the MSF and community champions on open government issues. 	

Country/Locale	Serbia
Civil Society Organization	Civic Initiatives
Highlighted Activities	
<ul style="list-style-type: none"> Held two wide consultative meetings with CSOs, businesses, local self-governments, government bodies, and associations to provide input on the Action Plan. Worked in a consortium which helped CI access more resources and have a stronger voice when engaging politicians and CSOs. Supported two CSOs outside of the consortium to get their inputs on the decentralization process, which resulted in three of their proposals being used in the final version of the Action Plan. Aimed to increase the number of local governments interested in OGP, prompting five to adopt local APs, with one of them already in implementation. 	

Country/Locale	Tunisia
Civil Society Organization	Tunisian Association for Local Governance
Highlighted Activities	
<ul style="list-style-type: none"> Engaged and supported municipalities through the legal framework and code of connectivity—100 municipalities engaged in co-creation process. Trained 27 local leaders on openness, transparency, and participation. Created an open government curriculum course, working with Tunis El Manar University, on a methodology and new approach for addressing open government principles. Conducted youth outreach to communicate the benefit of participating in the OGP process, including them in a Social Goods Summit and a Hackathon. Started with five NGOs that lead OGP; now there are more than 300 NGOs that know how to act as OGP leaders and improve the co-creation process. 	

The 2018 Window 1.2 awardees will be convened at a learning workshop in Ottawa during the Global Summit to share lessons learned and provide feedback on the support received. Additional information on the results and outcomes of these nine awards will be reported in the 2019 Annual Report.

In May 2019, the OGP MDTF allocated six awards under Window 1.2 for the second cohort of awardees, to facilitate the participation and co-creation process in countries developing their 2019–2021 OGP Action Plans. In this second round, the ceiling per award was reduced to \$60,000 for one year. This lower amount was determined to be sufficient in providing civil society organizations the resources to deliver on the objectives of the program. The 2019 cohort of awardees will begin working on their activities in mid-2019 and will receive additional support through the Learning Program (see next section).



LEARNING FOR IMPROVED RESULTS OF PARTICIPATION AND CO-CREATION AWARDS

The OGP MDTF supported the Window 1.2 awardees' activities through a Learning Program designed to enhance engagement, ownership, and ambition in the Multi-Stakeholder Forums and the Action Plans. The MDTF engaged a Learning and Leadership Consultant to assist in the strategy, design, and implementation of this enhanced support. In conjunction with the OGP Support Unit's Knowledge, Learning, Innovation and Capacity Building (KLIC) Team, the learning program aimed to enable a Rapid Learning Cycle of reflection, strategizing and action. Civil society awardees could take advantage of a series of learning conversations or "check-in calls," a peer exchange program, and on-demand guidance and supports.

There were some key lessons from the Learning Program that helped to improve the results of the 2018 Participation and Co-creation Awards. These lessons offer insight into how the program can provide more focused, content-rich, and timely learning support to future awardee teams – both from government and civil society. Below are some of the ways the Learning Program aims to evolve in the next year:

- ▶ **Early engagement with awardees**—The Learning Program started five to six months into the year when Action Plan processes in countries and locals were already underway.. Part of this is due to the time needed to open the call and process the awards and that the need for a Learning Program was identified after the awards were underway to address a perceived need. This meant that there was a lag in identifying the best ways to provide learning support to awardees. Early engagement will be important for the next round of awardees.
- ▶ **Increased collaboration to identify learning needs and skills gaps**—A thorough problem analysis and stakeholder mapping which includes key government and civil society actors in the Multi-Stakeholder Forum is necessary to map opportunities and challenges at the start of the co-creation process and revisited iteratively when the context and actors change during the process. Some awardees were skilled at this process, others need more support to ensure that their activities are designed to produce outcomes aligned with contextual and political realities.
- ▶ Moving forward, the World Bank, KLIC, and the Country Support Team in the OGP Support Unit will work closely with key stakeholders in government and civil society in each context to develop a learning support plan based on an agreed perception of needs in each context. **Iterative Program Approach** – Due to the lack of early engagement around learning needs and a context-specific assessment of knowledge and skills gaps in each grantee jurisdiction in the first round, it was a challenge to rapidly provide



effective tools. For future awards, the team intends to design and offer learning tools and methods with a mix of formal and informal approaches adapted to the needs of the country/local teams in each context. It is also envisioned that the MDTF will offer on-the-job, just-in-time learning solutions, and identify existing local learning and capacity building expertise to expand the reach of the Learning Program.

These lessons and recommendations will be taken into consideration in developing enhanced support for the 2019 Participation and Co-creation Awardees.

1.3–SUPPORT TO ACTIONS TO GAIN OGP ELIGIBILITY

The MDTF will also provide technical assistance to countries that wish to undertake actions to become eligible to join OGP. These countries must: (i) make a political declaration of intent to join OGP; (ii) have reached at least 50 percent of the eligibility score; and (iii) pass the values check. As of early 2019, the program under Window 1.3 is in the design phase, and eleven countries have been identified as eligible to receive funding.¹ The Implementation Team is keen on conducting an initial assessment of the constraints faced by countries, in particular francophone countries, that fall into this category to better inform the design of this program. This assessment will provide recommendations on how the MDTF, the World Bank or development partners could support actions to address the constraints and support countries in achieving eligibility. Funding under Window 1.3 will be allocated toward the second half of the first phase of the MDTF as programs for countries already in OGP (Windows 1.1 and 1.2) begin to demonstrate early results.

¹ The eleven countries that meet the criteria to receive support to gain eligibility to join OGP are Bangladesh, Benin, Bolivia, Guinea, Lebanon, Madagascar, Mauritius, Namibia, Niger, Vanuatu, and Zambia.



WINDOW 2

Cross-Country Research, Learning and Thematic Priorities

Activities supported via Window 2 highlighted the role of the OGP MDTF in partnering with organizations that can deliver programs with strong public goods dimensions and international relevance.

2.1—RESEARCH ON IMPACT AND EFFECTIVENESS

The goal of the MDTF's program on Cross-Country Research, Learning and Thematic Priorities is to enable a better understanding of the trends and underlying mechanisms driving open government outcomes. The program follows a two-track approach for global (Track 1) and country-level (Track 2) studies that shed light on the impact of open government reforms.

For Track 1, the World Bank and OGP Support Unit will solicit proposals and collaborate with partners to utilize existing datasets to rigorously examine the relationship between (a) open government reforms in the context of limited media freedom, and (b) open government and regulatory governance. This Track is intended to provide the World Bank and the OGP Support Unit the flexibility to deploy resources to close strategic knowledge gaps and leverage existing partnerships or ongoing research. The maximum amount per award will be \$50,000 for a six- to a nine-month timeframe. A maximum of two awards for this track are planned for each year.



Track 2 will focus on country-level research on the outcomes and impact of public participation commitments in OGP. The World Bank will partner with a research organization to examine the extent to which differences in the ways public participation commitments are implemented to explain changes in policy outcomes in a particular country. This track will disburse \$150,000 over two years for this project.

The two tracks will begin implementation in mid-2019 with early results expected roughly one year later.

2.2 – ADVANCING OGP’S THEMATIC PRIORITIES

The program on Advancing OGP’s Thematic Priorities specifically aims to help catalyze a “race to the top” in terms of the level of open government ambition at the national, local and global levels. The program aims to support coalitions of governments and civil society organizations engaged in cross-country learning, peer exchange, policy development, and advocacy in support of uptake of OGP’s thematic priorities.

The World Bank solicited Expressions of Interest (EOIs) for Window 2.2 via an open call that attracted 154 applications from 140 civil society and private organizations across the seventeen thematic areas. This far exceeded the expectations for this call. All EOIs received were assessed against a range of criteria to determine if partners have the requisite thematic expertise, capacity to convene actors and deliver activities across multiple countries, local and regional networks, track record of participation in domestic OGP processes, and the ability to deploy an inclusive and sound technical approach. Based on this assessment we shortlisted submissions for the Request for Proposal (RFP) phase. Nineteen organizations covering twelve themes were found to have the relevant experience and were invited to submit technical and financial proposals.

Objective selection criteria were shared with the organizations at the time of the RFP. The criteria included each applicant’s (i) organizational experience and qualifications; (ii) theory of change, technical approach/proposed solutions/processes, and capacity for sustained knowledge transfer; and (iii) personnel. From the shortlisted proposals, the OGP MDTF Council endorsed seven thematic awards (Table 2). Each of the organizations will receive a \$200,000 contract from the World Bank and will begin implementation of their thematic programs in mid-2019, to be completed over two years.



Table 2 – 2019 Awardees for Advancing OGP’s Thematic Priorities

No	Organization	Theme	Beneficiary Countries or Locales as highlighted in the proposals
1	Natural Resource Governance Institute	Natural Resource and Extractives Governance	Australia, Canada, Colombia, Ghana, Kenya, Malawi, Mongolia, Morocco, Papua Guinea, Peru, Tunisia, or others (TBC)
2	Hivos	Open Contracting	Tirana (AL), Buenos Aires (AR), Tbilisi (GE), Bojonegoro (ID), Makueni and Elgeyo Marakwet (KE), Jalisco (MX), South Cotabato (PH), and Lași (RO)
3	World Resources Institute	Climate Change	Argentina, Brazil, Chile, Colombia, Costa Rica, Cote d’Ivoire, Kenya, Nigeria, Paraguay, and Uruguay
4	Open Ownership	Beneficial Ownership	Armenia, Chile, Denmark, Ghana, Indonesia, Kenya, Mexico, Nigeria, Poland, Slovakia, Ukraine, and the UK
5	Stockholm International Water Institute (SIWI)	Water and Sanitation	Brazil, Chile, Jamaica, Kenya, Mongolia, Morocco, Tunisia, and Uruguay
6	Global Initiative for Fiscal Transparency (GIFT)	Fiscal Openness	Argentina, Benin, Croatia, Dominican Republic, El Salvador, Guatemala, Ireland, Morocco, Nigeria, Scotland, Slovenia, Tunisia, Ukraine, and Uruguay
7	Open Data Charter	Anticorruption (General)	Colombia, Costa Rica, Ecuador, Ivory Coast, Kenya, Liberia, Mexico, Paraguay, Sierra Leone, and Tunisia

In the implementation of these activities, partners will be asked to focus on: (i) fine-tuning proposed activities that strengthen and sustain the engagement of both government and civil society; (ii) mainstreaming gender equality and inclusion throughout the award implementation; and (iii) developing knowledge outputs and activities that inform more uptake, better design and more effective implementation of commitments related to OGP’s thematic priorities. The Implementation Team will work with them to finalize their target countries to ensure they are in line with the strategic objectives of the OGP MDTF.

Additionally, it is proposed that the MDTF can mobilize resources for strategic thematic gaps that are not covered in this first set of awards and identified by the Council and the Implementation Team. These thematic areas will be explored in late 2019. In exploring additional thematic awards, the OGP MDTF will apply the lessons learned from this first round of thematic awards. Casting a wide net of thematic offer support on a wide range of thematic areas. For example, an assessment and ranking on which thematic areas are a clear priority for OGP countries who would receive the support from partners would have helped us in narrowing support to areas where there is clear demand. As such, the



selection of awards was based on the merit of proposed activities alone rather than the thematic area they would serve.

This award also triggered concerns on the perception of a conflict of interest with OGP. Some applicants who applied for the award were from the same organization with members serving on the OGP Steering Committee, OGP Board or as an OGP Ambassador. To mitigate this risk, the OGP MDTF hired an independent evaluator to verify the credibility of each competitive selection process beginning with the thematic awards. The evaluators confirmed that selections were made based on merit. The onboarding of an independent evaluator and their evaluation process took time and resulted in delays in moving the selection process ahead. No award was made until this process was completed to mitigate the concerns raised.

Moving forward, it will be important for the MDTF to pursue more targeted engagement of partners working in thematic areas where there are knowledge gaps as identified by the Implementation Team. Instead of a competitive call for proposals, the MDTF may pursue direct engagement and collaboration with targeted partners based on specific demands from OGP countries. The MDTF expects to help close the thematic gaps and elevate the results of the program through this targeted approach.

WINDOW 3

Programmatic Support to the OGP Support Unit

Window 3 was initially envisaged to provide an alternative mechanism for OGP participating countries that are not able to channel their country contributions directly to the Support Unit. Given the emerging need to enhance the OGP Support Unit's role in the MDTF's Implementation Team, this window will be mobilized to provide funding to the Support Unit for its work to coordinate and facilitate the implementation of the OGP MDTF. The OGP Support Unit's responsibilities in the Implementation Team include (i) ensuring strategic input on the emerging needs of OGP members and linking MDTF support to the overall OGP strategy; (ii) facilitating capacity and coalition building activities for government and civil society stakeholders; and (iii) promoting lessons learned so that reforms that successfully increase transparency, participation, and accountability can be scaled up to more countries. The funding of \$600,000 allocated for this window will be implemented by the Support Unit through a recipient-executed grant over three years.



Aggregated Results

Table 3 shows the progress of the OGP MDTF against the set of indicators specified at the outset in the MDTF Results Framework. As the MDTF matures and more awards are implemented, this table will expand to cover more activities and include all originally-identified performance indicators.

Table 3 – Progress on Key Indicators

Project Development Objective (PDO)			
To increase transparency, accountability, participation and government responsiveness in OGP member countries.			
	Baseline	Target 2019	Progress
PDO level indicators			
Share of country or local commitments supported for implementation which show major improvements in changing government policy or practice	TBD: Q3 CY2019	No Target	Grants to support implementation of commitments will begin in Q3 CY 2019. Progress on this indicator to be reported on in the 2019 Annual Report.
Share of countries or locals supported for co-creation with improved ambition in action plans	TBD: Q2 CY2019	30%	Intermediate Outcome of the nine 2018 Co-creation Awards will be assessed in Q3 CY 2019.
Share of Countries with new potentially transformative commitments ² on the-matic areas supported through the MDTF	TBD: Q3 CY2019		Seven Thematic Awards are scheduled to start in early June 2019. Progress on this indicator will be reported on in the 2019 Annual Report.
Window 1 – Intermediate Outcome indicators			
Improved levels of implementation of MDTF supported commitments	TBD: Q2 CY2019	No Target	Four to five grants to improve the implementation of commitments will begin in Q3 CY 2019. Progress on this indicator to be reported on in the 2019 Annual Report.

² OGP countries are expected to make ambitious commitments (with new or pre-existing activities) that stretch government practice beyond an existing baseline. To contribute to a broad definition of ambition, the IRM researcher judges how potentially transformative a commitment might be in the policy area. For more information please click [here](#).



Project Development Objective (PDO)			
To increase transparency, accountability, participation and government responsiveness in OGP member countries.			
	Baseline	Target 2019	Progress
Improvement in the quality of dialogue during Action Plan design	TBD: Q2 CY2019	40%	Intermediate Outcome of 2018 Co-creation Awards will be assessed in Q3 CY 2019.3
Number of awardees supported for co-creation that included under-represented or marginalized groups in designing an Action Plan4	TBD: Q2 CY2019	2	All nine 2018 Co-creation Awardees have included under-represented or marginalized groups and key individuals that represent these groups during the co-creation process.
Window 2 – Intermediate Outcome indicators			
Countries and/or commitments supported by organizations in OGP priority themes	TBD: Q3 CY2019	5%	Seven Thematic Awards are scheduled to start in early June 2019. Progress on these intermediate outcome indicators will be reported on in the 2019 Annual Report.
Number of thematic events in which OGP was positioned as the implementing platform for reform	0	2	
Use of learning and research materials by OGP practitioners	TBD	+2%5	
Share of World Bank client countries that operationalize OGP reform commitments	0%	20%	
Window 1 – Output indicators			
Number of Action Plan commitments implemented using MDTF resources [1.1]	0	4	Four to five commitments will be supported through MDTF grants beginning in Q3 CY 2019. Progress on this indicator to be reported on in the 2019 Annual Report.

³ For early results see “Early Reflections on the first round of Co-creation Awards” published by the OGP Support Unit

⁴ Under-represented or marginalized communities are those that because of their relatively small population, traditions, culture, identity or for any other reason, has been unable to fully participate in the integrated social and economic process of the country/local.

⁵ This indicates an increase in the use of learning and research materials by the OGP practitioners as produced by research and thematic awardees supported by the OGP MDTF.



Project Development Objective (PDO)			
To increase transparency, accountability, participation and government responsiveness in OGP member countries.			
	Baseline	Target 2019	Progress
Number of Action Plans supported in the formulation phase [1.2]	9	14 (cumulative)	All nine 2018 Co-Creation Awardees supported the development of Action Plans in their countries or locales. However, only eight have officially submitted their 2018–2020 Action Plan. Bojonegoro is the exception.
Percentage of countries and locales supported for co-creation that engage new stakeholders in the OGP consultation process	TBD: Q2 CY2019	20%	100% of the nine countries and locales that received an award engaged new stakeholders in the co-creation process.
Number of countries supported through an MDTF Award that become OGP eligible [1.3]	0	0	Efforts to identify opportunities will begin in Q3 CY 2019, to be followed by the design of MDTF support to countries interested in becoming eligible—this will begin in Q4 CY 2019.
Window 2 – Output indicators			
Number of knowledge resources produced that serve as public goods for the OG community [2.1]	0	5	Research will begin in Q3 CY 2019, with early results in Q1 CY 2020. Progress on knowledge resources will be reported on in the 2019 Annual Report.
Number of peer learning exchanges conducted, documented and shared [2.2]	0	5	Seven Thematic Awards are scheduled to start in early June 2019. Progress on this output indicator will be reported on in the 2019 Annual Report.
Number of MDTF Awardees supported to advance OGP thematic priorities that work with under-represented or marginalized groups	0	2	Seven Thematic Awards are scheduled to start in early June 2019. Progress on this output indicator will be reported on in the 2019 Annual Report.



Risks and Challenges

Some of the risks and challenges faced during the year were as follows.

- ▶ The time required for the initial set up and selection processes, particularly on the thematic awards, was longer than initially foreseen and disrupted the partners' ability to time interventions with the action plan cycle starting in 2019. This happened for a variety of reasons. Mainly, Window 2.2 posed a challenge to World Bank's procurement rules due to a perception of conflicts of interest stemming from the involvement of organizations applying for an award from the OGP MDTF with members serving on the OGP Steering Committee or acting as OGP Ambassadors and Board members. This led to learnings and a process of independently reviewing the results of the selection process to ensure awards are given based on merit across all programs. As a result of the complexity of the startup phase, the level of World Bank administrative support was also greater than expected. In terms of programming, the team expects that award implementation and the associated financial disbursements, along with the coming set of grants for the implementation of OGP commitments, will begin showing considerable progress in late 2019 and early 2020.
- ▶ There are fiduciary risks associated with award-making. The World Bank is working with civil society organizations receiving awards from the World Bank for the first time to mitigate fiduciary risks.



- ▶ By introducing greater donor involvement, there is a risk that the MDTF could weaken country-level civil society engagement and erode political ownership by the center of government in OGP countries in favor of Ministries of Finance, which are generally the primary World Bank clients. To mitigate this risk, for all awards and grants, the MDTF works directly with the OGP Government Point of Contact and agency implementing the relevant OGP commitment. Further, the MDTF programs have been designed to ensure that the OGP lead agency in each country or locale, together with the OGP MSF (which includes government and civil society), remains at the center of the process. Submissions of proposals for funding must be endorsed by the different stakeholder groups in the MSF. Moving ahead on the 1.1 implementation grants, it will be important to coordinate with local donors to ensure that we continue to support government-owned commitments and ensure sustainability.
- ▶ A grant to the OGP Support Unit of \$600,000 over three years to facilitate their role in the joint implementation team and help make strategic connections to optimize the MDTF impact. One key learning during the first year of executing the MDTF is that program design, management, and execution need to be adequately resourced and that the OGP Support Unit's role in this is critical to achieving the intended impact of the various MDTF windows. The additional grant to the Support Unit is will require some programmatic adjustments to accommodate this expenditure, and additional donor contributions will be required.





Financial Report

By the end of CY 2018, three development partners (AFD, DFID, and GAC) had committed or pledged a total amount of \$10,399,517 in funding for the OGP MDTF (Table 3). Of this total, the World Bank has received \$6,204,317 (60 percent of committed funds) in the OGP MDTF Trustee Account. After accounting for funding for awards that have already been approved for CY 2018, there is \$5,129,373 remaining and available for budgeted allocations in CY 2019.

According to the disbursement schedule of the Donor Administrative Agreements (AA) that are already in place, Calls of Funds (CoF) for the next tranche of \$1,311,000 will be issued to DFID and funds will be received by the first quarter of CY 2020. An additional \$1,311,000 will be received in the first quarter of CY 2021. These contributions will cover additional commitments coming out of the current and future Expressions of Interest (EOIs) that will be considered for endorsement by the OGP MDTF Council. Further, the OGP MDTF expects performance payments of up to \$1,573,000 from DFID throughout 2020 and 2021 for effective results and management of the funds.

Table 3 – Financial Highlights

	Funds Committed by Dec 2018	Funds Received by Dec 2018
Development Partner Contributions		
Agence Française de Développement	\$ 1,230,750	\$ 1,230,750
Department for International Development UK (Committed and Pledged for performance payments)	\$ 6,161,700	\$ 1,966,500
Global Affairs Canada	\$ 3,007,067	\$ 3,007,067
MDTF Resources		
Total Funds Committed	\$ 10,399,517	–
Total Funds Available	–	\$ 6,204,317
Total Disbursement	–	\$ 1,074,944
Funds Available for Allocation	–	\$ 5,129,373
* Outstanding Development Partner Pledges and Commitments	–	\$ 1,573,200

There were several budget adjustments during the year, as shown in Table 4. Compared to the initial indicative budget allocation approved by the OGP MDTF Council at the First Council meeting in early 2018, there was a small increase in the allocation for the Co-creation program (Window 1.2). This was due to the significant Council interest in expanding



funding for the program and the strength of grant proposals received. In addition, supplemental funding was allocated to provide expanded support to the Co-creation Awardees through the enhanced learning and collaborative leadership program.

Table 4 – Allocations and Disbursements

Programmatic Windows	2018			2019	
	Budgeted Allocation	Actual Allocation	Disbursement	Budgeted Allocation	Actual Allocation
1.1 Support to Implementation of Commitments	\$ 2,500,000	–	–	\$ 2,500,000	
1.2 Support to Co-Creation and Participation (Cohorts 1 and 2 + Enhanced Support to Awardees Program)	\$ 450,000	\$ 821,191	\$ 700,335	\$ 525,000	\$ 509,240
1.3 Support to Becoming Eligible	–	–	–	\$ 100,000	–
2.1 Research (Tracks 1 and 2)	\$ 250,000	–	–	\$ 250,000	
2.2 Advancing Thematic Priorities	\$ 1,200,000	–	–	\$ 1,200,000	\$ 1,397,009
3. Support to OGP Support Unit	–	–	–	\$ 600,000	
MDTF Management and Oversight	\$ 500,000	\$ 500,000	\$ 347,609	\$ 500,000	\$ 500,000
Total	\$ 4,900,000		\$ 1,074,944	\$ 5,675,000	\$ 2,406,249

Moreover, funding was allocated to accommodate the request (mentioned above) from the OGP Support Unit to facilitate its expanded role in the Implementation Team. The grant to the Support Unit will cover activities that increase the effectiveness of MDTF programs and improve support to the award recipients. The total amount of \$600,000 will be allocated over three years. Modifications on allocations for the scale, amounts, and frequency of upcoming programs must be made to meet this request. At this stage, the amount budgeted for allocation in 2019 (\$5,675,000) exceeds the funds available (\$5,129,373). The donor commitments (specifically, from DFID) that are due to be delivered to the MDTF account in the first quarter of 2020 will cover this differential so that budgeted allocations to grantees can remain as planned. A complete list of grantees to date is shown in Table 5.



Table 5 – Award allocations by Programmatic Windows

List of allocated grants/awards under the OGP MDTF		Actual Allocations 2018	Actual Allocations 2019
1.2 Support to Participation and Co-Creation–Cohort 1			
1	Armenia–Armavir Development Center (ADC)	\$ 75,306	
2	Bojonegoro, Indonesia–Bojonegoro Institute	\$ 86,678	
3	Elgeyo Marakwet County, Kenya–Center for Innovations in Open Governance (CIOG)	\$ 79,426	
4	Kenya–Article 19 Eastern Africa	\$ 75,000	
5	Paraguay–Centro de Informacion y Recursos para el Desarrollo (CIRD)	\$ 90,104	
6	São Paulo, Brazil–WRI Brasil Cidades Sustentáveis	\$ 52,458	
7	Sekondi-Takoradi, Ghana–Friends of the Nation	\$ 82,480	
8	Serbia–Civic Initiatives	\$ 74,740	
9	Tunisia–Tunisian Association for Local Governance (ATGL)	\$ 75,000	
Program Total		\$ 691,192	
1.2 Support to Participation and Co-Creation–Cohort 2			
1	Afghanistan–Integrity Watch Afghanistan (IWA)		\$ 59,980
2	Burkina Faso–Open Burkina		\$ 59,850
3	Colombia–Fundacion Corona		\$ 60,000
4	Costa Rica–ACCESA		\$ 59,410
5	Liberia–Accountability Lab		\$ 60,000
6	Philippines–Caucus of Development NGO Networks (CODE NGO)		\$ 60,000
Program Total			\$ 359,240
2.2 Advancing Thematic Priorities			
1	Anticorruption–Open Data Charter		\$ 199,690
2	Beneficial Ownership–Open Ownership		\$ 198,075
3	Climate Change–World Resources Institute (WRI)		\$ 200,000
4	Fiscal Transparency and Public Participation–Global Initiative for Fiscal Transparency (GIFT)		\$ 200,000
5	Natural Resource Governance, Gender and Social Inclusion–Natural Resource Governance Institute (NRGI)		\$ 199,967
6	Open Contracting–Hivos		\$ 199,370
7	Water and Sanitation–Stockholm International Water Institute		\$ 199,908
Program Total			\$ 1,397,009
3. Programmatic Support to the OGP Support Unit			
1	Enhance Support to Open Government Reformers–OGP Support Unit		\$ 600,000
Program Total			\$ 600,000

The low level of disbursement in the first year reflects the allocation decisions that were made in the latter half of 2018 and early 2019. As planned activities are implemented in 2019 and 2020, there should be a significant increase in disbursement levels.



Fundraising

Initial MDTF fundraising focused on traditional donors who have demonstrated leadership in OGP and interest in supporting other countries to advance their OGP commitments and processes. There is an expectation that MDTF fundraising targets will broaden when the incremental results of the awards, and in particular successful support for the implementation of commitments, become more clear. Concrete results will support the case for additional MDTF funding from current and potential donors.

It is also expected that there may be potential to solicit additional resources from private foundations that have long supported OGP stakeholders, as they see the value of leveraging the OGP MDTF to mobilize resources directly for governments and civil society organizations in countries of interest. The World Bank along with the OGP Support Unit will build on existing donor engagement activities to seek additional support to the MDTF. The team expects that late 2019 and early 2020 will be an important period for this outreach, and tentatively plans to hold a fundraising event in September or October 2019 to discuss resourcing issues.



Looking Ahead – Plans for the Next Year

In its first year, the OGP MDTF made important first strides in supporting open government reformers, promoting key processes and thematic areas, and laying the foundation to provide larger amounts of funding and enhanced support. Over the next year, there will be a strong focus on larger grants for implementing OGP commitments (Window 1.1) and ensuring effectiveness.

The success of the OGP MDTF depends on the awards meeting the intended objectives of providing enhanced support to reformers. The collaborative and innovative concepts that characterize OGP MDTF awards must be integrated into national or local government and civil society-led processes (and recurrent budgets), to generate lasting results. Increasing MDTF support to fill gaps in technical capacity, convene international and national experts, and share best-fit practices for reform will be key to achieving the envisaged results. Leveraging country-level support from development partners will also help generate more durable change. Implementation awards can help signal to governments and development partners how they can best collectively support these reforms in their national and local contexts.

Also, the OGP MDTF will continue to fund programs to close knowledge gaps through its support of impact research and knowledge exchange in thematic areas. Across all these efforts, the MDTF will continue its commitment to engage and empower women as well as marginalized and underrepresented communities so they can be a part of the dialogue and policy-making that affects their lives. Lastly, to extend the reach of OGP, the MDTF will begin exploring ways to strategically support countries that are close to becoming eligible to join. By providing support across a range of OGP thematic priorities, at different levels from local to global, and to a diverse group of stakeholders, and by leveraging partnerships, the OGP MDTF aims to be an increasingly key player in advancing the OGP agenda.

Looking forward, the OGP MDTF will balance these ambitions with the need to deepen engagement and support to OGP actors. As lessons and results from the current set of awards emerge, the OGP MDTF will consider modifying its approach – for example, in supporting implementation grantees, objective, number and size of co-creation awards, the role it plays in driving forward thematic priorities, on accelerating award process or mitigating delays in the process – in order to meet the evolving needs and demands from the OGP community.



Open Government Partnership

Multi-Donor Trust Fund

2019 ANNUAL REPORT