



Open Government Partnership Multi-Donor Trust Fund

2020 Annual Report



Open
Government
Partnership



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Table of Contents

Acronyms	4
Executive Summary	5
Development Objective and Program Description	7
Achievements to Date	10
Managing the COVID-19 Crisis and its Aftermath	12
Window 1	
Country Support: Progress to Date	14
Support to Implementation of Commitments in OGP Action Plans: 2019 Recipient-Executed Grants	14
Support to Co-Creation of OGP Action Plans: Cohort 1 (2018-2019)	17
Support to Co-Creation of OGP Action Plans: Cohort 2 (2019-2020)	20
Support to Co-Creation of OGP Action Plans: Cohort 3 (2020-2022)	28
Support to Actions to Gain Eligibility	30
Window 2	
Cross-Country Research, Learning and Thematic Priorities: Progress to Date	31
Research on Impact and Effectiveness	31
Advancing OGP's Thematic Priorities	34
Window 3	
Programmatic Support to the OGP Support Unit: Progress to Date	41
Gender and Inclusion	42
Aggregated Results	44
Financial Report	47
Fundraising	49
Looking Ahead – Plans for the Next Three Years	50
Annex	
Notable Results of Cohort 1 Co-creation Awards	52



Acronyms

AFD	Agence Française de Développement
BETF	Bank-Executed Trust Fund
CSO	Civil Society Organization
DFID	Department for International Development (UK)
EOI	Expression of Interest
GAC	Global Affairs Canada
IDA	International Development Assistance
L and I	Learning and Innovation
MDTF	Multi-Donor Trust Fund
MSF	Multi-stakeholder Forum
POC	Point of Contact
REI	Request for Expression of Interest
RETF	Recipient-Executed Trust Fund
RFP	Request for Proposal
SC	Steering Committee
TTL	Task Team Leader
WB	World Bank



Photo: World Bank / Ousmane Traore

Executive Summary

This report provides a detailed overview of the activities of the Open Government Partnership (OGP) Multi-Donor Trust Fund (MDTF) from May 2019 to May 2020, the second year of the MDTF's existence. Already the MDTF has been able to deliver impactful support to governments and civil society organizations. Since the launch of the MDTF in January 2018, the implementing team has gained valuable experience, learning as it has worked with countries and partners around the world at the national and sub-national levels to help the OGP achieve its objectives.

Some of the key achievements of the MDTF since its inception are as follows:

- ▶ Five countries will receive implementation grants to strengthen outcomes of their OGP commitments;
- ▶ Fifteen countries have received support to facilitate their co-creation processes, in order to enhance the quality of inputs and consultations for more ambitious OGP Action Plans (nine of these awards are complete, and six are ongoing);
- ▶ Two collaborative research projects are closing the knowledge gap in strategic areas in line with the OGP Research Agenda;



- ▶ Eight thematic partners are assisting countries in peer knowledge exchange activities to facilitate implementation of commitments;
- ▶ The OGP MDTF Three-Year Strategy was developed, charting the way forward to deepening impact in selected countries where there are entry points to leverage the World Bank's comparative advantage;
- ▶ Eighty percent of the funds committed by development partners have been allocated to government and civil society organizations that are strategically aligned with the OGP; and
- ▶ Thirty-seven percent of funds committed has been disbursed to support country-led activities.

Two years on, as one of the dedicated financing vehicles for OGP, the OGP MDTF continues working toward its goal of providing significant support to current and prospective OGP members as they confront the technical and financial implications of their open government goals. Through its programmatic windows, the MDTF offers readily available financial assistance that supplements limited state budgets, while the technical assistance, research and peer learning elements of the MDTF bridge capacity gaps.

This year, the evolving COVID-19 crisis presents the OGP MDTF community with extremely complicated challenges and no easy answers. During this period of uncertainty, we remain committed to closing the implementation gap in OGP countries and ensuring the safety of our stakeholders. The MDTF has paused all plans for new large-scale in-country activities but will continue to engage with our partners and award recipients remotely to maintain avenues for dialogue. This pause will allow the different programs to reevaluate and redefine their activity plans, while remaining focused on long-term goals and impact. In the long term, we hope to leverage the MDTF as a tool to support open government approaches and OGP in ways that respond to the new environment shaped by COVID-19.



Photo: World Bank / Grant Ellis

Development Objective and Program Description

Recognizing the need for more robust support for countries aiming to deliver open government commitments with real impact, the Open Government Partnership (OGP) Steering Committee and its development partners established the OGP Multi Donor Trust Fund (MDTF) in January 2018. The MDTF was designed to respond to four key issues: (i) increasing country demand for technical and financial support to overcome challenges in implementation; (ii) the need for a coordinated global approach to channel resources more effectively to support coalition building; (iii) the need to mobilize OGP actors – from government, civil society and the Support Unit – to expand their roles; and (iv) a growing need to close the knowledge gap on how to tailor transformative reforms to specific contexts.

The MDTF serves as a vehicle for donors to channel new and supplemental financial and technical assistance to OGP countries, to effectively scale up their support for open government initiatives in general, and to leverage OGP as a platform for facilitating country-level reforms. It offers a coordinated mechanism to share knowledge, tools, and ideas across countries and reduce transaction costs, rather than pursuing ad-hoc stand-alone programs at the country level. The MDTF is managed by the World Bank Group and works in conjunction with the support for OGP National Action Plans provided separately by other public and private donors. Current contributors to the OGP MDTF include the UK's Department for International Development (DFID); the Agence Française de Développement (AFD); and Global Affairs Canada (GAC).



The goal of the OGP MDTF is to support government and civil society actors working to push the needle on open government reforms around the world. It invests in strengthening implementation capacity at the country and subnational levels, facilitating peer learning and building the evidence base around the impact of country-led initiatives. The OGP MDTF has three funding windows, specifically designated to (i) support countries in creating and implementing country-led commitments on open government as expressed in their Action Plans, and help countries and local entities to improve on key open governance indicators to become eligible to participate in the OGP; (ii) enable the expansion and dissemination of knowledge around the effectiveness and impact of open government reforms; and (iii) provide a mechanism to channel contributions from individual countries to the OGP Support Unit. Through these three windows, the OGP MDTF can provide funding to government agencies, non-governmental organizations, or research institutions. Box 1 shows the complementary nature of the OGP MDTF's three funding windows. In addition, the MDTF works to increase policy dialogue and operational support around open government reforms in the World Bank's portfolio.

Box 1

Each of the three programmatic windows of the OGP MDTF has its own strategic approach

 1. Country Support Trust Fund will focus on country demand and determine where there are strategic opportunities for OGP Support Unit and WB involvement. 1.1 Implementation of commitments in Action Plans. 1.2 Participation and co-creation. 1.3 Support to become eligible to join OGP.	 2. Cross-Country Research, Learning and Thematic Priorities Opportunity for Council to set thematic priorities based on emerging areas of need (as identified in Paris Declaration or by OGP actors), overlap with development agenda, and World Bank's technical expertise. 2.1 Research on new evidence of impact. 2.2 Advancing thematic priorities, including through peer learning.	 3. Programmatic Support to the OGP Support Unit The Support Unit may use the grant to cover programmatic expenses. For countries to support the Support Unit and channel their annual contribution.
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The World Bank's commitment to supporting its clients in their work on openness and open government extends beyond the OGP MDTF. This commitment is reflected in the latest policy commitments of the International Development Association (IDA19), the World Bank's main channel for delivering development assistance to the poorest coun-



tries. IDA19 represents an important opportunity to advance the progress already made under previous IDA cycles in fostering more open, effective, and accountable institutions at the global level. In deepening IDA's engagement in the areas of open government and citizen engagement, IDA19 support will focus on strengthening multi-stakeholder approaches to policymaking and implementation. This IDA19 policy commitment aims to ensure that such reforms are sustainable and lay the foundation for a shift towards a more citizen-centric public service. Its goals are fully aligned with the core principles of OGP and are expected to amplify the impact in terms of helping the poorest countries push the needle on open government reforms.

Two years on, as one of the dedicated financing vehicles for OGP, the OGP MDTF continues working toward its goal of providing significant technical and financial support to the OGP community. Through its programmatic windows, the MDTF offers readily available financial assistance to supplement limited state budgets, while the technical assistance, research and peer learning elements of the MDTF bridge capacity gaps in implementing OGP commitments.



Achievements to Date

From the outset, the OGP MDTF has served as a dedicated financing vehicle to respond in a significant way to the technical and financial needs associated with achievement of OGP's strategic aims. In its initial two years, the MDTF focused on identifying the most effective mechanisms to channel funds to OGP actors for developing a more robust co-creation process, advancing thematic ambitions, and implementing open government reforms. Two years on, the 23 OGP MDTF-supported projects respond to the significant demand that OGP has experienced for support of coalition building and development and implementation of Action Plans. In 2018–2019, the MDTF provided support to civil society actors for broadening and deepening engagement in the Action Plan co-creation process in five countries and four locales (or subnational jurisdictions). In 2019–2020, six more countries began receiving support with a greater focus on facilitating dialogue to generate higher-impact commitments. Currently, as part of the Country Support funding window, additional small grants and technical assistance are under preparation for four national governments and one local government to strengthen implementation of their OGP commitments.

At the global level, eight international partners are being mobilized to promote peer-to-peer learning. The aim is to heighten the ambition of countries' OGP commitments in the thematic policy areas of fiscal openness, open contracting, gender and natural resource governance, anticorruption, beneficial ownership, water and sanitation, climate change and parliamentary openness. The World Bank and the OGP Support Unit are collaborating with partners to close the knowledge gap on (i) actions and conditions that are required for a successful implementation of open government reformseven in the context of limited media freedom; and (ii) if and how OGP countries are conducting public consultations for rulemaking. The MDTF will also provide financing to the OGP Support Unit to scale up its role in providing advice to MDTF awardees, capturing lessons and ensuring their dissemination to the broader OGP community, and innovating on new approaches to respond to the needs of OGP actors.

In its second year, the OGP MDTF sought to improve the technical guidance provided to recipients of its awards and grants to help them address the challenges they face and improve their results. The OGP MDTF Implementation Team, comprised of the World Bank and the OGP Support Unit, strengthened the complementarity of the roles each organization plays in designing, administering and executing awards and in delivering assistance to awardees. The collaboration within the Implementation Team ensured different programs of the OGP MDTF leveraged the comparative advantage of the World Bank while



maintaining consistency and alignment with OGP principles and strategy. Monitoring and supervision of delivery by implementing partners, or awardees, was conducted jointly.

In awarding grants and contracts to governments and civil society organizations, the OGP MDTF aims to follow a fair and equitable selection process based on objective criteria, and avoid real or perceived bias. One of OGP's strengths has been its ability to bring together the rich, diverse experiences of government and civil society reformers and tap into the expertise of OGP's strategic partners through structured and sustained advocacy, technical assistance, and learning directed at developing and implementing ambitious open government commitments. OGP stakeholders are a tight community of government and civil society actors advancing reforms in their countries and around the world; some serve in the OGP governance structure. In May 2019, the OGP MDTF recruited an independent reviewer to verify that the results of the selection process for all its programs are based on merit, and to guard against perceptions of conflict of interest. The role of the independent reviewer is to provide an assessment at the conclusion of the OGP MDTF's competitive selection processes, and specifically, to verify the integrity and reasonableness of the result of the evaluation process against the set of established objective evaluation criteria endorsed by the OGP MDTF Council. The independent reviewer confirmed that this year's selection processes were merit-based; this includes selection rounds conducted for the grants to support implementation of country commitments, for Cohort 2 of the Co-Creation Awards, and for the thematic awards.

As the OGP MDTF ramped up its investments in supporting country-led efforts, the COVID-19 pandemic posed profound challenges to the economies, livelihoods and welfare of all stakeholders. In the next section, the report outlines how the MDTF intends to manage and mitigate the risks of the pandemic, while at the same time responding to the urgent demands of other problems facing the OGP community. The OGP MDTF seeks to do all this in a way that builds on the progress made thus far and elevates the role of open government approaches and principles in the post-COVID-19 world. The remaining sections of this report discuss OGP MDTF's achievements to date in greater detail, highlight gender and inclusion issues specifically, look at results in aggregate, and provide a summary of MDTF finances and fundraising. An annex describes key results from Cohort 1 of the Co-Creation Awards.



Photo: World Bank / Henitsoa Rafalia

Managing the COVID-19 Crisis and its Aftermath

The unfolding COVID-19 crisis presents the OGP MDTF community with unprecedented challenges. There are no easy answers in charting a course forward. During this period of uncertainty, we remain committed to closing the implementation gap in OGP countries and ensuring the safety of our stakeholders. The World Bank has reached out to every government and civil society organization receiving an award to stress the importance of their safety, and to urge them to follow guidelines from local health officials and exercise an abundance of caution in continuing the work. The OGP MDTF has shifted to virtual engagements with respect to existing activities and is monitoring potential entry points to embed COVID-19 responses in existing projects.

The OGP MDTF will employ a mix of approaches as we move through the different stages of this crisis, listening to our stakeholders and staff in Country Offices to understand the context-specific challenges and shifts in our clients' priorities (see Box 2 for the road-map for the phases of Response, Recovery, and Reform). In the short term, the MDTF will postpone commencement of any new activities on the ground but continue remote engagement with our partners and award recipients to maintain avenues for dialogue. This pause will allow the different programs to reevaluate and revise their activity plans, while remaining focused on long-term goals and impact. The MDTF will extend the deadlines of current projects to allow more time for modified activities to accommodate realities on the ground. The extension of project timelines will impact the final disbursement date for the OGP MDTF, which is currently set for December 31, 2022. In the long term, we hope to leverage the MDTF as a tool to support open government approaches and OGP in ways that respond to the new environment shaped by COVID-19.



Box 2

Managing the different phases of the COVID-19 crisis

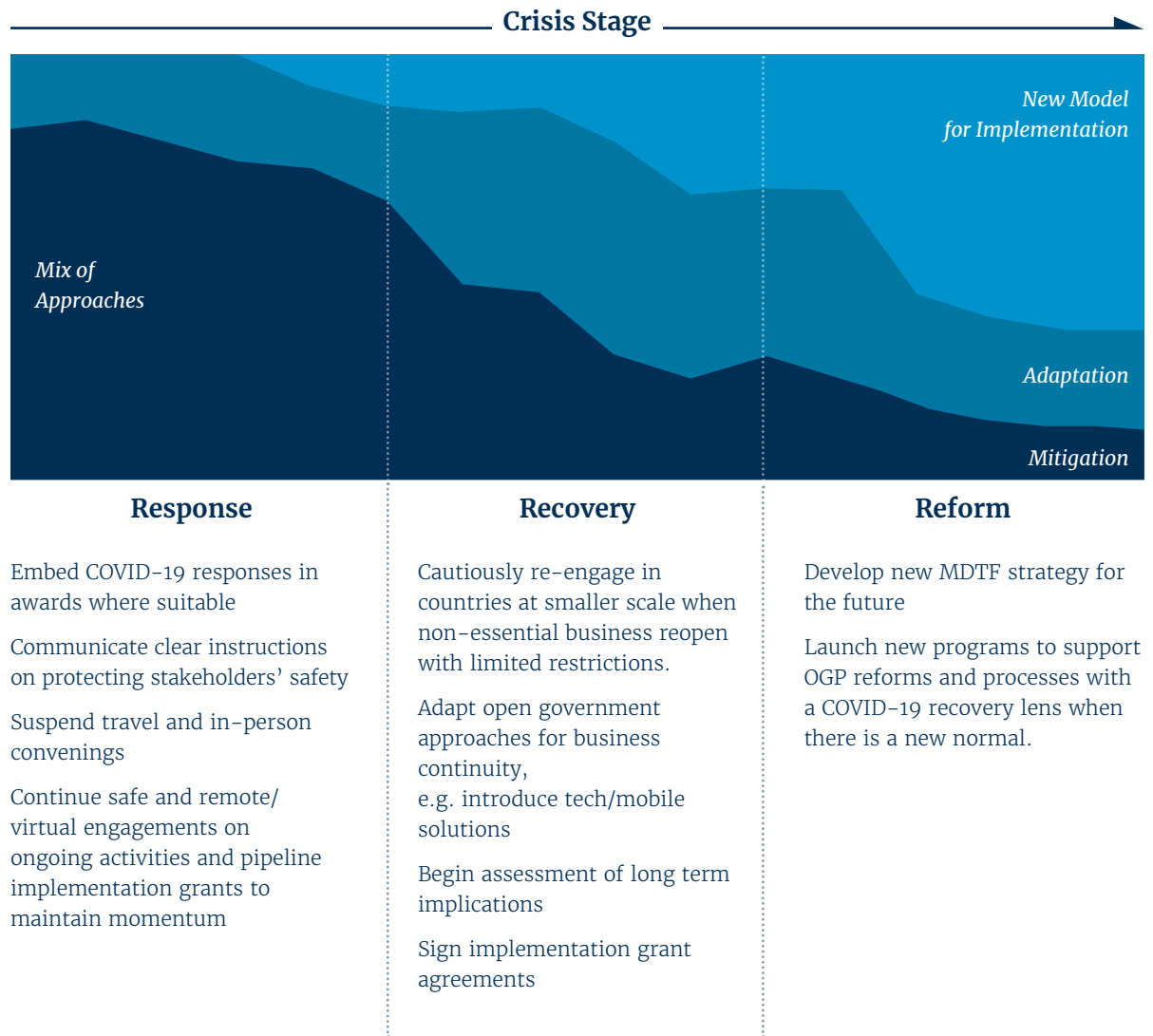




Photo: World Bank / Sambrian Mbaabu

WINDOW 1

Country Support: Progress to Date

To provide direct assistance to open government actors, the MDTF provides financial support for the development and implementation of Action Plans. The MDTF's Country Support programmatic window offers access to financial resources and technical assistance to strengthen dialogue and deliberation among government and civil society actors, and to help them complete technically challenging commitments. The OGP MDTF's work under Window 1 also seeks to understand the constraints to joining OGP that prospective members are facing.

Support to Implementation of Commitments in OGP Action Plans: 2019 Recipient-Executed Grants

One of the objectives of the OGP MDTF is to support activities that help to close implementation gaps associated with potentially high impact OGP commitments (Window 1.1). Going beyond the traditional technical solutions, the OGP MDTF seeks to support activities that address contextual, technical and financial challenges inherent in implementing complex open government reforms. In 2019, the OGP MDTF selected four countries and one sub-national government entity to receive a recipient-executed grant, each of which will have a maximum amount of \$450,000. The exact amount per grant is to be determined as the recipients and the team completes the project design. The timeline for execution of these five grants is expected to be at least three years, extending beyond the OGP MDTF's originally planned end disbursement date of December 31, 2022, due to the challenges posed by the COVID-19 pandemic (read more in the Looking Forward section below).



Since the 2019 selection round, the Implementation Team has collaborated closely with government leaders and civil society stakeholders to support them in expanding on their proposed OGP commitments. As part of the project design process, recipients are undertaking a deeper problem identification and prioritization exercise to determine technically sound solutions to be implemented over the course of two to three years. In many of the countries receiving a grant, implementing agencies received feedback from the Implementation Team on how to deepen the impact of their OGP commitments by conceptualizing a more comprehensive development objective for their projects. For example, in Sekondi Takoradi Metropolitan Assembly, Ghana, the government initially requested the support of the MDTF for its commitment to strengthening collaboration between the Metropolitan Assembly and landlords to address sanitation challenges related to provision of household toilets in underserved communities. Once lessons from other World Bank WASH projects in the country were shared by the OGP MDTF team, the government agreed to broaden the aims of the effort to encompass improving the delivery of WASH services more generally and promoting behavioral change campaigns in low income households through a participatory approach. Expanding the project development objective leads to a more comprehensive approach to the addressing the issues in which OGP is engaged.

Table 1 presents an overview of the recipient-executed grants awarded in 2019, including recent updates to the stated project development objectives, the current project status and notes on how plans have been modified to respond to the COVID-19 pandemic. In each case, the OGP MDTF team has assessed the project to ensure consistency with the World Bank's Country Partnership Framework, a paramount step in ensuring the grants do not fund isolated activities but create opportunities to build on existing or link to larger upcoming lending programs in the country. Further, wherever possible, the grants have begun to incorporate COVID-19 responses in the set of activities the OGP MDTF will support. For example, in Burkina Faso, the citizen feedback mechanism to be supported by the grant can complement a World Bank citizen engagement project in the Ministry of Health that is focusing on delivery of critical health services related to COVID-19 in low income communities.



Table 1 – Recipient-executed grants under preparation

Country Burkina Faso			
Commitment Area	Development Objective	Implementing Agency	Status
Citizen Engagement	To improve delivery and accountability of public services by strengthening the country's citizen feedback mechanism.	Secrétariat Permanent de la Modernisation de l'Administration et de la Bonne Gouvernance (SP-MABG)	Team is identifying three pilot public services in different sectors with direct impact on citizens, including education and health, which have a potential link to COVID-19- related services.
Country Mongolia			
Commitment Area	Development Objective	Implementing Agency	Status
Open Contracting	To increase access to and accountability of the open contracting system.	Government Agency for Policy Coordination on State Property	Progress on compliance with OGP process has been slow due to transition in the Cabinet Secretary and closures. Grant preparation will ramp up once progress is made on the OGP process.
Country Nigeria			
Commitment Area	Development Objective	Implementing Agency	Status
Beneficial Ownership	To improve corporate transparency through beneficial ownership disclosure.	Corporate Affairs Commission	Project Implementation Plan is being drafted. Project Team is exploring health sector firm registration at project outset to identify potential link to COVID-19 response.
Country Panama			
Commitment Area	Development Objective	Implementing Agency	Status
Open Contracting	To enhance access to and use of data on public procurement and contracting, with an emphasis on public infrastructure projects.	Autoridad Nacional de Transparencia y Acceso a la Información (ANTAI)	Initial round of fiduciary, procurement and safeguard assessments completed. Project document being drafted following joint World Bank and OGP visit to Panama to meet with relevant project stakeholders to validate the project design and collect input.
Country Sekondi Takoradi Metropolitan Assembly (STMA), Ghana			
Commitment Area	Development Objective	Implementing Agency	Status
Public Service Delivery	To improve delivery of WASH services and promote behavioral change campaigns in low income households through a participatory approach.	Sekondi Takoradi Metropolitan Assembly	Project narrowing scope to WASH services and subsidies for low income communities and to incorporate good hygiene campaign in response to COVID-19.



Even though restrictions on in-person convening and travel pose challenges to conducting a consultative and robust analysis for project scoping with stakeholders in the countries, the OGP MDTF remains committed to finalizing project preparation processes remotely and preparing the grant agreements. Regular, virtual engagements are underway to improve understanding of local conditions and power dynamics as is essential to achieve changes in governance and public management. To the extent possible, each grant includes a component on capacity development to be embedded in government institutions and civil society organizations for sustained impact of the gains made through the grants.

The OGP MDTF remains committed to ensuring gender equality and inclusion in the design, implementation and monitoring of each of the five grants. Each grant will address equal representation, access, and opportunity to close gender gaps and inequities to the extent possible within the purview of the project.

COHORT 1 (2018–2019)

Support to Co-Creation of OGP Action Plans

The OGP MDTF promotes improvement of the quality of OGP Action Plan co-creation processes, including via engagement and dialogue (Window 1.2). In 2018, as part of the OGP MDTF's inaugural program, nine civil society organizations in five countries, as well as four locales or sub-national entities, received small awards to facilitate the co-creation of Action Plans with government counterparts. Awardees successfully deepened engagement among existing stakeholders and broadened engagement to include a wider range of actors not previously involved, including women's organizations and organizations representing marginalized or vulnerable groups, to enhance participation and raise the ambition of commitments. These awards were completed in the third quarter of 2019.

According to an OGP Support Unit Report, "Highlights and Lessons from the 2018 Co-creation Awards", the level of participation improved in Armenia, Kenya, Paraguay, and Serbia. According to the OGP Independent Reporting Mechanism (IRM), participation in these countries increased from a rating of "involve" or "consult" to a rating of "collaborate" (using the IAP2 Spectrum of Public Participation). Others maintained the baseline level of participation. The degree of ambition in the Action Plans improved in four of the nine awards, while two awardees saw a reduction in the number of potentially transformative commitments, and one awardee maintained the same level of ambition relative to the previous Action Plan cycle. Table 2 presents a list of awardees, followed by key takeaways from the first round of co-creation awards. For more information on each individual Cohort 1 award, please see Annex 1.

**Table 2 – Cohort 1 co-creation awardees**

Country/Locale	Civil Society
Armenia	Armavir Development Center
Bojonegoro, Indonesia	Bojonegoro Institute
Elgeyo Marakwet County, Kenya	Center for Innovations in Open Governance
Kenya	Article 19 Eastern Africa
Paraguay	Fundación CIRD
São Paulo, Brazil	WRI Brasil Cidades Sustentáveis
Sekondi-Takoradi Metropolitan Assembly, Ghana	Friends of the Nation
Serbia	Civic Initiatives
Tunisia	Tunisian Association for Local Governance

KEY TAKEAWAYS

Cohort 1 awardees focused on citizen-centered co-creation processes by bringing consultations to the people. Many awardees worked to decentralize events, involve local communities, and train local volunteers. In São Paulo, WRI held events with local facilitators, articulators, and community leaders, using simplified language that citizens could understand to encourage broader participation. In Sekondi Takoradi Metropolitan Assembly, Friends of the Nation reached ten local communities, engaging over a thousand people in consultations with a focus on engaging women, youth, persons with disabilities, and people living with HIV. A unique and collaborative approach came out of Elgeyo Marakwet County in Kenya, where the Center for Innovations in Open Government launched community listening tours, or participatory workshops where citizens or government representatives would listen to the challenges and aspirations of other constituents. Workshops were facilitated effectively to provide space for participants to express their differing perspectives, and exchanges were relevant and respectful. They noted increased trust, optimism, and greater citizen understanding of the value of open government for service delivery. In their distinct ways, each of these organizations optimized the co-creation process to engage locally, inclusively, and with high intention to ensure that everyone's voice was heard.

Many of the awardees tailored their outreach based on the needs of different stakeholder groups. In Armenia, Armavir Development Center delivered tailored messages to engage ethnic and religious minorities in person. The Tunisian Association for Local Governance successfully engaged deaf citizens, giving them opportunities to participate by providing interpreters at consultation events. In Paraguay, Fundación CIRD creatively used social art, music, and theater to communicate the concepts of open government in a way that



citizens could understand. In discussions with women, Fundación CIRD ensured that topics were approached without gender bias and in ways that were relevant to their lives, increasing the number of women who felt comfortable participating. With the help of the OGP MDTF award, these CSOs designed tailored outreach and engagement plans to increase inclusion in the co-creation process.

Awardees learned that investing in awareness-raising early on about OGP and its objectives generated higher likelihood of buy-in from stakeholders. The Tunisian Association for Local Governance was able to raise OGP awareness among more than 200 Tunisian CSOs, strengthening the Multi-stakeholder Forum (MSF) through a process that engaged a broader range of actors than in the previous co-creation round. The approach by Fundación CIRD in Paraguay generated a commitment in the Action Plan on the importance of the transparency of information on citizens' rights to access social services as guaranteed by the state. Article 19 in Kenya sensitized national and subnational media actors about OGP and noticed how reporting on transparency and accountability subsequently increased in several areas. These Cohort One awardees demonstrated that investing in targeted awareness-raising among broad stakeholder groups early on ultimately led to improved results from their domestic processes.

Garnering high-level political support proved to be a challenge in some cases (see Box 3 for the case of Bojonegoro, Indonesia), but awardees shifted their strategies to maintain momentum. In Serbia, Civic Initiatives noticed that it was more difficult to sustain and capitalize upon engagement at the national level than at the local level. They observed that there was strong interest among local governments, and therefore decided to support several local governments in creating OGP Action Plans. Their efforts allowed for OGP values to cascade down to the local level, encouraging deeper citizen engagement. Civic Initiatives' work generated useful lessons on propelling the open government movement forward by seizing opportunities that emerge.

Enhancing the ambition and ensuring the feasibility of commitments is crucial for the realization of reforms. Cohort 1 awardees worked with technical experts and formed thematic working groups to co-create highly impactful and ambitious, yet feasible, commitments. In Armenia, Armavir Development Center learned that small-scale meetings to garner expert input for each potential commitment were the most effective way to improve commitment design. Once thematic areas were chosen through an inclusive process, expert groups helped validate proposed commitments, and a hackathon event was held for experts to turn the innovative ideas into solutions. In Kenya, Article 19 demonstrated the importance of engaging government technical experts to sustain stronger government interest and involvement throughout implementation. They emphasized the need



to identify OGP champions within different agencies who would promote ownership and advocacy around the OGP platform. Given the experiences of Cohort 1 awardees, for subsequent rounds the MDTF team began increasingly stressing the importance of increasing ambition in commitment design, in addition to maintaining an emphasis on broadening stakeholder engagement and promoting inclusion.

Box 3 – The Case of Bojonegoro, Indonesia

Bojonegoro Institute faced challenges in gaining political support from a newly elected Regent. Still, Bojonegoro Institute adapted and was creative in its efforts to promote the spirit of co-creation. They encouraged local parliaments and partners to get involved in integrating commitments with the regional midterm development plan. They also worked with the technical-level civil servants to ensure open government activities were included in the government's work plan (specifically, the Medium-Term Development Plan for the region). Their efforts created new opportunities for CSOs and government representatives to collaborate. However, despite Bojonegoro Institute's collaboration with OGP champions at the national level and with local civil servants, the new Regent was not amenable to engaging with OGP. As a result, the Action Plan was not submitted.

COHORT 2 (2019–2020)

Support to Co-Creation of OGP Action Plans

BACKGROUND

In the second round of the co-creation program, six civil society organizations were selected to: (i) convene stakeholders based on thematic areas to discuss elevating the ambition of commitments; (ii) increase the focus on continuing dialogue beyond the co-creation process and monitoring the implementation of Action Plans; and (iii) collaborate with other organizations in a consortium. The OGP MDTF Implementation Team offered guidance to civil society organizations related to Action Plan design, deliberation, prioritization and the monitoring process. In this second round, the MDTF team emphasized the need for award recipients to outline a clear vision so that funds would support a concrete set of activities designed to heighten the ambition of the Action Plans and engage reform champions in the co-creation process. Table 3 presents a list of the six awardees along with progress to date and some early lessons emerging from the program, as well as the implications of COVID-19 on each award. Box 4 further discusses the impact of COVID-19 on the program.


Table 3
Snapshot of progress by Cohort 2 co-creation awardees, and COVID-19 Implications

Civil Society Organization	Progress and Early Results	COVID-19 Implications
Country Afghanistan		
Integrity Watch Afghanistan	Stronger collaboration between government and CSOs paved way for consultations in 26 provinces and joint discussions on clustering and prioritizing commitments.	Regional workshops on closing feedback loop and socializing Action Plan postponed due to security and safety concerns.
Country Burkina Faso		
Open Burkina	1,000 citizens engaged online or via social media, and 800 engaged in face-to-face consultations in 13 regions to share ideas for OGP commitments. Training on open government provided to youth associations, 18 women's associations and 21 media organizations.	Implementation moving slowly; CSO is delaying plans to monitor Developing community awareness and engagement programs through radio and TV shows.
Country Colombia		
Fundación Corona	Conducted public consultations to prioritize policy areas of the Action Plan based on citizen demand, and matched them to the National Development Plan. Developed toolkit on public innovation for open government at the local level, and multi-stakeholder groups formed in three cities.	Before outbreak, nationwide strikes shifted government priorities and suspended public policy discussion on OGP. Activities halted; reassessing opportunities for engagement after lockdown.
Country Costa Rica		
ACCESA	Involved stakeholders in five regions outside San Jose for the first time. Developed online mechanism to close the feedback loop and sustain engagement of citizens during implementation.	Most activities have been completed. Leveraging online monitoring system and newsletters to continue engagement.
Country Liberia		
Accountability Lab Liberia	Collaborated with 11 new CSOs to engage more sectors and secure political buy-in, building on the government's development agenda. Draft Action Plan includes commitments from all three branches of government and new agencies, e.g. Ministry of Gender, Children, and Social Protection.	Action Plan has not been submitted – public validation process on hold.
Country Philippines		
CODE NGO	Bottom up approach – commitments directly drawn from citizens' priorities as facilitated by CSOs. Engaged an M&E specialist to develop customizable monitoring framework and tools for commitment implementation.	Monitoring of commitment implementation was postponed; as CSO determine a different modalities for engagement. Implementation of commitments on hold as government funding may be reprioritized to support recovery.



PROGRESS TO DATE

Afghanistan – There is stronger collaboration between the government and CSOs thanks to a jointly-led consultation and prioritization process. In a context of heightened security concerns, Integrity Watch Afghanistan and its consortium partners safely conducted public consultations and technical workshops that included participants from the 26 provinces and the capital, with consultations extending beyond the national capital for the first time. Community members, the media, local and central government officials, and CSOs working in areas including human rights, women’s rights, anti-corruption, and service delivery were all engaged in these workshops. CSO members and government officials worked together to filter, cluster, prioritize, and select commitments for the Action Plan. Ideas gathered from citizens through the public consultations were categorized in three ways: i) based on the thematic area (Rule of Law, Education and Health, Women’s Empowerment, Local Governance, Elections, and Public Finance Management); ii) based on their similarity to each other; and iii) based on the four core OGP values (transparency, accountability, public participation, and use of technology to improve governance). For example, in the women’s empowerment “thinkshop”, ideas that came out of the consultations were taken forward in the form of two commitments in the National Action Plan: the establishment of a Women’s Grand Council presided over by the President, and the development of a National Plan on Women’s Empowerment. Some of the other commitments in the National Action Plan include: the introduction of participatory budgeting at both the national and local levels; citizen monitoring of public and private health centers; transparency of education data; transparency of revenue collection; the drafting and passing of a beneficial ownership law; and the establishment of an anti-corruption commission.

Burkina Faso – There was a broadening of the base of engaged stakeholders to include more impactful CSOs and marginalized groups in the co-creation process in Burkina Faso. The establishment of a national OGP website and social media channels allowed over 1,000 citizens to engage with the OGP process. Over 800 citizens from rural areas participated in in-person public consultations facilitated by Open Burkina in the 13 Burkinabe regions to generate reform ideas for the commitments. Overall, previously excluded groups were engaged throughout the process. Twelve youth associations, 18 women’s associations and 21 media organizations were sensitized to and trained on open government ideas. Representatives from these groups are now being appointed to the MSF to promote more diverse representation. In addition, reaching government agencies in the process led to the endorsement of an ambitious commitment to improve transparency in the mining sector by the Permanent Secretary Extractive Industry Transparency Initiative (EITI). The country-wide consultations also involved the central government representatives in the local and regional authorities, as well as local elected officials, which enabled them to



discuss the rising insecurity in the Sahel and its implications for the rest of the country (e.g. internally displaced persons, food insecurity) as well as to agree on a commitment to strengthen safety in communities through citizen participation.

Colombia – In an effort to gain more traction, the government and civil society involved in multi-stakeholder forum ensured that the co-creation process was aligned with the Colombian government’s National Development Plan. Three government and CSO coalitions were formed under the identified thematic priorities of transparency / anti-corruption, fiscal policy, and the environment. Aligning with national processes on the Escazu Agreement, or the Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean, helped guide next steps related to the environmental thematic area. Fundación Corona also conducted public consultations to prioritize the policy areas based on citizen demand, and matched them to the National Development Plan. Key specialists from government, civil society, the private sector, and academia were invited to co-create ideas for initiatives under each policy area using open government mechanisms. However, when the nationwide strikes emerged, the attention of the government shifted to the national dialogue, and OGP actors faced challenges obtaining buy-in from both technical staff in government and high-level champions such as the Vice President. Given the difficulties at the national level, Fundación Corona leveraged interest at the subnational level, where it helped develop a toolkit on public innovation for open government and supported the establishment of multi-stakeholder groups in Cali, Buenaventura, and Yumbo. As a result of the political challenges at the national level, the co-creation timeline was extended, and the MSF now plans to submit the National Action Plan in August 2020.

Costa Rica – The differences in Costa’s Rica approach to this round of the co-creation process were prompted by both government and citizens identifying problems that could be solved through open government approaches. ACCESA sought to carry out the co-creation process in Costa Rica differently from previous years by organizing various activities that supported both citizens and the government. Public consultations were held in all five regions, and ACCESA promoted the participation of regional representatives in the national workshop. Different branches of government (legislative and judicial) were engaged in seven of the nine thematic areas and facilitated the participation of over 20 civil society actors, including CSOs representing marginalized populations such as women, deaf citizens, and people with disabilities; groups represented also included academics and the private sector. Lastly, ACCESA conducted training sessions with public officials on open government and its relevance to their institutional work, as well as with the multisectoral teams responsible for implementing each commitment. Eight of the nine commitments



were opened to public consultation online, and citizens were able to propose a new thematic area on integrity and anti-corruption. After this more collaborative co-creation process, the Action Plan better reflects some of the critical demands of citizens, such as opening up institutional practices for more citizen participation. Seven of the nine commitments now seek to create or strengthen spaces for citizen involvement, something that the previous Action Plan did not focus on. Now, thanks to an effort to close the feedback loop, Costa Rican citizens involved in the process are receiving information on how their inputs were used and how they can further collaborate in implementation.

Liberia – Many CSOs and institutions were engaged to build momentum and a broader coalition around the co-creation process in Liberia. Early on, Accountability Lab collaborated with line ministries, government cabinet members, and the legislative and judicial branches to garner buy-in from technical and political staff and encourage them to champion open government-related issues in the national development agenda. Eleven new NGOs were mobilized to help engage new sectors and government agencies. The NGOs worked in groups and arranged one-on-one meetings with the government. Over 50 different institutions were represented in stakeholder meetings. In one MSF meeting, the agenda was dedicated entirely to coordinating with over 50 CSOs in the gender space. As a result of Accountability Lab's effort to build a coalition in and outside of government, two additional line ministries have drafted commitments for the Action Plan—the Ministry of Gender, Children, and Social Protection; and the Ministry of Health and Social Welfare. It has been a challenge to obtain political buy-in from the Minister of Presidential Affairs, who would need to put forward the Action Plan to the President, due to political and social unrest that has led to a change in government priorities. Therefore, Liberia has delayed Action Plan submission to next year. However, the current version contains eight draft commitments covering four thematic priorities, including gender, justice and rule of law, health, and good governance.

Philippines – This round of the co-creation process in the Philippines was more bottom-up and citizen-driven than previous cycles. The agenda was developed based on citizen priorities in workshops spearheaded by CODE-NGO prior to the co-creation process. The citizens' agenda then became the basis for the government's call for commitments across agencies. Once the draft commitments were put forth by government agencies, 16 nationwide consultations were conducted to validate and refine the commitments. These included over 1,000 participants from CSOs, academia, business groups, and public sector unions. Three commitments were initiated by the non-government actors: i) participatory monitoring of Last Mile Schools of the Department of Education; ii) participatory action research in communities to identify solutions for addressing malnutrition and early preg-



nancy, to be implemented by the Department of Social Welfare and Development; and iii) institutionalization of social dialogue for the public sector unions of the Department of Labor and Employment. Implementing agencies were also included in these consultations, with several of them participating in separate bilateral meetings to continue deliberation on several commitments. They were likewise involved in the two national culminating workshops to map out not only the implementation plan, but also the monitoring plan for the commitment. CODE NGO maintained communication with non-government partners who participated in the co-creation process to sustain engagement by providing regular email updates, and from these partners, ten groups were formed (i.e. equivalent to the number of commitments) that will be involved in monitoring. To close the feedback loop with citizens, CODE NGO worked with implementing agencies to fill out a “reasoned response” form where they identified and explained which comments were considered for publication in the Action Plan annex.

Box 4**Adjustments to Cohort 2 co-creation awards given the evolving COVID-19 situation**

The co-creation awardees have shown great flexibility during the COVID-19 crisis across their different contexts. With restrictions on travel and strict lockdowns in countries like the Philippines and Colombia, many awardees shifted in-person events to online formats or WhatsApp group discussions. Where online events would not be productive or effective, awardees are postponing activities or rethinking their work plans to make adjustments with COVID-19 in mind. As a result of these delays or changes, several of the contracts will be extended. The awardees in Colombia and Liberia will work to facilitate Action Plan delivery, while the remaining awardees sustain implementation monitoring. The OGP MDTF Implementation Team continues to support awardees in assessing the feasibility of their modified work plans, emphasizing the need to prioritize the health and safety of OGP stakeholders, and helping to ensure delivery of quality outputs despite the evolving circumstances.



LESSONS LEARNED

The first OGP MDTF Annual Report, prepared last year, noted that the experience with Cohort 1 suggested that the following increase the likelihood of success: (i) early engagement with awardees; (ii) collaborating with awardees to develop a learning needs assessment; and (iii) an iterative programmatic approach. In the second round of awards (Cohort 2), the Implementation Team was intentional in incorporating these lessons into the approach.

Co-creation awardees have benefited from early, country-specific support to help them produce stronger work plans and prioritize high impact activities. Accordingly, they can also benefit from an upfront needs assessment and guidance with respect to their technical proposals. Convening key actors, including the country Point of Contact (POC), key members of the MSF, and relevant team members from the OGP Support Unit and World Bank at the outset to set expectations and clearly define expectations, objectives and respective roles and responsibilities for each award also created clarity and improved teamwork and collaboration. In the initial stages, awardees often need help in developing a roadmap, refining their results chain and identifying which activities will generate the intended results and impact. Several awardees mentioned that focusing on the quality of activities planned was more effective than trying to increase the quantity. Workshops and meetings with clear purposes and outputs made the entire process more efficient. Evidence from several awardees also shows that smaller-scale meetings with thematic or technical working groups of experts and CSOs resulted in more ambitious commitments. With these findings in mind, the OGP MDTF can continue to provide valuable support in helping awardees think through the results chain and prioritization process.

There is still a need for the OGP MDTF to better share tools, frameworks, and overall guidance to awardees in requested areas throughout the duration of the award. For example, several awardees mentioned that they could have crafted better messages to improve engagement with CSOs and other relevant groups. There is a constant need for capacity building (training) around OGP activities and for expanding outreach to women, youth, academic institutions, and minority groups. Engagement and collaboration with private sector players proved challenging for ACCESSA in Costa Rica, and with academics and public sector unions for CODE NGO in the Philippines. These awardees emphasized the need for a better value proposition for each group and a more clearly convincing messaging around OGP and its benefits for their agendas. By conducting frequent needs assessments throughout the co-creation process, the OGP MDTF can provide clear and relevant tools and good practices from other countries or lessons from previous cohorts that fit an awardee's current situation.



Peer exchange activities allowed awardees to share ideas and practices that resulted in concrete improvements to work plans. The September 2019 peer exchange workshop in Dubai provided unique opportunities for the awardees to learn from each other. For instance, the Burkina Faso team particularly benefited from the co-creation experience of the Afghan team in a similar context of recurrent security threats on the ground. This learning translated into a newly drafted commitment, similar to the Afghan commitment on “Developing Public-Police Partnership Councils”, being included in the Burkina Faso Action Plan. In another example, the Liberia team learned from others in the cohort on how to best engage frequently excluded groups of women, youth and people with disabilities in their co-creation process. This learning translated into a broadened engagement plan for the Liberian awardee. They also learned that ensuring government is brought into the discussion early on is important to gain buy-in, and consequently they engaged government agencies upon returning to Monrovia and before broadening the consultation. While the benefits of the workshop were uneven, bringing together each country’s government and civil society representatives in a workshop allowed for greater understanding of the co-creation roles and expectations among country team members, which subsequently translated into better cooperation and implementation. Since different awardees were at different stages of the co-creation cycle, and as such had different needs, future peer learning initiatives would benefit from tailoring activities to individual awards rather than attempting a one-size-fits-all approach.

Across all countries in Cohort 2, there is a concerted effort to provide opportunities to engage women’s, marginalized and under-represented groups in the consultation process. The OGP MDTF selected awardees who proposed more inclusive approaches to co-creation in their countries. Their activities help garner new perspectives, information and ideas on commitments for the OGP Action Plan. In some countries, these consultation activities translate to commitments that aim at improvement to policies and services that are more relevant to these communities – for example in Liberia – and are more efficiently and effectively delivered – for example in the Philippines. In future support, the OGP MDTF can do even more to raise the bar on an inclusive co-creation process by working with government and civil society actors to ensure commitments reflect the needs of women and marginalized groups.



COHORT 3 (2020–2022)

Support to Co-Creation of OGP Action Plans

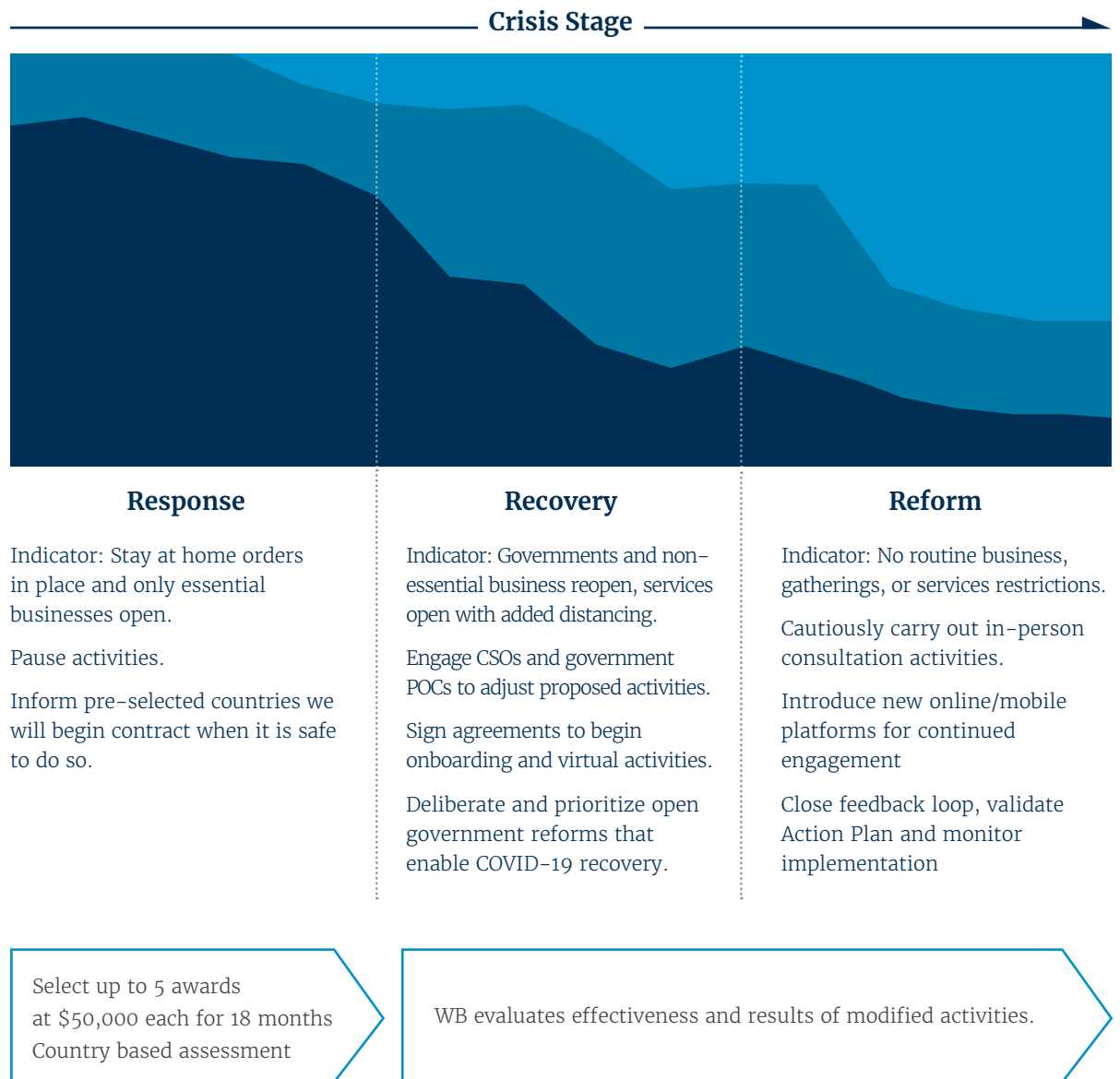
As of the writing of this report, the OGP MDTF will allocate up to five awards to facilitate the participation and co-creation process in countries developing their 2020–2022 OGP Action Plans. In this third round, the amount of funding per award has been reduced to \$50,000 over an 18-month (instead of 12-month) period. The longer timeline is to accommodate protracted timelines during the COVID-19 recovery period. It was determined that the lower per-award funding amount would be sufficient to provide CSOs with the resources to deliver on the objectives of the program, and this amount is consistent with the budget allocation set forth in the OGP MDTF Three-Year Strategy. Building on lessons learned from the previous two cohorts, the third round of awards aims to strengthen the co-creation process to secure more ambitious Action Plan commitments. Specifically, the awards aim to support OGP members in finding solutions to specific challenges in the co-creation process, in order to: (i) improve the design, ambition and impact of commitments in the Action Plans; (ii) enhance the quality of engagement and dialogue during Action Plan design; (iii) strengthen the process for deliberation and prioritization; and (iv) sustain engagement and improve monitoring during the implementation of commitments.

The OGP MDTF Implementation Team will work closely with Cohort 3 awardees to provide technical guidance on developing work plans and a customized set of activities and outputs based on the specific challenges and needs identified in the national context, as well as adapt to the realities of COVID-19 and its impacts on the co-creation process (see Box 5). There will be a pause of any activities on the ground for Cohort 3, and duty of care to stakeholders remains a priority. The environment in each country will determine the start date, pace, and scale of each award. Each country receiving the award must meet the indicator for each crisis stage to before the contracts are awarded and before large scale, in-person convenings can be carried out. The World Bank will closely monitor the effectiveness of the activities implemented to critically assess their effectiveness in this challenging environment.



Box 5

Adjustments to Cohort 3 co-creation awards considering the evolving situation with COVID-19





Support to Actions to Gain Eligibility

The MDTF is seeking effective entry points to provide technical assistance to countries that wish to undertake actions to become eligible to join OGP (Window 1.3). The World Bank is currently conducting research to generate practical recommendations and to outline some lessons and guidance to government officials and civil society stakeholders in countries seeking to support open government reforms and attain OGP eligibility status. The research will examine the constraints to OGP membership by conducting detailed case studies of Francophone and Lusophone countries in Africa, in order to better understand overarching and country-specific drivers and constraints to OGP membership. The case studies will include Burkina Faso and Morocco as success stories that provide lessons learned for countries aiming to gain OGP membership, and will dig deeper in Cameroon, Madagascar and Mozambique as countries that are reasonably close to or have passed the OGP eligibility threshold, yet still face constraints to gaining membership. Preliminary findings highlight three key political economy constraints hindering progress on eligibility scores: (i) lack of political commitment to transparency; (ii) weak external stakeholder demand for transparency; and (iii) trajectory of the regimes toward less openness. Upon completion, the research will offer specific lessons for the countries studied, as well as recommendations for other countries addressing similar issues.



Photo: Jonathan Ernst / World Bank

WINDOW 2

Cross-Country Research, Learning and Thematic Priorities: Progress to Date

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

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 (Window 2.1). 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. Both tracks will conduct research in line with the OGP research agenda, which aims to generate useful tools to directly support reformers in the field while maintaining OGP's commitment to credible, evidence-based policy.



TRACK 1 – GLOBAL RESEARCH

Track 1 is intended to provide the MDTF with the flexibility to deploy resources to close strategic knowledge gaps and leverage existing partnerships or ongoing research. There are two research projects underway as part of Track 1, described below.

Media Entry Points in OGP

The MDTF is partnering with Results for Development (R4D) to answer two research questions: (i) what are the potential entry points for and roles of the media in OGP commitment implementation?; and (ii) what are some potential barriers to media involvement in OGP commitments, and what are recommendations to overcome these barriers to media involvement at the national level? The research by R4D is focused on identifying enabling and hindering factors for media involvement in OGP processes. Following a literature review, the team identified entry points for public service commitments along the OGP pathway that could lead to sustained media involvement in OGP commitment implementation, oversight and awareness building, and a public more informed about and participatory in OGP initiatives. The team is conducting a proof of concept through a case study on Colombia's commitment to citizen participation and transparency in the cycle of investment projects financed with royalty resources.

Public Consultations for Rulemaking

Through an OGP–World Bank research collaboration, the MDTF is leveraging the World Bank's Global Indicators Group initiative on Global Indicators of Regulatory Governance (GIRG) to produce a research paper on public consultations and open policy making. GIRG comprises a range of datasets and benchmarking products on regulations and business activity around the world. It assesses how governments interact with the public when shaping regulation that affects their business community. Through this collaboration, the research seeks to understand if and how countries are using OGP commitments to close the gaps that exist in their regulatory processes. The research focuses on areas with matching country-specific OGP commitments and GIRG scored variables, namely transparency in rulemaking, public consultations, and accessing laws and regulations. Table 4 presents some of the preliminary findings of this research.

**Table 4****Preliminary findings of research on public consultations in rulemaking in OGP countries**

<p>Transparency in rulemaking</p> <p>Despite encouraging progress achieved by about a third of OGP national economies, further regulatory action is needed to improve transparency of rulemaking processes and to create inclusive legislative frameworks.</p> <p>This commitment is particularly urgent in Africa and the Americas, where the levels of transparency are particularly low compared to Asia Pacific and Europe.</p>
<p>Public consultations</p> <p>A stronger commitment to participatory rulemaking is needed from OGP members, especially among lower-income countries.</p> <p>Most OGP countries have more than one commitment related to inclusive rulemaking. Countries with OGP commitments related to inclusive consultative processes receive higher GIRG scores.</p> <p>Africa remains the weakest performing region in terms of OGP commitments and GIRG scores.</p>
<p>Accessing laws and regulations</p> <p>Most OGP countries already provide free access to all their existing laws and regulations through unified websites.</p> <p>Over 50 percent of economies complement unified and ministry-specific websites with printed copies of all the legislation.</p> <p>Providing easy access to all laws and regulations from different levels of government is another area for improvement across OGP economies.</p>

TRACK 2 – COUNTRY-LEVEL RESEARCH

In mid-2019, the OGP MDTF announced a Request for Proposals for research on the effect of public participation in open government reforms. For this Track 2 research program, the MDTF sought to identify an organization to examine the extent to which differences in the ways public participation commitments are implemented explain changes in policy outcomes in a particular country. After the evaluation and scoring of the proposals, the MDTF decided not to proceed with an award. While many proposals were of high quality, no proposal met all the technical and financial criteria. This outcome may reflect the ambitious nature of the program relative to the modest planned financial award of a maximum of \$150,000 over two years.

Given the early results of the Track 1 research initiatives, the OGP MDTF will seek more opportunities to leverage collaboration with research partners and target building the evidence base at the global level. Additional research initiatives will remain consistent with the OGP Research Agenda. To this end, in 2020, the OGP MDTF will partner with Omidyar to conduct research on data privacy in Africa. The objective of this research is to identify potential solutions to issues with data protection regimes in African countries. The OGP MDTF will provide up to \$20,000 in financing for this initiative.



Advancing OGP's Thematic Priorities

BACKGROUND

The “advancing thematic priorities” funding window is informed by OGP’s strategic push to promote stronger thematic leadership and to build a stronger ecosystem of sector-based partnerships with expert organizations and governments, in order to support the uptake of ambitious thematic-oriented reforms in national and local Action Plans (Window 2.2). The approach includes robust cross-country learning, peer exchange and knowledge sharing dimensions alongside advocacy and policy development.

Following a competitive selection process, in June 2019 seven organizations were each awarded a \$200,000 contract to implement activities that advance OGP’s thematic priorities. The thematic areas covered are gender and natural resource governance, open contracting, climate change, beneficial ownership, water and sanitation, fiscal openness, and anti-corruption. The geographic spread is diverse and includes countries from different regions of the world. In addition to the seven partners, an eighth partner was selected in October 2019 through a single-source selection to focus on open parliaments as a thematic priority. The rationale underpinning the belated addition of this thematic priority and the selection method was to pursue more targeted engagement of partners working in thematic areas where there are knowledge gaps, and to respond to demand from OGP countries. Information on the organizations selected, and the themes, countries and locales covered, can be found in Table 5.


Table 5
2019 Thematic Awards, the countries receiving support, and the COVID-19 implications

No.	Theme	Organization(s)	Countries or Locales	COVID-19 Implications
1	Gender and Natural Resource Governance	Natural Resource Governance Institute	Argentina, Canada, Colombia, Ghana, Indonesia, Kenya, Mongolia, Morocco, Nigeria, Peru and Tunisia	Desk and online research continue. Deep dive research in three countries on hold.
2	Local Open Contracting	Hivos	Indonesia, Philippines, Nigeria, Ghana, Kenya, Tanzania, Argentina, Mexico, Colombia	All meetings, workshops and travel canceled/postponed. Regional workshops in Asia and Central and Eastern Europe tentatively scheduled for the 4 th quarter of 2020.
3	Climate Change	World Resources Institute	Dominican Republic, Uruguay, Costa Rica, Ghana, Cote d'Ivoire, Senegal	Africa Climate Week postponed. Working remotely with CSOs in Ghana and Cote d'Ivoire. Continue support to follow up of Escazu Agreement in Dominican Republic and Colombia.
4	Beneficial Ownership	OpenOwnership/ Fund for the City of New York	Armenia, Kenya, Nigeria & other Beneficial Ownership Leadership Group countries	Shifting to virtual engagements for country assistance to Armenia, Kenya and Nigeria. Hosting virtual event on Beneficial Ownership data verification for technical leads of the Leadership Group.
5	Water and Sanitation	Stockholm International Water Institute (SIWI)	Global initiative	Continuing virtual engagement of Community of Practice. Assessing alternatives for in-country work in Morocco and Tunisia/Indonesia.
6	Fiscal Openness	Global Initiative for Fiscal Transparency (GIFT)/ International Budget Partnership (IBP)	Nigeria, Liberia, South Africa, Senegal, Colombia, the Philippines, Indonesia, Dominican Republic, Mexico, Ecuador, Côte d'Ivoire, Argentina, Croatia, El Salvador, Costa Rica, Tunisia, Ireland, Scotland, Chile, and Uruguay	Engaging countries remotely and revising work plans to accommodate the new situation and capacities.



No.	Theme	Organization(s)	Countries or Locales	COVID-19 Implications
7	Anti-corruption	Open Data Charter/ Fund for the City of New York	Colombia, Chile, Kenya and Ghana	Assessing shifts in the priorities of OGP countries supported. Reprioritize efforts and shift budget to knowledge tools over in-person workshops and panels.
8	Open Parliament	Directorio Legislativo for the Americas (OPeN Consortium)	Mexico, Tunisia and Kyrgyzstan	Seeking alternate solutions for work with NDI Tunisia. Visit to Kyrgyzstan postponed but still planning online training for stakeholders. Shifting to two virtual workshops for stakeholders in Latin America in May.

PROGRESS TO DATE

In September 2019, the awardees submitted Inception Reports. The primary purpose of the Inception Reports was to map out activity implementation by developing a results framework, workplan and learning plan. Following the submission and acceptance of the Inception Reports, implementation began in earnest. Given the relatively short period of implementation since the contracts were awarded, the nascent stage of activities, and the impacts of COVID-19 on travel, progress made by the awardees has been modest. That said, each of the awardees has laid a strong foundation indicating that they will deliver their outputs and realize their envisaged outcomes, despite the need to adapt some activities and transition to virtual formats. Awardees have also refined their country selections to reflect opportunities for support. Additionally, preliminary updates suggest that in certain areas, promising areas of focus for OGP commitments have begun to emerge.

While COVID-19 has resulted in some disruptions to planned project activities, the MDTF thematic partners have actively participated in OGP's [Open Response + Open Recovery](#) (OR + OR) efforts, including through the Digital Forum, OR + OR policy guide, and follow up country action. For example, GIFT provided input to the policy guide, ODC provided input to the policy guide and co-hosted the webinar on access to information and open data, the OPeN consortium hosted a webinar on parliaments and COVID-19 and provided input to the participation policy guide, and Hivos provided input to the open contracting guide. These contributions have helped support the creation of a range of tools and guidance for OGP reformers in the wake of COVID-19.

Gender and Natural Resource Governance. An analytical framework was developed by the



awardee, the Natural Resource Governance Institute (NRGI), to guide the project and to inform the implementation of activities downstream. Thus far, NRGI has used the analytical framework to analyze gender and resource governance in Ghana, Mexico, Colombia and Peru. Notably, significant efforts have been invested in reviewing and analyzing existing databases to identify gender references in extractives and resource governance policies and laws. During this process, NRGI found substantial variations in the quality of available data, which resulted in the reviews taking longer than anticipated, causing slight delays in the implementation timeline. However, it is anticipated that these delays will only affect the initial phase of implementation. In consultation with OGP, NRGI is also considering adding Sierra Leone, Burkina Faso, and Sri Lanka to the list of countries to be covered. Going forward, “deep dive” case studies will be prepared and the analytical framework will be used to assess gender and resource governance policies in detail, resulting in a final product in the style of a training manual outlining lessons drawn from the research, presenting them in the form of guidance on different policy areas, and walking users through a systematic approach to enhance gender inclusion in natural resource governance policies and processes.

Open Contracting. Under this theme local governments in focus countries have been engaged to broker implementation support on open contracting at the local level, including engagement in Makueni County, Kenya and South Cotabato, Philippines. This engagement process has revealed that capacity varies across countries and localities, underscoring the idea that support needs to be tailored to the specific needs of the beneficiary in question. In the early phase of the project, two regional “linking and learning” events were held (one in Africa and one in Latin America) to co-create a plan for piloting the Local Open Contracting Initiative (LOCI) and the associated learning agenda. These events helped gather stakeholder input and build a foundation for future activities. Capacity development is well underway, and efforts are being made to help set realistic expectations about how to build expertise in open contracting and ensure that stakeholders have the practical resources and support to make the necessary steps as implementation progresses. Practical resources produced thus far include an online guide on the basics of local open contracting to help reformers at the local level. Similar to the experience of the team working on gender and natural resource governance, the awardee has encountered challenges with data availability and quality that have caused slight delays in the implementation of activities.

Climate Change. A series of workshops were held in Latin America focused on how open data principles can enhance governments’ abilities to respond to climate change challenges. The workshops convened a range of participants, with diverse backgrounds, from government ministries and civil society. Some of the emerging thematic priorities in the Latin America



and Caribbean region are i) stronger protocols requiring governments to use relevant public input in climate decision making, and provide explanations when public comments are rejected; ii) more transparent and participatory systems of monitoring and evaluating the implementation of climate policies; and iii) open data for climate action. Webinar events for climate justice organizations in Ghana and Cote d'Ivoire were held to introduce the OGP platform as a vehicle for pursuing climate justice initiatives, including from a gender impact perspective for the Ghana webinar in particular. A similar event for climate justice organizations in Latin American was held as well. Regarding country focus, Chile has been removed from the list given the current political context and the unlikelihood that Chile will complete an Action Plan in 2020 as had been expected. Looking forward, work will continue on the development of a Climate Governance Diagnostic that focuses on the political economy dimensions of implementing specific climate policies and actions, and on the governance mechanisms that can shift incentives and strengthen outcomes.

Beneficial Ownership. Data was gathered to develop and publish a scoping tool to assess the status of beneficial ownership opportunities in a given country. The tool, which will be available publicly, will create opportunities to further engage partners and learn from them, especially regarding approaches to assessing beneficial ownership reforms. Some of the key themes that have emerged from the research thus far include how to verify beneficial ownership data, and how to select and calculate percentage thresholds to identify beneficial ownership. In Armenia, a full scoping assessment was undertaken, including two country visits, to assess the status of beneficial ownership reforms and the outlook in the country, and plans to conduct a similar assessment in Kenya are underway. Additionally, technical inputs were provided on Nigeria's beneficial ownership registry commitment, which is receiving support through an MDTF implementation award.

Water and Sanitation. Key partners and coalitions for reform, including a network of contacts in government and civil society who will be instrumental in the success of activities as the project progresses have been identified. A kick-off workshop was also held that covered the Community of Practice on Water and Open Government's basic guidelines on: principles of collaboration among members, internal and external communication (with primary and secondary audiences), joint planning, and refining deliverables. CSOs in Indonesia, Brazil and Morocco were engaged to identify areas in need of support. Additionally, a multi-country workshop was held in Uruguay with representatives from government, civil society and media on open data water agendas. Most recently, a webinar focused on how open government action plans can be used to accelerate reforms that help countries meet their national clean water priorities was held in collaboration with the Community of Practice on Water and Open Government. Looking forward, a step-by-step guide on the



co-creation process for water-related OGP commitments will be developed. In addition, a webinar is being organized to illustrate how to incorporate a gender and inclusion lens into the creation of commitments on water.

Fiscal Openness. The focus under this theme thus far has been on supporting the design of fiscal openness commitments in the National Action Plans (NAPs) of the countries covered. In Croatia, the Global Initiative for Fiscal Transparency (GIFT) is providing technical assistance to effectively structure open data on budget and spending. In Colombia, GIFT is providing support on gender-responsive budgeting, as this is an area of potential interest for the upcoming NAP. In an effort to support peer learning and knowledge sharing on public participation mechanisms and inclusiveness in the budget process, an event was held with attendees from Colombia, Dominican Republic, Indonesia, Mexico, the Philippines, and South Africa. Based on consultations with project stakeholders, emerging policy priorities were identified including transparency of transfers to subnational governments, better connections between financial management information systems and e-procurement systems, and environmental finance and public financing for the SDGs.

Anti-corruption. Under this theme, the awardees Open Data Charter and Fund for the City of New York have identified ways to enhance the co-creation dialogue process. They have also put together a methodology for each country to inform the development of a tool of illustrative commitment on open data and anti-corruption. Initial needs assessment surveys for civil society organizations and government representatives in Africa were conducted to identify anti-corruption priorities for the next NAPs. A workshop was held in Cali, Colombia for Latin American partners to help develop an understanding of the cause of failure in previous unsuccessful open data for anti-corruption commitments, and to identify areas where improvements are needed. The workshop in Cali allowed government officials to share learnings from their national processes and anticipate opportunities for building local coalitions. For example, as a result of the workshop, representatives from Colombia expressed interest in organizing sub-national dialogues to validate commitments for their current Action Plan. POCs in Ghana and Kenya were also engaged and they expressed interest, political will and commitment to work with the team in their co-creation processes.

Open Parliament. Various partners and stakeholders from Mexico, Tunisia and Kyrgyzstan, both in government and civil society, were engaged to pave the way for activities that will expand members of parliaments' knowledge of OGP. Given that Malawi did not submit its National Action Plan on time and in light of the evolving electoral situation in the country, Tunisia will now be engaged as a pilot country in its place. Engagement in each of the three target countries will result in case studies showcasing the progress and experience of parliamentary engagement in OGP, providing lessons learned and strategies for open parliament initiatives.



LESSONS LEARNED

As already mentioned, activities are still in the initial stages, so it would be premature to attempt to draw any high-level lessons learned based on the substance of the work. That said, there are some preliminary process-based lessons learned. These are as follows: (i) emphasizing that awardees focus on concrete, usable advice or tools for how to design commitments in these policy areas seems like a promising path for increasing thematic uptake in these areas; (ii) these thematic partners have shown their ability to convene new partners and introduce OGP as a venue for thematic work (e.g. WRI webinar); and (iii) work at the subnational level continues to be impactful, delivering quick wins for all those involved, which spurs reform momentum. Additionally, preliminary assessments demonstrate that the amount of \$200,000 per award under this funding window is modest, given the scale of work across regions and the type of results expected. Going forward, as funding will be directed to close the gaps in specific themes, the OGP MDTF may evaluate the amount of each award and the tradeoffs in breadth of regions versus depth of engagement within the countries supported by thematic partners. The team will assess the potential impact of a larger award to support a new theme or a different set of outputs based on demand from open government actors. Box 6 reviews the impact that COVID-19 has had on the work under this window.

Box 6

Adjustments to Thematic Awards considering the evolving COVID-19 situation

Generally, the awardees are monitoring the COVID-19 situation as it evolves. Given the travel restrictions, some activities such as workshops and seminars will either be postponed, or held virtually. All the awardees have the capacity to engage their partners and stakeholders remotely. That said, delays in the implementation of activities are likely and the overall pace of progress may stall. If necessary, some of the contracts may need to be extended to allow sufficient time to implement all the activities. However, it is still too early to tell, so the World Bank and the OGP Support Unit will continue to monitor the situation. During this uncertain period, awardees will focus on developing major knowledge and learning products. These activities were originally slated for the second quarter of 2020.



Photo: Binyam Teshome / World Bank

WINDOW 3

Programmatic Support to the OGP Support Unit: Progress to Date

As agreed with the OGP MDTF Council in 2019, the MDTF will provide a grant to the OGP Support Unit to enhance its role in supporting OGP countries receiving awards from the MDTF, and supporting the OGP community more broadly (Window 3). With the grant of up to \$600,000, the Support Unit will glean operational lessons from MDTF programs and share this learning with other stakeholders to improve OGP processes and facilitate implementation of more ambitious open government reforms in more OGP countries. The knowledge and learning products produced in the course of MDTF activities will become public goods that are available to all OGP members. As of the writing of this report, the World Bank is finalizing the project document and drafting the grant agreement for signature in Q3 2020.



Photo: World Bank

Gender and Inclusion

In all its programming, the OGP MDTF seeks to (i) enhance the voice and agency of women and under-represented groups; and (ii) recognize and elevate women and marginalized groups as agents of open government reforms, economic growth, stability and sustainability. In all MDTF initiatives that involve a competitive proposal process (implementation awards, co-creation awards, and thematic awards), proposals include a dedicated question on plans to integrate gender equity concerns into project objectives and activities, and the use of an inclusive approach was part of scoring criteria for evaluating applicants and selecting awardees.

The final selection of awardees for the MDTF thematic window sought a balance of projects across thematic areas. One explicitly gender-focused thematic area called for a project that would look at gender reforms within the natural resource governance sector; other projects in the portfolio aim to mainstream gender equity concerns in other areas. MDTF thematic awardee activities include providing guidance on gender-responsive budgeting, examining the gendered impact of issues in the water and sanitation sector, and promoting gender equality through open contracting at the local level.

Additionally, the current co-creation awardees feature specific gender and inclusion work as part of their projects. One key objective of the current cohort of these awards is to “broaden the base” of those participating in the co-creation processes in their countries. This has resulted in efforts to increase participation of CSOs focused on gender equality. For example, in Burkina Faso, in contrast with their previous Action Plan cycle, this co-creation process was characterized by a conscious effort to include women’s and youth



groups, holding workshops for both constituencies to raise awareness and involve them in the process of co-creation.

Evidence from disease outbreaks similar to COVID-19 indicates that women and marginalized communities can be affected in particular ways, and in some areas, may experience more negative impacts than men and those with power and privilege. There is a clear risk that gender and equity gaps could widen during and after the pandemic and that gains in women's and under-represented communities' accumulation of human capital, economic empowerment and voice and agency, built over the past decades, could be reversed. In this new environment, additional considerations must be embedded in all programs to ensure that we maintain our commitment to gender and inclusion and that our programs do not exacerbate the barriers to under-represented groups.

Aggregated Results

Table 6 shows the progress of the OGP MDTF against the set of indicators specified 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 6 – Progress on Key Indicators

Project Development Objective (PDO): To increase transparency, accountability, participation and government responsiveness in OGP member countries.

	Baseline	Target 2019	Actual 2019	Target 2020	Progress
PDO level indicators					
Share of country or local commitments supported for implementation which show major improvements in changing government policy or practice	0	No Target	0	2	Grants to support implementation of commitments are under preparation. Progress on this indicator to be reported on in the 2021 Annual Report.
Share of countries or locales supported for co-creation with improved ambition in Action Plans	0	30%	44%	50%	IRM assessment shows 4 out of 9 countries/locales increased ambition in their Action Plans. ¹
Share of Countries targeted by OGP MDTF thematic partners with new potentially transformative commitments ² on thematic areas supported through the MDTF	0	0	0	40%	Eight thematic awardees began engaging at country level in Q4 CY 2020. Progress on this indicator to be reported on in the 2021 Annual Report.
Window 1 – Intermediate Outcome Indicators					
Improved levels of implementation of MDTF-supported commitments	0	No Target	0	3	Five grants to support implementation of commitments are under preparation. Progress on this indicator to be reported on in the 2021 Annual Report.

¹ For more information, see “Highlights and Lessons from the 2018 Co-creation Awards”, published by the OGP Support Unit.

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	Actual 2019	Target 2020	Progress
Improvement in the quality of dialogue during Action Plan design	40%	40%	44%	40%	IRM assessment shows 4 out of 9 Cohort 1 awardees improved their consultation process. ³ Assessment on the Cohort 2 awardees in Q4 CY 2020.
Number of co-creation awardees that included under-represented or marginalized groups in designing an Action Plan ⁴	3	2	9	6	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. Assessment on the Cohort 2 awardees in Q4 CY 2020.

Window 2 – Intermediate Outcome Indicators

Percentage of OGP countries and/or commitments supported by organizations in OGP MDTF priority themes	0	5%	TBC	10%	All eight Thematic Awards are working in OGP priority themes. Slow progress is expected given the COVID-19 situation.
Number of thematic events in which OGP was positioned as the implementing platform for reform	0	2	TBC	2	Conservative estimates for 2020 given COVID-19 restrictions on travel and in-person gatherings.
Use of learning and research materials by OGP practitioners	TBD	+2% ⁵	0%	+10%	Knowledge and learning products will be delivered in Q3 CY 2020.
Share of World Bank client countries that operationalize OGP reform commitments	0%	20%	0%	20%	All eight Thematic Awards are working in World Bank client countries. Their support to operationalization of reforms will begin in Q4 CY 2020.

Window 1 – Output Indicators

Number of Action Plan commitments implemented using MDTF resources [1.1]	0	4	5	5	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.
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³ For more information, see “Highlights and Lessons from the 2018 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, have been unable to fully participate in the integrated social and economic process of the country/local.

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

Project Development Objective (PDO): To increase transparency, accountability, participation and government responsiveness in OGP member countries.

	Baseline	Target 2019	Actual 2019	Target 2020	Progress
Number of Action Plans supported in the formulation phase [1.2]	9	14 (cumulative)	15	19	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	30%	20%	100%	75%	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	0	0	MDTF is conducting research to inform our programming on supporting countries to become eligible until Q3 CY 2020. Support to countries will begin in Q3 CY 2021 at the earliest.
Window 2 – Output Indicators					
Number of knowledge resources produced that serve as public goods for the OG community [2.1]	0	5	0	3	Research began in Q3 CY 2019 and has produced some preliminary findings. Knowledge products will be produced in Q3 CY2020, and progress will be reported on in the 2021 Annual Report.
Number of peer learning exchanges conducted, documented and shared [2.2]	0	5	6	8	Eight Thematic Awards have begun and all but NRGi and Directorio Legislativo have conducted peer exchange activities.
Number of MDTF Awardees supported to advance OGP thematic priorities that work with under-represented or marginalized groups	0	2	1	2	Given the travel and gathering restrictions posed by COVID-19, convenings with under-represented and vulnerable groups will begin in Q3 CY 2021 at the earliest.



Photo: Curt Carnemark / World Bank

Financial Report

As of April 2020, three development partners (AFD, DFID, and GAC) had committed a total of \$8.7 million in funding for the OGP MDTF. Of this total commitment, the World Bank has received \$7.4 million (86 percent of committed funds) in the OGP MDTF Trustee Account. As specified in the Administrative Agreement, DFID will transfer the outstanding amount on or before June 30, 2021.⁶

Of the total contribution of \$8.7 million from AFD, DFID and GAC, the OGP MDTF has committed \$6.9 million (80%) to its six programmatic windows. Over \$3 million has been disbursed. The implementation grants (Window 1.1) – which are the largest single program, accounting for 36% of the total commitment – require time to prepare, design and execute, as reflected in the low disbursement rate. Once grant agreements are signed in 2020, the disbursement rate is expected to increase to 45% of the total contribution. Diagram 1 and Table 7 present the funding breakdown for ongoing activities.

The MDTF has \$1.8 million available in unprogrammed financial commitments for activities in 2020 and beyond. Given the uncertainties and risks posed by the COVID-19 pandemic globally, the OGP MDTF will suspend allocations to new activities in 2020. The two programs in the pipeline – Cohort 3 Co-creation awards and research on data privacy – will move forward only if it is safe to do so in the focus countries. The estimated commitment to these activities is \$350,000.

⁶ DFID had initially agreed on topping up an additional GBP 1.2 million (\$1.5 million) over three years contingent on the MDTF's effective performance and the proportion of their contribution relative to other donors. However, due to shifts in priorities in response to COVID-19, DFID has decided to remove these performance payments.

**Table 7 – Financial Summary**

Programmatic windows	Number of awards and amounts in 2018–2019	Actual allocation committed in 2018–2019
1.1 Support to Implementation of Commitments	5 grants at \$500,000 each	\$2,500,000
1.2 Support to Co-Creation and Participation (Cohorts 1 and 2 + Enhanced Support to Awardees Program)	15 awards at \$60,000–\$75,000 each plus Enhanced Support from MDTF	\$1,580,431
1.3 Support to Actions to Gain Eligibility	1 project at \$50,000	\$50,000
2.1 Research on Impact and Effectiveness	2 research projects at \$80,000 total	\$80,000
2.2 Advancing Thematic Priorities	8 thematic awards at \$200,000 each	\$1,597,009
3. Support to OGP Support Unit	1 grant to the Support Unit	\$600,000
MDTF Management and Oversight		\$500,000
Total Allocation		\$6,907,440
Total Disbursement		\$3,162,531
Total Contributions from AFD, DFID and GAC		\$8,681,617
Total Commitment Remaining for Programming in 2020–2022		\$ 1,774,177

Even though the OGP MDTF will not channel funds to larger grants in 2020, the unprecedented situation and changes in the pace of progress and strategies for in-country engagement present an opportunity to reflect on the progress and results thus far to gain a better understanding of the role of the MDTF in enabling effective and high impact reforms. A revision to the Three-Year Strategy will determine programmatic allocations, future commitments, and financial implications and inform the strategy moving ahead (see Looking Ahead section).



Photo: World Bank / Henitsoa Rafalia

Fundraising

The upheaval triggered by COVID-19 poses a significant challenge to fundraising as development partners mobilize their funds to support recovery efforts in their countries and abroad. The planning process for the OGP MDTF Three-Year Strategy (see below) suggests that an estimated budget of \$6.7 million will enable the OGP MDTF to realize its full potential in supporting achievement of the Three-Year Strategy, indicating a need for additional financing of approximately \$4.9 million.

Given this significant funding gap and the volatile global financial climate, it behooves the OGP MDTF to place a premium on delivering quality and tangible results to demonstrate impact. The World Bank seeks to allocate the remaining unallocated funds to achieve results in the implementation of open government reforms in ways that support COVID-19 recovery. The direct link to COVID-19 strengthens the value proposition of the MDTF in supporting OGP reformers facing changing realities.



Photo: Arne Hoel / World Bank

LOOKING AHEAD

Plans for the Next Three Years

In early 2020, the OGP MDTF prepared a Three-Year Strategy to chart a course for continuing to delivering assistance to OGP member countries for the years 2020–2022, and in support of OGP’s Three Year Plan for the same period. The strategy builds on the first two years of the MDTF’s work, which created the architecture to address needs and challenges on the ground by developing key programs and approaches. In this inaugural period, the MDTF focused on generating lessons and evidence by enabling a broad range of open government activities.

Looking to the next three years, OGP envisions that it will increasingly focus on high impact areas. The MDTF orientation needs to evolve accordingly, tailoring its approach to reflect learnings to date and deepen impact in OGP countries. The MDTF will target its resources toward closing implementation gaps, promoting constructive engagement and coalition building between government and civil society actors, and advancing implementation and knowledge creation in thematic areas. Specifically, the MDTF will focus on:

- ▶ Focus Commitments, where activities that address contextual, technical and financial challenges inherent in implementing complex open government reforms could be transformative
- ▶ Focus Countries, where targeted support to increase the ambition of Action Plans is considered a priority for the OGP and is consistent with the World Bank country engagement strategy
- ▶ Focus Themes, where additional knowledge, peer learning and sector-based partnerships could accelerate progress



For more information on the focus areas and the criteria for MDTF support, please see the OGP MDTF Three Year Strategy (2020–2022).

To allow more time to adapt pipeline and future activities to the new post-COVID 19 normal, the OGP MDTF seeks to extend its End Date of Disbursement, currently set for December 31, 2022. Additional time is needed to successfully design and implement pipeline and future grants during this extraordinary time. A two-year extension of the OGP MDTF to December 24, 2024 would provide an adequate timeframe to (re)design and implement pipeline and future activities. The extension would also offer the time to reassess the MDTF strategy to accommodate shifts in our clients' priorities and new work modalities due to COVID-19.

As countries begin to reopen their governments and economies, they will grapple with the medium- and long-term impacts of COVID-19 and determine how they will embed open government approaches in their responses, and how they will maintain their commitment to OGP in the recovery and reform phases. All activities supported by the OGP MDTF must be country-led and consistent with the OGP principles and processes. It is important to conduct a succinct review of how OGP actors are leveraging the OGP platform and reforms. This will help to ascertain how to appropriately leverage the OGP MDTF to support OGP and open government in the COVID-19 recovery and reform phases. In due course, the strategy for the MDTF will be revised in light of the changing realities while still applying the framework of narrowing the focus to specific commitments, countries, and themes, as presented in the Three-Year Strategy. This revised medium- and longer-term strategy – which will include financial implications, and potential new activities or modifications of current programs – will thus be informed by client demand and reflect an understanding of how OGP countries are shaping and implementing open government reforms in the post-COVID-19 environment.



Photo: Curt Carnemark / World Bank

ANNEX

Notable Results of Cohort 1 Co-creation Awards

For additional information, please see the supplemental report “Highlights and Lessons from the 2018 Co-Creation Awards” prepared by the OGP Support Unit.

ARMAVIR DEVELOPMENT CENTER, ARMENIA

Objective of the Award

To create nationally/locally-led commitments with potentially high impact aimed at increasing government transparency, improving accountability and strengthening citizen engagement and government responsiveness.

Notable Results

For the duration of its OGP MDTF award, the Armavir Development Center (ADC) successfully engaged both the government and citizens in an inclusive Action Plan co-creation process. Instead of the originally planned outreach and consultations with five state institutions, ADC engaged twelve — taking advantage of a stronger level of commitment from the new government than they had envisioned. ADC noticed that local populations, particularly minority groups, were better engaged face-to-face, thus they held eleven public



engagement meetings in Yerevan and in the regions engaging over 150 people. They also conducted four town halls covering different geographical zones, engaging around 200 more people. Women accounted for more than half of the voices heard during the regional consultations.

In addition to the outreach conducted to gather input for the Action Plan, ADC also engaged youth in the process of translating ideas into commitments. Their two-day “Hack-athon” event included high-tech developers who came up with innovative solutions from the ideas collected.

Lessons Learned

ADC found that using an online tool to crowdsource ideas from the public had limited success, as many of the ideas collected were not relevant to OGP. Their method of engagement included regional visits to raise awareness about OGP, and ADC assessed that the online tool would have been even less successful if these meetings had not been conducted. In Armenia, local level awareness of OGP was especially low, so ADC decided that it would be crucial to build awareness in parallel with holding consultations to maximize the relevance and usefulness of the public feedback collected.

To effectively turn ideas into commitments, ADC suggests that instead of holding large-scale meetings and discussing commitment ideas related to a wide range of topics with one large group, future awardees should organize small group discussions that engage expert support relevant to each potential commitment. In these discussions, participants could discuss the feedback collected from the larger public for each commitment in an efficient way, and experts can assess how the input should be incorporated into a specific commitment.

ADC also learned that it was important to hold the town hall meetings early on in the consultation process to ensure local ownership throughout the entire process. To sustain this engagement in the later stages, ADC realized it was crucial to report back to the public on the finalized commitments after Action Plan approval. They found that this ensured deeper and more meaningful participation in monitoring from the engaged groups.



BOJONEGORO INSTITUTE, BOJONEGORO, INDONESIA

Objective of the Award

To strengthen and expand community participation, particularly among poor and rural women, through inclusive collaboration with local government bodies and other stakeholders within the OGP framework to achieve the First and Sixteenth Goals for Sustainable Development in Bojonegoro District.

Notable Results

Bojonegoro Institute successfully engaged marginalized groups through the support of the OGP MDTF. Four women's groups, one group representing people with disabilities, and five youth groups were involved in the process of planning and implementing the Action Plan. Bojonegoro Institute promoted citizen capacity building by training more than 90 volunteers to be involved in OGP campaigns at the community level.

In total, 23 new CSOs were engaged in the process, compared to two CSOs during the last co-creation cycle. The involvement of government agencies also grew, with five involved in the previous cycle and 12 involved in this cycle. Another significant achievement was successful coordination with the Presidential Staff Offices of local parliaments and the Independent Journalist Alliance. This link propelled the integration of some elements of the draft Action Plan into the regional midterm development plan, creating opportunities for CSOs and government actors to collaborate in a long term and sustainable manner.

Lessons Learned

Bojonegoro Institute faced a political transition that resulted in a withdrawal of support for advancing open government initiatives. The new regent in Bojonegoro did not support the OGP platform, therefore work with the government became difficult and resulted in a lack of approval for the draft Action Plan at the end of the process. As mentioned, Bojonegoro Institute worked with local parliaments to integrate some of the Action Plan reforms into regional development plans to promote implementation without a government commitment for the Action Plan. They also learned that institutionalizing the MSF was helpful in strengthening collaboration and achieving buy-in from other actors. At the end of the process, Bojonegoro Institute acknowledged the importance of being flexible and working through other avenues such as the MSF to sustain the open government movement, and always to involve communities that are directly affected by policies made.



CENTER FOR INNOVATIONS IN OPEN GOVERNANCE, ELGEYO-MARAKWET COUNTY, KENYA

Objective of the Award

To foster problem-driven co-creation processes in view of reinforcing Elgeyo Marakwet County's full participation in the OGP Local Program, and increase the chance of successfully implementing the commitments by building the capacity of the MSF members, citizens, and media and civil society actors to actively participate.

Notable Results

CIOG's listening tours (deliberative and participatory community workshops) alone brought together 121 participants drawn from the county's 20 civic wards, representing various segments of the community. These meetings allowed civil society stakeholders to freely express their concerns to government counterparts who would listen and engage, and for government officials to present their perspective and experiences regarding service delivery. In total, 23 meetings were held for the entire county's OGP community to deliberate, identify and collectively determine community priorities and co-design commitments. Seven of these meetings were technical review meetings intended to turn community ideas and proposals into feasible solutions to address identified community challenges. The MSF convened ten times during the co-creation period to review progress and offer guidance to technical teams, and to address emerging challenges faced in the co-creation.

Lessons Learned

The listening tours allowed CIOG to cultivate connections among communities living in Elgeyo Marakwet county and their county governments, and build mutual trust. The commitment co-design processes with stakeholders enhanced ownership and collaboration among the county's OGP community for stronger co-implementation and advancement of public service delivery and community empowerment.

Second, the MSF provided a platform for stakeholders to balance competing interests while observing the maximum provisions for the number of commitments in each Action Plan and aligning commitments with available resources and capacity. CIOG also noted that improved citizen understanding of the value of open government for service delivery and citizens' knowledge of commitments pushed them to demand quality implementation.



ARTICLE 19 EASTERN AFRICA, KENYA

Objective of the Award

To broaden the base of participants to include women, youth, people with disabilities and sub-national actors as a means to realize a more inclusive and co-owned OGP ecosystem. To realize more CSO participation in OGP by expanding clustering of thematic groups to the sub-national level with sub-national CSO actors.

Notable Results

The base of participants was broadened to increase engagement of those who had not participated before — mainly women's and youth groups. Representatives from organizations at the national and sub-national level such as the Organization of African Youth, Youth Alive Kenya, MIKAKATI, Women's Empowerment Link, Equality Now, OXFAM and GROOTS Kenya participated in different OGP meetings during the co-creation and implementation period of the NAP.

ARTICLE19 advanced discussions on the possible expansion of CSO membership in the OGP National Steering Committee to balance government and CSO representation. The organizations that have been put forward as potential members work at both the national and subnational levels. Their participation has also been reflected in their engagement in the relevant thematic clusters as per various commitments in National Action Plan 3. For example, the Elgeyo Marakwet County CSO Network is engaged in the commitment dealing with enhancing OGP resiliency in the country.

Through the establishment of an OGP Media Caucus, 17 media actors from national and sub-national publicly- and privately-owned media establishments were sensitized on the history, current status, and value of OGP. After this engagement, ARTICLE19 observed increased reporting on transparency and accountability using the OGP lens at the national and sub-national levels.

An OGP web portal was delivered (launch will be mid-2020) for purposes of establishing a pool of public information on OGP, a proactive government disclosure platform for OGP-related commitments and issues, and a hosting platform for the OGP progress tracker.

Lessons Learned

In ARTICLE19's experience, it was very effective for CSOs to act as conveners throughout the co-creation period, and share meeting reports with all CSOs to ensure they were up to date on the progress being made and the planned activities.



ARTICLE19 emphasized the need to engage more with technical experts who could then update the relevant state officials on the technical issues involved. The engagement can also be broadened to include independent institutions such as commissions that are separate from the executive branch. ARTICLE19's view was that OGP champions within different agencies should also be identified to ensure broader ownership and advocacy around the platform.

In order to ensure OGP's visibility in media publications, it was important for ARTICLE19 to provide regular updates to the media on OGP developments at both the national and sub-national levels. Formal communications through an agreed strategy that clearly shows which member of the OGP eco-system can be reached for information on a particular issue was also useful.

FUNDACION CIRD, PARAGUAY

Objective of the Award

To promote the participation of vulnerable groups (indigenous, women, rural youth and LGBTIQI) in the process of co-creation of the National Open Government Plan (PAGA) of Paraguay 2018/2020, and contribute to the addition of commitments based on a consultative process with these groups.

Notable Results

One of the biggest achievements during CIRD Paraguay's award was the unique use of social art, music, and theater to communicate the concepts of open government and public policies in a way that citizens could understand. They paid special attention to creating scenarios of daily life for citizens and ensured that women were empowered and engaged throughout the activities by directly working with women's groups. The citizen feedback collected was directly translated into a specific commitment in the Action Plan. This commitment was focused on provision of social services guaranteed by the state to vulnerable populations through face-to-face meetings in the communities.

As a result of the process, the national government also promoted a volunteer program that seeks to mobilize and involve citizens in community transformation processes. In terms of the commitments, around 18 CSOs and 16 public institutions elected an evaluation committee of 10 representatives (5 CSOs and 5 state entities) for the review and inclusion of new commitments, so that the commitment proposal resulting from the activities of this project was thoroughly vetted. One commitment was added as a result of these activities.



Lessons Learned

CIRD Paraguay imparted several key lessons from their unique activities throughout the OGP MDTF award period. They noted that selecting the means to engage citizens should depend on the preferences of each stakeholder group. While using text or online forms to generate responses is common to reach more stakeholders, many groups indicated a preference for face-to-face meetings in their own communities.

The use of facilitators who had experience working with each community group (i.e. a transgender activist was hired for help engaging the LGBTQI population) was incredibly helpful in the process. It was especially valuable to engage these groups as they are often excluded from traditional public services. Fundacion CIRD worked separately with public officials, and saw that further training and awareness raising within government on inclusion and non-discrimination would have been useful. Fundacion CIRD also reflected that a stronger association of CSOs would have strengthened the process as more pressure was needed on the open government agenda in the government and they could have assisted in monitoring.

WORLD RESOURCES INSTITUTE, SAO PAULO, BRAZIL

Objective of the Award

To answer the question: open government for whom? To address this, the project aimed to strengthen participation of the MSF in the co-creation process and, with that, to develop more robust commitments for the City of São Paulo's Action Plan.

Notable Results

To broaden the base of participation, WRI held decentralized events throughout São Paulo. As a result, the co-creation workshops had 153 in-person participants and 2,553 online participants (against 73 and 1,174 in the previous cycle). There was greater engagement of municipal secretariats, and 26 public employees were directly involved in the implementation of the plan. Five Working Groups were created to monitor the implementation of the Action Plan, with the participation of Shared Management Forum members. To ensure sustainability, the Action Plan was included in the City Hall's goals program.

To keep the public informed, the Forum's events and activities were disseminated through virtual and printed materials in partner spaces, through City Hall communication chan-



nels, and in the Forum's website and social networks profiles, such as Facebook and Instagram. There was also a series of photo and video recordings and some online broadcasts of several of the Forum's activities. These materials will continue to be shared and disseminated through these communication channels.

Lessons Learned

WRI noted that civil society in São Paulo desired clearer and more direct mechanisms for decision-making with regard to the commitments—some of them were not accepted initially so changes had to be made and communication around this could have been stronger. Bringing together government and civil society actors in smaller groups allowed the creation of free spaces for dialogue, encouraged civil society participants to speak up about their realities, and for the public administration to expose its actions and difficulties in advancing certain issues. However, WRI stressed that the involvement of government should not be limited to municipal staff or public employees, but should also include higher-level representatives to ensure stronger political buy-in.

Regarding citizen engagement, as WRI did through territorial activities, they found it was important to invite facilitators suggested by civil society. Deploying local facilitators that use accessible language, and meeting with community leaders in advance, broadened and increased the quality of participation in São Paulo. WRI encourages in-person communication and awareness raising to safeguard diversity and promote stronger collaboration with citizens.

FRIENDS OF THE NATION, SEKONDI TAKORADI METROPOLITAN ASSEMBLY, GHANA

Objective of the Award

To develop an Action Plan and build capacity among the 60 people comprising the MSF and selected community champions.

Notable Results

Throughout the award, Friends of the Nation expanded the level of engagement, and the number of communities engaged in consultations increased from four to ten. In all, 1,141 people were engaged. Out of that number, 799 were women and youth, 27 were persons with disabilities and 26 were people living with HIV. These diverse groups engaged with



relevant local government representatives on open government approaches to enhance service delivery in infrastructure, water and sanitation and land use planning. Close to 1,200 citizens were directly engaged and over 10,000 were indirectly engaged (via media outreach) during the co-creation process. Participants included state and non-state actors.

Friends of the Nation also set-up a nine-member working team comprising representatives from government, civil society, media and vulnerable groups, as well as community leaders, to stimulate political interest and include a wide range of stakeholders and technical experts in the process.

Lessons Learned

Friends of the Nation believed it was important to identify lessons learned from the co-creation process and seek harmony with the government's development priorities to ensure ownership. Identifying capacity gaps among the MSF and other key stakeholders was the first step in offering appropriate capacity-building training, which would then ensure active and impactful participation in the co-creation process and a strengthened platform for popular participation to transform civic engagement.

Friends of the Nation raised awareness through various media platforms on open government issues. They used local media outlets, such as radio and community public address systems, and local dialects to promote greater understanding. This created the civic space for broader consultation with citizens at the community level, which they believe stimulated citizens' interest in the co-creation process. In addition, the broad and active involvement of key stakeholders in the co-creation process, including vulnerable and marginalized groups, allowed them to express their views and help craft commitments that reflected their needs. These lessons and best practices have been adopted in the annual Action Plans of the subnational government and are being implemented through the revised 'time-with-community,' where local government officials interact with communities to understand and respond to their development challenges.



CIVIC INITIATIVE, SERBIA

Objective of the Award

To improve the quality of government commitments by providing expert advice on key priority issues (e.g. anti-corruption), based on a deliberative process that includes key CSOs and diverse groups of citizens.

Notable Results

During the period of award implementation, OGP Serbia's websites recorded more than 70,000 visits. Regarding social media, all updates, public calls and articles were published mainly on Facebook, but also on Twitter, YouTube and Instagram. Reach of Facebook posts about the co-creation process and OGP as a whole exceeded 35,000 people.

CSOs were the main actor during this OGP cycle. By organizing five consultation meetings around Serbia (in Novi Sad, Šabac, Niš, Kragujavac, and Belgrade) and gathering almost 90 representatives from CSOs and state and local governments, Civic Initiatives contributed to higher inclusivity and transparency of the whole process. In total, seven out of fifteen Action Plan commitments were proposed by civil society.

Involving all interested stakeholders at the national and local levels early on in the co-creation process was a high priority for Civic Initiatives. Regular communication and consultations with the responsible authorities, relevant CSOs, and Working Group members around selecting the most realistic propositions with the highest potential impact helped Civic Initiatives achieve the program objectives.

Lessons Learned

Experience from previous OGP cycles in Serbia showed that within government there was a limited number of motivated and dedicated officers interested in implementing OGP as a true set of values and principles, instead of simply fulfilling obligations. On the other hand, a number of local governments had shown ambitions to adopt OGP processes. The efforts of the consortium were directed in two ways: (i) to ensure continuity of support to local self-governments that had already expressed interest; and (ii) to accelerate the process and provide concrete mentoring support to local governments that wanted to continue or start developing local OGP Action Plans.

Furthermore, piloting the co-creation process at the local level and involving local government and CSO representatives ensured wider ownership of the process. It showed that



crucial changes are more likely to be made if they are floatede to or even proposed by those who will directly benefit. Civic Initiatives believes that more transformative commitments in the future will require stronger political support, and that it will be important to recognize and address any polarization between the government and civil society.

TUNISIAN ASSOCIATION FOR LOCAL GOVERNANCE (ATGL), TUNISIA

Objective of the Award

To develop an inclusive and transformative reform that can yield sustainable change.

Notable Results

ATGL organized 23 consultations where they presented an opportunity for public services representatives, local leaders and local NGOs from 100 municipalities to comment on the draft Action Plan, discuss whether all the priority axes were covered and if the commitments in the draft were in line with expectations from online consultations. Key Performance Indicators were co-designed, as was the way the commitments were to be implemented, and the roles of respective stakeholders.

While the Tunisian MSF was limited to the civil society Steering Committee members (eight CSOs), through mobilization ATGL succeeded to raise awareness among more than 200 Tunisian CSOs, connect local NGOs to the national Steering Committee, and bring 60 local NGOs (five CSOs each from twelve different municipalities) on board to become active members of the MSF.

One notable success was inclusion of a commitment on youth participation. Efforts were made to co-develop and implement an agenda of events in high schools and universities. ATGL organized a summit focused on the SDGs and an open government hackathon.

ATGL also focused on bringing new voices into the co-creation process, such as the vulnerable group of deaf-mute citizens. To give them opportunities to take part in the co-creation process, ATGL cooperated with OUDH (University Organization for Human Development), who supported all the meetings by providing a deaf-mute interpreter.



Lessons Learned

ATGL noticed a resistance to change that came from the ministerial level in government. This suggested a need to engage at the more technical or local level to achieve greater buy-in at other levels of government. ATGL found that relevant commitments are best formulated through local community participation, and that vulnerable groups participate in the process. Through the co-creation process for the third Action Plan, ATGL hopes to extend the decentralized approach to the other municipalities to build transformative and relevant commitments.



Open Government Partnership

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2020 ANNUAL REPORT