World Bank Institute

CASES OF MAPPING OUTCOMES

Improving Open Contracting Processes at the Country and Global Level

Since late 2011, significant if initial changes in contracting practices have been made on the ground in several countries worldwide. These changes are a positive step that could lead to better governance, with citizens receiving goods and services they deserve so that development outcomes can be achieved. On the country level, key stakeholders established collaborative processes to tackle such issues as contract disclosure and monitoring. On the global level, key players committed to develop and promote global norms and data standards to improve open contracting (OC) practices. Making these advances in OC was borne out of development efforts by several countries with support from WBI's OC team.

In January–March 2013, WBI mapped more than 30 outcomes[1] from these efforts using a customized

Development Objective
Improve benefits of public goods and services for citizens.

Problem
Failings in public contracting—such as corruption, opaque processes and weak compliance—impede the achievement of development outcomes in countries, limiting economic growth and social benefits.

Specific Objectives
Open government contracting to more public scrutiny and participation; increase disclosure of public contracts; increase non-state participation in public contracting in a systemic and collaborative manner; improve open contracting practices in key sectors; and combat corruption and inefficiencies in public contracting.

outcome mapping tool[2]. These visual maps present the sequence of outcomes achieved by change agents—the leaders, coalitions and organizations involved in the process. Outcomes were mapped at the global level and from country efforts in Ghana, Mongolia, Nigeria and Uganda to show examples of changes that are part of a larger program. The maps illustrate how the outcomes connected and built on each other over time to form multi-actor, institutional processes for change to address the development objectives and goal.

WBI's OC team members identified and formulated the outcomes, presenting an explanation of their significance and how WBI had contributed—directly or indirectly, in a small or big way, intentionally or not—by catalyzing or empowering the change agents to take new actions. Then, roughly 20% of the outcomes were independently substantiated for credibility in the mapping exercise. Each outcome identified is mapped, numbered and described in the context of a strategy to catalyze change.

BACKGROUND

Contracts are at the core of how countries operate—they are at the nexus of revenue generation, budget planning, resource management and delivery of public goods. Governments around the world spend an estimated US $9.5 trillion every year through contracts.

Yet, contracting information is often unavailable for public scrutiny, and the resources spent through these contracts are often poorly managed or misappropriated. These problems are particularly troubling in the wake of a global financial crisis when pressure to account for use of limited resources is greater than ever. When companies, governments and citizens continue to be affected by ineffective and unfair contracting practices, theft and waste, everyone pays the price.

Failings in public contracting are undermining development due to weak compliance with regulation, corruption, inefficient and opaque contracting processes and poor oversight of contract implementation. For example, service delivery in many parts of the world has been hampered by collusion, delays, poor delivery and high costs. Over the years a number of governments have reformed public contracting legislation mainly by strengthening procedure and due process. These reforms have had limited impacts because they have not fully addressed the lack of public information and citizen engagement, among other reasons.

To address these shortcomings and improve the capacity of public contracts to deliver better outcomes for citizens, the OC initiative was launched as a collaborative movement. OC emerged as a result of collaboration between WBI and the German government aid agency Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and has since solidified into an Open Contracting Partnership (OCP) led by steering group members from governments, civil society and multilaterals. This collaboration builds on WBI 's work with OC coalitions from diverse sectors in more than 30 countries, to monitor and give feedback to governments on contract award and performance and to make contracts open, accountable and easily understood.

Furthermore, the broad OC framework and its multi-stakeholder coalition building approach serves as an umbrella under which the WBI Health Systems practice carries out their Pharmaceutical Procurement and Supply Chain Management work.[4] In addition to health, the multi-stakeholder work covers sectors of extractive industries (for example, in Ghana), education (for example, in Uganda), and infrastructure (for example, in Nigeria or Mongolia), where benefits of OC are sought. This case study includes examples of outcomes in each of these areas.

OUTCOME AREAS

The process of change from the OC initiative can be seen in four streams of outcomes (Figure 1) that represent the major change paths. All of the outcomes were analyzed and classified according to the types of change they achieved. They were then grouped based on how they connected and built on each other to form a story for change.

Outcome Area 1: Global commitment and priority setting

See figure 2 map for the following outcomes.

Open contracting steering group and champions

In 2011, GIZ partnered with WBI to tackle the problems of opacity within, and poor oversight of, government contracting. They convened leaders and innovators to involve champions who could make contract disclosure and monitoring the social norm. GIZ pledged staff time and approximately US $400,000 for events and research toward the effort. [1][5] The co-convening

Figure 1. Change strategy showing how change happened to advance progress toward goal

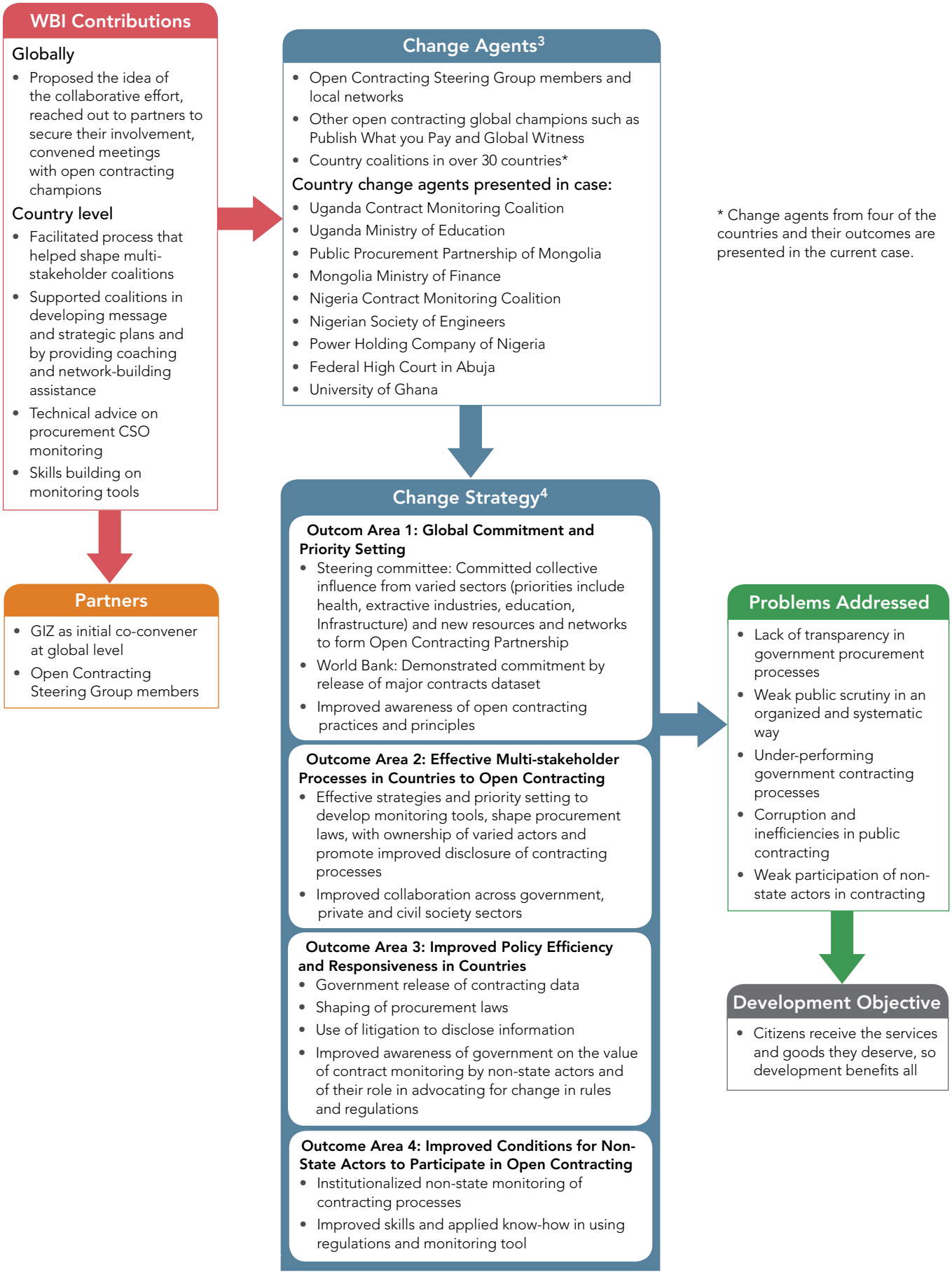
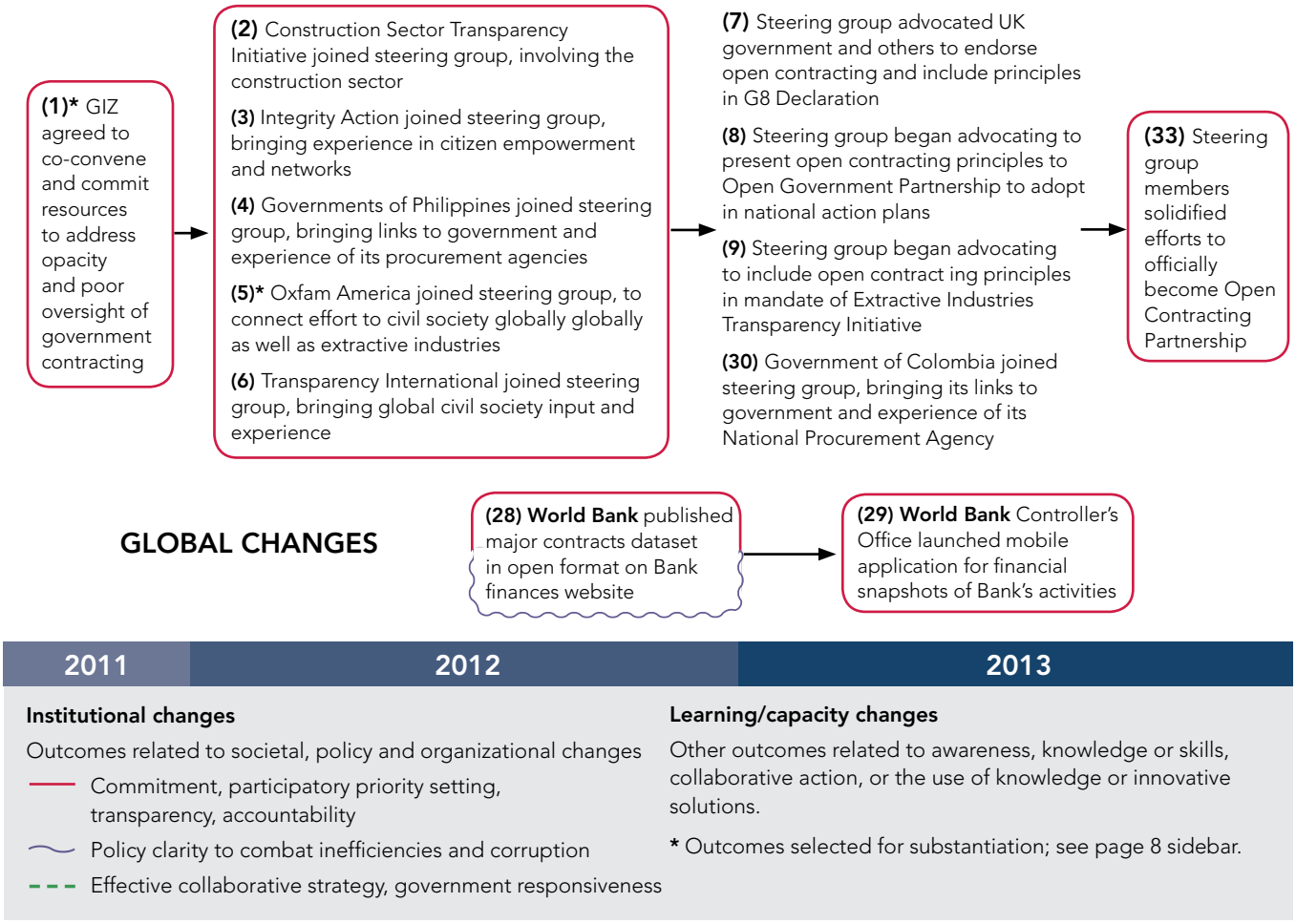


Figure 2. Map of outcomes showing global changes linked and built over a three-year timeframe



model between GIZ and WBI attracted reputable partners to join the OC process to help realize the vision.

Through a consultation process between 2012 and 2013, additional organizations joined the OC leadership team: Construction Sector Transparency Initiative (CoST), Integrity Action (formerly Tiri), Oxfam America, Transparency International (TI), the Philippines' Government represented by the Procurement Policy Board and the Colombian Government represented by the National Procurement Authority, Colombia Compra Eficiente. [2, 3, 4, 5, 6 and 30] They became members of the OC steering group that co-designs and co-funds OC activities. Each organization committed considerable resources to the common effort, including 5% to 15% of senior staff time. The OC steering group recently solidified its efforts to officially become the OCP. [33]

To make OC effective and sustainable, the process involves a diverse group of organizations that have the resources, influence and expertise to catalyze a global movement. CoST is respected in the construction sector and has an established presence in Africa, Latin America and the Caribbean, East Asia and the Pacific. Integrity Action leads well-known and respected programs, particularly in fragile states, and it has a presence in Africa, the Middle East, North Africa and East Asia and the Pacific. Oxfam America is part of an international confederation working in more than 90 countries. TI is part of an international network working to fight corruption through more than 100 chapters across the globe. Lastly, the Philippines and Colombian government partners are important additions, both through contributing their views and attracting other governments to join OC efforts.

WBI contributed by proposing the idea of the OC collaborative effort to GIZ and engaging in a series of conversations about the initial vision and structure of the OC steering group. WBI reached out to potential OC partners to secure their involvement.

In early 2013, OC steering group members and other OC champions, such as the Publish What You Pay coalition, Global Witness and the Africa Freedom

of Information Centre, advocated with the United Kingdom government and other G8 members to include OC principles in the G8 Declaration. [7] Further, they began advocating to raise awareness and present OC practices as options to members of the Open Government Partnership (OGP)[6] for adoption in national action plans. [8] The G8's endorsement lent credibility to the effort and boosted momentum for adoption of OC practices, and OGP's endorsement also increased the reputation of the effort, tying it more closely with the broader transparency agenda.

OC champions also began advocating to include OC elements in the expanded mandate of the Extractive Industries Transparency Initiative (EITI). [9] Failings in the award and monitoring of large-scale oil/gas/mining deals risk undermining potential development outcomes in resource rich countries. The EITI's endorsement of OC lent credibility to and increased the reputation of the effort, raising its profile in the extractives sector and providing a platform for adoption among countries implementing EITI.

WBI engaged in conversations and convened meetings with OC champions with World Bank operations, OC members and private sector actors to build understanding of OC, ensure use of common terminology and collectively identify strategic advocacy opportunities with G8 and OGP constituencies.

World Bank

In 2012, OC champions participated in an ideation session, which resulted in a focus on contracts and procurement data and prompted the release of a data set of Major Contract Awards for Bank-funded Operation.[7] In June 2012, the World Bank reinforced the global OC process by publishing this dataset in open format on its WB Finances website. [28] This represents the first time that in-depth data on Bank contracts was publicly accessible, setting a precedent for transparency and allowing this data to be mined and analyzed.

Community developers, including WBI staff, used this information to build a prototype web application using the data available. Then, in January 2013, the Bank's Controller's Office launched a WB Finances mobile application that provides current financial snapshots of the Bank's activities around the world and allows users to explore the details of a country's donor and/or beneficiary portfolios—including financial instruments covering contracts/procurement data, and project information and locations. Integrated connections to social media networks (such as Facebook and Twitter), email, and SMS text allow for easy sharing, and the application is available in seven languages. [29] This application allows interested stakeholders to review and track the finances of Bank projects.

In sum, during 2012, OC gained significant backing from international players who formed a steering group, and multiple OC champions committed to advance OC through raising awareness of its benefits. This movement was reinforced by the Bank's release of a major contracts dataset.

Outcome Area 2: Effective multi-stakeholder processes in countries for open contracting

See figure 3 for a map of the following outcomes.

Examples from Uganda, Mongolia and Nigeria

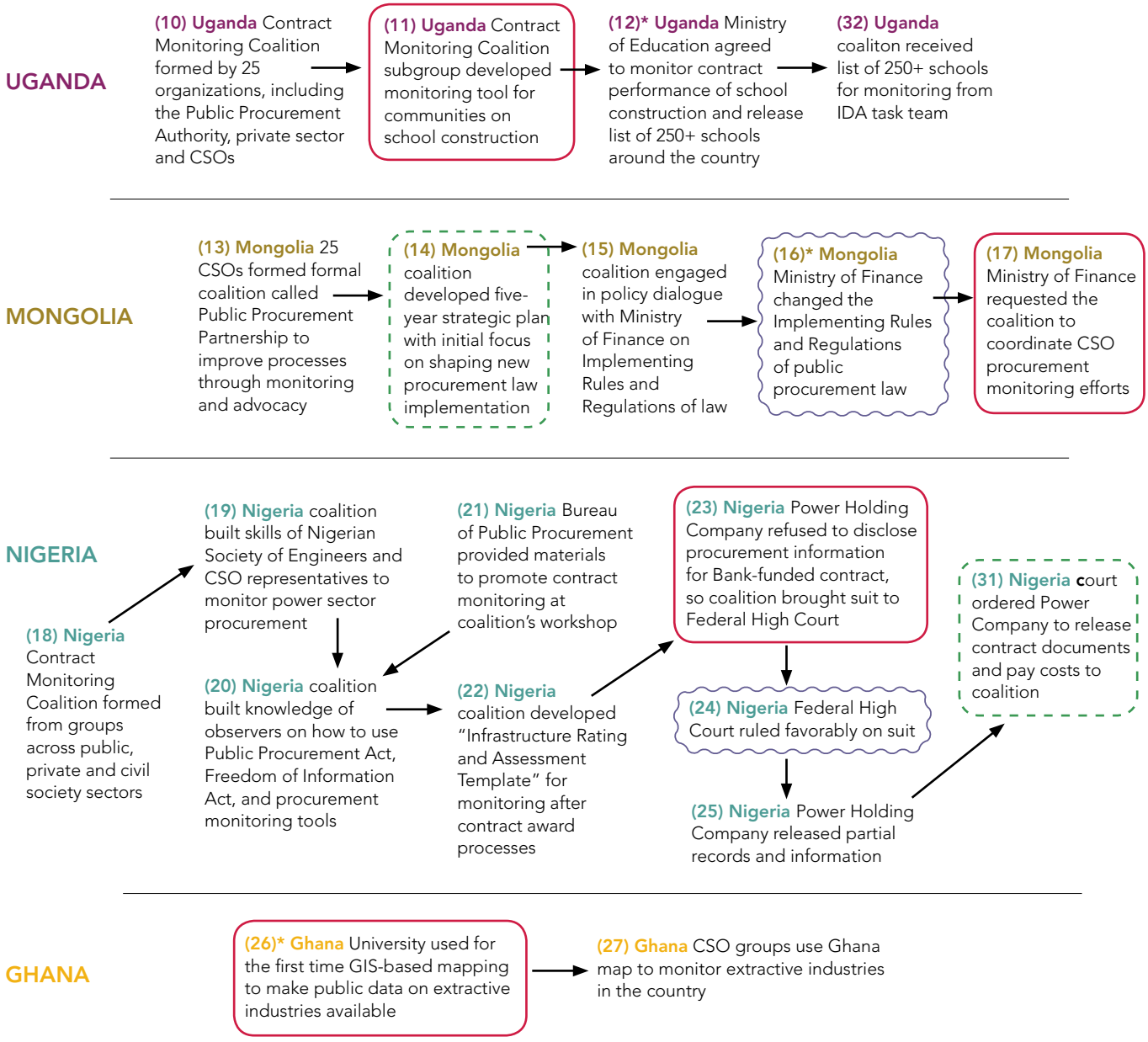
In June 2012, after a one-year process, a group of 25 organizations in Uganda signed a Memorandum of Understanding to form the Uganda Contract Monitoring Coalition. [10] The coalition included the government represented by the Public Procurement Authority, members of the private sector and CSOs focused on themes ranging from water governance to agriculture and education. Around the same time in Mongolia and Nigeria, two other similar groups of organizations formed formal coalitions to work on contract monitoring—the Public Procurement Partnership of Mongolia and Nigerian Contract Monitoring Coalition. [13, 18]

The coalitions aim to improve their countries' respective contracting processes through monitoring and advocacy. Uniting stakeholders in a coalition makes them a more credible counterpart to engage with government agencies to monitor whether public contracting is well managed, implemented and delivered. In addition, coalition members can leverage each other's resources, networks and expertise. They can also better coordinate access to information requests, policy advocacy and monitoring efforts.

Over the summer of 2012, the Public Procurement Partnership of Mongolia developed a five-year strategic plan to, among other goals, shape the new procurement law implementing regulations in the short term. [14] This agreement among the CSOs lends structure and clarity to their advocacy efforts, allowing for clearer goals and agreed-upon strategies, ultimately improving the efficiency of the collaboration.

WBI provided guidance to Uganda, Nigeria and Mongolia on forming coalitions, facilitated meetings and advised them on how to engage potential

Figure 3. Map of outcomes showing country changes linked and built over a three-year timeframe



members and structure the coalitions. For example in Mongolia, WBI shared examples of strategic plans and engagement mechanisms of other formal coalitions, and provided feedback on different iterations of the plan. As part of the process, WBI funded a workshop on strategic planning for board members of the Mongolian coalition.

In sum, multi-stakeholder coalitions have been formed in Uganda, Mongolia, Nigeria and other countries that allow CSOs, private sector and government to work collaboratively on OC. These coalitions are forming strategies, including how to engage in coordinating access to information, policy advocacy and contract monitoring.

Outcome Area 3: Improved policy efficiency and responsiveness in countries

See figure 3 for a map of the following outcomes.

Mongolia

Over the summer of 2012, the Public Procurement Partnership engaged in a policy dialogue with the Mongolian Ministry of Finance on the Implementing Rules and Regulations of the newly amended Public Procurement Law. [15] This was the first time that CSOs working on procurement in Mongolia advocated for regulatory changes as a joint network with a united message. As a result of this dialogue, in fall 2012 the Mongolian Ministry of Finance finalized the Implementing Rules and Regulations of the newly amended law, and included several of the partnership's requests, such as allowances for monitors and use of specific reporting templates. Under the new law all contracts in Mongolia must be monitored, whereas previously only selective processes were monitored. [16] The changes in the regulations institutionalize citizen participation in procurement, which in turn will help to combat corruption, opaque contracting processes and poor oversight of contract implementation.

In 2013, the Mongolian Ministry of Finance requested the Public Procurement Partnership's support in coordinating the CSO procurement monitoring efforts that are required under the amended procurement law. [17] This request is a first step toward a more collaborative relationship established by the amended procurement law and its rules. Enhanced citizen participation should result in improvements in the procurement system and ultimately in better budget implementation and public service delivery.

WBI supported the coalition in developing a united message to engage with its government. The support included coaching, network building support and technical advice on procurement CSO monitoring.

Nigeria

Increased interaction between government and CSOs also occurred in Nigeria. In July 2012, the Nigeria Bureau of Public Procurement, part of the Nigerian Contract Monitoring Coalition, provided publications and learning materials for participants at the training workshop in Abuja. [21] The willingness to supply this information and promote monitoring shows the government's commitment to the coalition and to enhanced transparency.

In September 2012, the Federal High Court in Abuja ruled favorably on a suit brought by the Public and Private Development Centre, national convener of the Nigerian Contract Monitoring Coalition, to demand the disclosure and information on the World Bank-supported contract for the supply and installation of High Voltage Distribution systems in Abuja, Lagos and Ibadan. [23, 24] In November, the Power Holding Company of Nigeria released partial documents. [25]

Then in March 2013, they were ordered to release all contract documents sought by the coalition. In addition, the judge ordered the Power Holding Company and the Attorney General of the Federation to "jointly and severally" pay costs to the coalition to cover its legal fees [31].These results established a legal precedent supporting access to information and demonstrate the power of diverse stakeholders working as a coalition to promote transparency and accountability in public contracting.

WBI provided coaching that built the capacity of coalition members to engage with the government for improved access to information. WBI provided funding, coaching and network-building support to the coalition in partnership with the Africa region of the World Bank, which allowed them to engage in monitoring of this project and strengthened their capacity to act when they were refused the procurement records and information.

In sum, country coalitions are affecting policy improvement to ensure contracting data to work on OC. For example, the Mongolian coalition engaged with government to influence policy amendments, which are leading to new and more effective contract monitoring practices among CSOs and government,

SUBSTANTIATION OF OUTCOMES

To verify the accuracy of the outcomes mapped and enrich WBI's understanding of them, the external consultant selected five outcomes [1, 5, 12, 16, 26] and asked 15 people independent of WBI but knowledgeable about the change to review each and record whether they agree with the outcome as described. 12 people responded. Nine fully agreed with the description as formulated, and 3 provided additional information to describe the outcome. Regarding significance, 6 fully agreed with the description and 6 provided additional information to describe the significance. For the contribution of WBI, 7 fully agreed with the description and 3 provided additional information to describe the contribution. Excerpts of the substantiators' comments on the outcomes achieved:

"The current design of the Open Contracting Partnership was due to a collaborative process involving all stakeholders." *—Christian Poortman, Chair, Construction Sector Transparency Initiative*

"The key outcome of note is that WBI was able to co-create a vision and strategy for the Open Contracting project with a diverse group of partners."

—Joe McCarron, Partner, Reos Partners

"WBI has worked with the coalition on this exciting journey. They have provided advice and experiences from different countries and even helped the coalition to make breakthroughs in places where initial difficulties were experienced." *—Gilbert Sendugwa, Coordinator/Head of Secretariat, Africa Freedom of Information Centre*

"Amidst an opaque governance system, the ministry of education [in Uganda] was quite open and willing to work with civil society. This is unlike most government departments, which do not want to get close to civil society."

—Bashir Twesigye, Chair, Uganda Contracts Monitoring Coailition, Civic Response on Environment and Development

"I hope the information provided to the university will be easily accessible to all without any financial commitment since they now in most cases recoup all their costs in their work. I also think that this information is relayed to stakeholders so that the information can be accessed by all."

—Florence Dennis, Executive Secretary, Ghana Anti-Corruption Coalition

"The training provided to the University of Ghana has already borne fruits as the officers involved have attended meetings of the Oil Platform and explained to civil society members how to use the web platform for advocacy information and demand accountability from duty bearers."

—Amin Mohammed Adam, Executive Director, IBIS Ghana/Publish What You Pay

jointly. Coalitions are also demanding the disclosure of previously unavailable information on contracts, setting new legal precedent (for example in Nigeria).

Outcome Area 4: Improved conditions for non-state actors to participate in open contracting

See figure 3 for a map of the following outcomes.

Uganda

During the summer of 2012, a subgroup of the Uganda Contract Monitoring Coalition with experience in education developed a tool with input from the Ministry of Education that will enable community members to monitor the construction of schools that have been vulnerable to corruption. [11] The tool will help the coalition collect contract performance information that may reveal whether a project is executed according to quality standards and in compliance with Uganda laws. The data can provide feedback to government and citizens on project performance, and be used for advocacy and policy dialogue with government agencies.

The Procurement and Construction Units in the Ministry of Education of Uganda agreed to the monitoring of contract performance in the construction of secondary schools around the country. [12]. The International Development Association task team provided the coalition a list of over 250 schools with ongoing construction from which the coalition will

select a sample. [32] If the results of this initial monitoring by the coalition are useful, other ministries might agree to support further monitoring.

WBI provided seed funding, shared monitoring tools from other countries and reviewed the draft monitoring tool.

Nigeria

In a July 2012 training workshop in Abuja, the Nigerian Contract Monitoring Coalition built skills of civil society representatives and the members of the Nigerian Society of Engineers to monitor power sector procurement processes, from project conception to contract award to project implementation. [19]

Also in the summer of 2012, the Nigerian coalition built the knowledge of its observers on how to use the 2007 Public Procurement Act, 2011 Freedom of Information Act and procurement monitoring tools developed by the Public and Private Development Centre to report on the procurement process through the Procurement Portal Observatory. [20] By August, through an expert committee set up at the Nigerian Society of Engineers, the coalition had developed a standard Infrastructure Rating and Assessment Template for monitoring project implementation and contract performance. [22]

The use of the template for monitoring will, similar to the Uganda monitoring tool for school construction, enable the coalition to collect contract performance information to provide feedback to the government when infrastructure projects, especially roads, are not meeting the expectations of citizens. This improved ability to understand contract performance makes the coalition a more capable partner to engage with government ministries.

WBI provided funding, coaching and network-building support to the coalition together with other coalitions in West and East Africa, in partnership with the Africa region of the World Bank. WBI's OC community of practice is a partner in the Procurement Portal Observatory.

Ghana

In a separate development in West Africa, in July 2012, the University of Ghana took on ownership and maintenance responsibilities for an innovative Geographic Information System (GIS)-based map. For the first time, this resource combines all publicly available extractive industries data for Ghana in one place, including mining and oil field locations, contracts, production and revenue data, corporate social responsibility projects and underlying socio-economic indicators. [26] Local ownership of this platform, with no financial support from WBI, demonstrates the effectiveness of WBI's capacity building efforts and successful technical skills. This also presents an opportunity for enhanced knowledge sharing both within Ghana and regionally, in terms of the mapped data and presentation tool.

Subsequently, CSOs, including the oil/gas platform of civil society groups, have been using this map for information to monitor extractive industries in Ghana with a range of stakeholders from government officials to parliamentarians tracking the contract information together with complementary datasets. [27] Civil society groups reference the GIS-based map as an example of how to provide information for non-technical people (such as those dealing with advocacy) who might not be able to locate or understand technical information available through other channels. Policymakers also said they found the map useful because it pulled together datasets from different ministries and agencies in a user-friendly portal. The common knowledge base the GIS-map provides, and the discussions and actions it produces, should lead to more transparent and accountable contracting practices in extractive industries.

WBI created the GIS-based map and supported the University of Ghana by providing training for ownership and upkeep of the map.

In sum, country coalitions are engaging with government and CSOs to develop the knowledge and tools to monitor the performance of contracts in focus sectors including education (for example, in Uganda) and infrastructure (for example, in Nigeria). In the case of Ghana, the University has become an OC champion by making accessible all publicly available extractive industries data for use by CSO groups. These are key steps to enhance the use of contracts data as a public resource to enable citizen participation in and feedback on contracting processes.

CONCLUSION

The OC initiative has made progress in opening government contracting to public scrutiny and participation at the global and country level, of which the four countries described are examples. This is a sample of a larger body of work currently ongoing in more than 30 countries worldwide. The multi-stakeholder global steering group promotes and spreads the OC effort, enhancing uptake across organizations and sectors

in different contexts around the world. The group's formalizing and promotion of OC principles and standards is increasing momentum to combat corruption and inefficiencies.

In Mongolia and Nigeria, the outcomes demonstrate increased disclosure of contracts and opening of government contracting to public scrutiny and participation. Further, in these countries and Uganda, the outcomes exemplify an increase of non-state actors' participation in public contracting. In Ghana the results demonstrate how country actors gained ownership in the implementation of OC practices in the key sector of extractive industries.

It is premature to expect more notable progress on the development objectives in part due to the newness of the OC initiative and other challenges. Although the steering group is working on framing a common understanding and global convergence, and has made important strides with civil society in particular, government and private sector uptake has been slow. OC principles and standards, while an important step, are still in their infancy and need to be further integrated into country operations, with dissemination of good practices to improve the quality and effectiveness of engagement.

Similarly, OC will continue its efforts to be integrated into the OGP, EITI, CoST and other relevant global and sectoral initiatives. Support to OC coalitions and effective engagement of multiple stakeholder groups are still not on a solid footing, so continued efforts are needed and are also being planned in this area.

NEXT STEPS

WBI's OC team plans a series of measures to further build on and institutionalize the achieved outcomes, moving toward a wholesale model to allow OC to increasingly spread independently of WBI support. There are plans to formalize and expand relationships with World Bank Group operations, linking task team leaders to coalitions to ensure their sustainability, and engaging with new partners that can multiply OC through their own networks.

WBI's OC team will also focus on improving the OC community of practice, drawing on technology to spread knowledge and support documentation and outreach. Products could include how-to guides on contract monitoring and coalition building, data standards and principles, and resources to facilitate their rollout and implementation.

In addition, the OCP plans to achieve the following measures in the coming year to strengthen country, global and steering group level outcomes:

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Bashir Twesigye, Chair, Uganda Contract Monitoring Coalition Civic Response on Environment and Development

- At the country level: an increase in depth of activity within OC countries and coalitions and investment in stronger metrics for tracking impacts; additional country endorsements of OC principles; establishment of OC coaches to incubate and support coalitions; increased self-sufficiency of country coalitions; and greater collaboration in countries where multiple OCP organizations have ongoing projects.
- At the global level: a finalization of OC principles; an OC data standard developed and piloted; interoperability of Bank and country procurement and financial management data disclosure mechanisms in two countries; expansion of OC learning products and online community of practice; and mainstreaming of OC in multilateral organizations and existing initiatives such as OGP and EITI.
- At the current steering group level: formalization of the OCP steering group and advisory groups; external core funding for OC strategies and work plan; and a new OC secretariat host. ■

NOTES

[1] Mapping outcomes—and related outputs and milestones—can help us learn from change processes that occur during program delivery that often seem complex and opaque because they involve multiple actors and address large development problems. An outcome is what each social actor (or change agent) did, or is doing, that reflects a significant change in their behavior, relationships, activities, actions, policies or practice. The program may influence these changes, directly or indirectly, partially or wholly, intended or not. Outcomes are identified at two levels in relation to the goal: institutional changes relate to societal, policy and organizational changes; and learning/capacity changes relate to awareness, knowledge or skills, collaborative action, or the use of knowledge or innovative solutions. These levels are based on the Capacity Development and Results Framework. The framework provides a systematic yet flexible approach to designing capacity development strategies and programs, monitoring and adaptively managing interventions, and evaluating and learning from their results.

[2] Outcome harvesting is a practical assessment tool from the outcome mapping community of practice. It can be used for real-time monitoring and evidence gathering from complex development processes that involve multiple stakeholders. It is based on a similar concept of locally driven change from the Capacity Development and Results Framework. The tool was customized to gather information on outcomes—and related outputs and milestones—to learn from what changed, for whom, when and where, the significance of the change and how the program contributed to each change.

[3] Change agents are leaders, groups or organizations from government or non-state that drive change.

[4] A similar outcome mapping exercise has been developed that is specific to Pharmaceutical Procurement and Supply Chain Management work.

[4] Change strategy refers to how change happened to advance progress toward the development objectives—the development problems addressed, types of outcomes achieved, WBI contributions, and partners involved. A change strategy may include different types of change processes or outcome areas depending on the complexity of the multi-actor institutional changes involved in a program.

[5] The numbers in brackets correspond to the outcomes in Figures 2 and 3. The text that usually follows each outcome refers to its significance. The process of change the outcomes represent is seen in Figure 1.

[6] The Open Government Partnership (OGP) is a new multilateral initiative that aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. In the spirit of multi-stakeholder collaboration, OGP is overseen by a steering committee of governments and civil society organizations. OGP's membership includes more than 50 countries.

[7] The Major Contract Awards for Bank-funded Operations dataset covers those contracts awarded from fiscal year 2007 to date under World Bank projects, which have been subject to prior review by the Bank.