OPEN UP CONTRACTING

Subnational Government Engagement

Evaluation of the Hivos Open Up Contracting Programme – Subnational government engagement case study

The TAP Room Consultants Ltd
Authored by: Duncan Edwards

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FINAL

Acknowledgments

OPEN UP CONTRACTING PROGRAMME
Case Study: Subnational Government Engagement

I.   Introduction

This case study synthesises evidence concerning the Hivos Open Up Contracting Programme's engagement with subnational governments, including work by civil society partners and by Hivos itself. It begins with a description of the methodology used to produce the case study, followed by an overview of the relevant evidence and debates on subnational governance in open contracting and in the broader fiscal transparency and accountability field. We tell the story of a number of open contracting initiatives supported by the programme in different countries at the county, state, provincial and municipal level. We then discuss how the programme's subnational work relates to its theory of change, transparency, participation and accountability (TPA) evidence and debates and what has been achieved. In the last few sections the case study discusses issues arising from the programme's subnational work, draws some conclusions and ends with a series of questions for further reflection.

This thematic case study focuses on the achievements and issues encountered in the subnational engagements, for the purposes of learning. It does not evaluate the programme's design and implementation as a whole, a question covered in the Evaluation Synthesis Report. Where there are design or operational issues that affected subnational work, they are discussed here in that context, but explored in greater depth in the Synthesis Report.

II.   Evidence and debates

Open contracting is a relatively new phenomenon in many parts of the world, and particularly so in many of the countries where the Open Up Contracting (OUC) programme has been operating, including Bolivia, Guatemala, Indonesia, Kenya, Malawi, Philippines, and Tanzania. An increasing number of national and local governments are opening up the public procurement process to greater scrutiny and participation – many through mechanisms such as the Open Government Partnership (OGP) – but the evidence base on open contracting is fairly scant and largely skewed towards evidence from successful implementations but very little in relation to less successful and failed implementations.

At the same time, the growing evidence across the wider open government and transparency, participation and accountability (TPA) fields offers lessons that can inform the development of open contracting initiatives. A 2018 evidence review conducted by the International Budget Partnership (IBP) provides key insights on fiscal accountability initiatives that are relevant to open contracting:[1]

- ● There is no linear causal relationship between transparency and accountability in that access to **information and data is insufficient to achieve accountability**

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[1] Anja Rudiger, June 2018. Fiscal Transparency and Accountability - Research Note for the Fiscal Futures' Scenario Planning Workshops. International Budget Partnership.

- Government accountability depends on **incentives and power dynamics** but actors can build power to challenge these dynamics through **collaboration and collective action**
- **Integrated approaches with horizontal and vertical links** amongst actors across the **ecosystem** are most effective, whilst technical capacity of governments is insufficient
- **Global standards and mechanisms** such as the Open Government Partnership (OGP) and the Extractive Industries Transparency Initiative (EITI) can elicit transparency commitments but can risk legitimising questionable governments
- It is possible to create political will for change by building **countervailing power**, working with **government champions**, enacting **institutional reforms**, or through **combinations of these approaches**

Whilst these insights can help in the design of initiatives, different approaches bring significant risks and challenges. For example, whilst working with **government champions** can provide an effective entry point when political will exists for reforms, such approaches often result in fragile gains that are jeopardised **when champions move on**. Within the OGP context – a model based on building political will by providing government leaders an international platform - reforms and commitments are often associated with incumbent political administrations or influential and charismatic civil servants which puts the changes at risk if incoming administrations fail to see their value or see them as a political project of their predecessors[2]. Those working on open government reforms in countries including Indonesia, the Philippines and Tanzania have all struggled to different degrees as political will has waxed and waned through changing administrations. Failure to carefully consider the potential sustainability of transparency initiatives in light of potential transitions can leave potential unfulfilled and plans in tatters.

Given the complexity of such accountability work, there is increasing evidence that the designers and implementers of programmes need to **think and work politically** to ensure programmes are able to navigate the complexity of actors, incentives and power dynamics[3,4]. This means that programmes such as OUC will require shifts in their design and operations. For example, they might take **a more active role in brokering relationships** between different parties, rather than simply providing grants and disbursing funds. Programmes will also need the **capacity and flexibility to reflect, learn and adapt** as contexts change over time.

Although the evidence base for open contracting is still relatively small and focused on successful implementations, a recent review of evidence by the DFID-funded Knowledge for

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[2] Malena, Carmen. (2009). From Political Won't to Political Will.

[3] Thinking and working politically: Reviewing the evidence on the integration of politics into development practice over the past decade. Ed Laws (Overseas Development Institute) Heather Marquette (University of Birmingham), March 2018.

[4] Politically in this sense is to consider and navigate the politics and incentives at play in a given context rather than in a Party-political or partisan-political sense.

Development (K4D) programme—exploring lessons from eProcurement projects in Eastern Europe and the Balkans—echoes other findings from the TPA field:[5]

> *It is important to see eProcurement both as a tool to improve the process of procurement, as well as a lever of wider reform including shifting to a culture of open government and ethical behaviours. Vested interests from political, corruption, and perceived threats of jobs and fear of change are all factors that need to be managed to ensure successful implementation.*
>
> *Incentives to implement eProcurement range from external factors, including donor requirements and meeting EU standards (due to benefits of relevant Association agreements with the EU) and/or WTO GPA. Domestic pressures to reduce corruption, increase accountability, and give access to a wider range of businesses can be a more powerful driver and arguably the most important factor in determining success. In all cases, high level political commitment and leadership is required for success.[6]*

The author highlights that, although the presence of strong legislation and the technical system are important for successful implementation, "credibility with businesses and civil society, clear engagement and use by all public procurement, ease of access and use, are all important aspects of a successful procurement system".

Our case study methodology draws on key points from the evidence reviewed here to frame and discuss the issues, challenges and outcomes across the OUC programme in its engagement with subnational governments.

III.   Methodology

At the outset of the evaluation process, the Open Up Contracting team had identified the following questions to guide the evaluation work as it relates to subnational governance:
- What levels of capacities and legitimacy is needed to establish a relationship of trust with local governments?
- What are challenges for CSO working directly under an MoU with local governments? And how can they be mitigated?
- What factors need to be at play to ensure such engagement and the results of engagement and reforms are sustained over time, e.g. when governments change?

During the inception phase we agreed that the above questions should be reframed to be more evaluative. Hence, we aimed to cover some of the issues in the debate and evidence section. We then used our review of the value propositions above as an implicit conceptual framework to guide our analysis of data collected to answer the set of questions outlined below.

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[5] Ferrand, A. (2019). eProcurement: lessons from interventions and approaches from Emerging Economies of Eastern Europe and Western Balkans. K4D Helpdesk Report. Brighton, UK: Institute of Development Studies.

[6] Ibid.

1. Guiding evaluative questions

● Did partners operating at the local level manage to engage local government and persuade them of their capacity and legitimacy required to develop relationships and gain trust?
● What were the outcomes in terms of programme goals of government openness, government engagement, infomediation and oversight? What was the contribution of the programme compared with other actors and factors?
● What worked and what did not work in terms of the dialogue or dissent model and why?
● What were challenges for CSOs working directly under an MoU with local governments and how were they mitigated? What tactics worked or did not?
● Did local governments manage to sustain policies on open contracting, disclosure and citizen engagement at the various stages of the disclosure cycle through periods of political transition? What contributions did champions make? How and why did these work or not?
● Was the programme management sufficiently flexible for this approach to work?
● Have the partners' engagement in the programme at the subnational level contributed to sustainable capacity to influence the TPA ecosystem?
● What lessons can be learned regarding open contracting at the subnational level?

We then selected potential partners to be the focus of the subnational case study research and used information from reports, outcome harvests and early interviews to refine questions for deeper exploration. Where necessary we tried to snowball sample to find additional perspectives from informants who might help us to triangulate internal perceptions and fill data gaps.

During analysis we reviewed and organised material from interviews, partner reports, outcome harvests, research outputs and articles to answer the evaluation questions. However, we have used a more narrative structure rather than the evaluation questions to make the case study more engaging and readable.

2. Limitations

The data and analysis presented in this report is subject to a number of limitations. These reflect the broad scope of the overall evaluation; the implications of Covid-19; the fact we were working with several "moving targets"; and the inevitable imbalance of varied levels of engagement with diverse country programmes.

● **Broad scope:** The scope encompassing an overall evaluation and in-depth studies made it difficult to cover all the ground necessary in interviews. Some participants were already involved in research projects and were thus simultaneously responding to our requests for validation while completing documentation for the most recent outcome harvesting. This inevitably led to some fatigue.
● **Covid-19:** Initially we had planned to visit three countries for in depth fieldwork: the Philippines, Guatemala and Kenya. We were able to visit the Philippines in January but trips to Kenya and Guatemala had to be cancelled. This meant we were almost

entirely reliant on remote interviews that tend to be less revealing than in person meetings. Moreover, we did not have as much opportunity for invaluable ethnographic insights that field visits involving long trips with partners brought us in the Philippines. In addition, we had to undertake analysis and reflections via remote team meetings which is not ideal.

- **Moving targets:** The OUC programme manager sent a consolidated list of outcomes for 2019-2020 to us on the 21st May and it has been difficult to fully explore some of those important outcomes within the pre-existing evaluation timeline.
- **Balance:** The data for the Philippines is more complete than other countries both because we visited and also because of the high quality of their reporting and learning documentation. Data for Kenya and Guatemala is more complete than the other countries because they remained the foci for our cases even without the chance to visit in person.

IV.   Activities and outcomes

In this section we summarise the Open Up Contracting programme's work with a sample of the subnational governments engaged over the programme's lifetime, to provide background to our discussion of the issues, the challenges encountered, and the outcomes that were achieved.

1.   Makueni County, Kenya

In Makueni County in Kenya, Hivos partnered with the county government and Development Gateway and a School of Data Fellow to implement open contracting by creating an online platform and building on the existing citizen participation scheme of Project Management Committees to provide spaces for participation and oversight of contracting. This collaborative project was set out in a Memorandum of Understanding (MOU) that outlined the responsibilities of the partners and the committees and mechanisms for decision making. The project involved a participatory user design process with local government officials, civil society and private sector to ensure it responded to the needs and concerns of the various stakeholders and to build trust in the initiative.

Makueni County launched the open contracting portal in December 2019—it is available at https://opencontracting.makueni.go.ke/ui/index.html. The portal has experienced delays in publishing data but at the time of this evaluation (July 2020) the portal contains up to date tender and contract data. Reports from the Project Management Committees (PMCs) which monitor the implementation of projects are not currently available for any of the projects on the open contracting portal but there is a phase two of the project which aims to provide this data.

In 2019, Hivos identified URAIA as a potential partner to help to support citizens of Makueni County to engage with the open contracting initiative. URAIA works with a network of community-based organisations (CBOs) to employ civic educators at the community level. This project was designed to support village Project Management Committees to investigate and "jumpstart" selected local projects that had been identified as delayed based on data

from the open contracting portal.[7] An initial scoping of the government's project data led them to identify and make the government aware of the causes of delays in 6 of 34 delayed projects. This report led to immediate follow up by local officials to address the problems identified in two of the projects[8]. The next scheduled stage of URAIA's project—working with a sample of six PMCs—has been delayed as a result of Covid-19 restrictions, so we cannot currently report on its outcomes or effectiveness.

2. Elgeyo Marakwet County, Kenya

In Elgeyo Marakwet, Hivos supported The Institute for Social Accountability (TISA) to help to make local procurement more inclusive by working to build the capacity of women, youth and people with disabilities to use provisions in Access to Government Procurement Opportunities (AGPO) legislation[9]. TISA's work is also intended to support the Elgeyo Marakwet County Government in meeting the commitments in their OGP Local Action Plan.

TISA conducted scoping research to understand the barriers and challenges marginalised people experience in engaging in public procurement. The research identified a number of technical barriers to participation, including lack of technical knowledge in public procurement and also a lack of access to financing and digital technologies. Socio-cultural barriers included suspicion of the procurement process as a "closed shop";[10] and fears of non-payment or demands for kick-backs to secure payments.[11]

The TISA project was intended to begin in August 2019, but due to contracting delays was only able to start its work in November 2019. At the time of this evaluation TISA had convened two one-day capacity building workshops with marginalised groups, CBOs and authorities in two sub-counties (Keiyo North and Marakwet West). Workshop participants have since reported sharing what they learned with others, and some have formed groups in order to participate in future government procurement. Some of the groups that were already organised have worked to ensure that they meet the requirements of the procurement process.

TISA has also sought to overcome some of the financial barriers to participation identified in their research through brokered relationships with National Affirmative Action Funds such as Uwezo Fund, Women Enterprise Fund, and the National Government Affirmative Fund (NGAF). They have partnered with Micro and Small Enterprises Authority (MSEA) to provide technical and financial support to Small and Medium-sized Enterprises wanting to make use of AGPO.

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[7] Date last accessed 31 July 2020

[8] Interview and written correspondence with URAIA. These delayed procurement projects included a project which required additional funds which were subsequently provided and the project completed. In another, issues were identified with the performance of the responsible PMC. Community members elected a new set of PMC members and the project is now moving forward

[9] AGPO stipulates at least 30% of government procurement should be procured from enterprises owned by women, youth and people with disabilities

[10] "Closed shop" - only open to particular people or companies to work in and not to everyone.

[11] The evaluation case study on marginalisation explores these issues in more depth.

Whilst it is encouraging to see a number of marginalised people form groups and organise to take part in Elgeyo Marakwet's procurement process, it is too early to assess whether the marginalised groups have benefitted from TISA's capacity development and brokering efforts. Unfortunately, much of the project's work is currently restricted due to Covid-19, so it is unclear how much progress will be made before TISA's project funding from Hivos ends in September 2020.

3. South Cotabato, the Philippines

In the Philippines, Hivos partnered with the European Chamber of Commerce of the Philippines (ECCP) to incorporate open contracting into some of ECCP's integrity work with the private sector and subnational governments in South Cotabato in Mindanao and Muntinlupa in Metro Manila. The ECCP is a bilateral foreign chamber that promotes European interests in the Philippines and vice versa. It has been working with Integrity Circles, which bring together the private sector, local government and civil society to establish a culture of integrity in local government units (LGU). ECCP were able to harness the existing relationships and trust with actors in integrity circles in South Cotabato and Muntinlupa to help put open contracting on the local agenda as a way to improve efficiency and competitiveness in public procurement. ECCP, as part of Integrity Initiative Inc[12], began with a short project in Muntinlupa working with a supportive mayor and the LGU, which had significant ICT systems capacity and succeeded in releasing contracting data. However, a lack of focus on stimulating demand for the data has left questions about the sustainability of the initiative.

In 2018, ECCP was able to take lessons from Muntinlupa into their work with the South Cotabato Integrity Circle and LGU. ECCP already had five years of experience working with South Cotabato's Governor, Daisy Fuentes, who saw open contracting as a valuable contribution to her integrity agenda. Following a series of meetings and presentations, an MOU was signed between the LGU, the Integrity Circle and ECCP. The South Cotabato LGU also joined the OGP Local programme in 2018 and made commitments on public procurement and monitoring which would draw upon open contracting to succeed.

ECCP and a School of Data Fellow worked with the South Cotabato LGU's Bids and Awards Committee (BAC) and the members of the Integrity Circle to identify what data should be disclosed and to develop a new open contracting portal, which is accessible at: http://southcotabato.gov.ph/open-contracting. At the time of this evaluation the portal is displaying up to date tendering and tender results as well as blacklisted companies. However, the data visualisations and procurement data sections haven't been updated since the end of 2018 or contain no data at all. This means that although tendering and tender awards are published, the actual details of the contracts (budget, milestones, etc.) are not currently being disclosed.

When South Cotabato Governor Daisy Fuentes lost re-election in May 2019, those involved in the open contracting initiative convinced the incoming Governor, Reynaldo Tamayo Jr, of the merits of the initiative. ECCP had an existing relationship with Tamayo due to his work

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[12] This was a grant awarded to the Integrity Initiative wherein ECCP, Makati Business Club, and the Management Association of the Philippines, among others were the founding members.

with their integrity programmes as mayor of a municipality in South Cotabato. Data from the open contracting programme demonstrated that 90% of projects procured experienced negative slippage. As a result, Governor Tamayo issued an Executive Order that barred underperforming contractors (with slippages of 15% or more) current and future bidding on infrastructure project opportunities and excluded them from new bids for a specified period.

In an effort to build demand for open contracting data, ECCP signed an MOU with the Notre Dame of Marbel University (NDMU) to support and incentivise the use of open contracting data in student research by offering course credits.

4. Legaspi, the Philippines

In Legaspi in the Philippines, Hivos supported Layertech, a tech company that trains and conducts research with a focus on data analytics, to build on the company's existing relationship with the local mayor. Layertech had developed a disaster risk management application – Balangay – for a neighbouring LGU who was a grantee of Hivos's Making All Voices Count. The mayor of Legaspi supported the venture, which was subsequently rolled out to 72 barangays in the area and was also utilised in the 2020 Taal eruption response - an effort that also resulted in a number of national ICT awards. Since then Layertech has gone on to consult with the city on ICT and data issues. Based on its relationship with the mayor and other contacts in the LGU, Layertech was able to advocate the potential of open contracting.

Layertech framed open contracting with the LGU as a means to improve the efficiency of procurement and build trust in city government (rather than as an anti-corruption measure). Layertech also argued that an open contracting platform would make it easier for the local Bids and Awards Committee (BAC) to comply with the Philippines Government Electronic Procurement System (PhilGEPs) requirements and to retrieve documents and data required to perform their regular functions.

Despite the support of the mayor, it proved more difficult to win the confidence of the BAC and other LGU officers, who were concerned that data disclosure might expose weaknesses in their procurement system. Layertech and Hivos were able to overcome these barriers by arguing that open contracting would be able to help the BAC to do their work more efficiently. Eventually, the Legazpi LGU started to publish contracting data.

However, Layertech also faced challenges from the BAC due to the work of the Philippines Centre for Investigative Journalism (PCIJ) who were using procurement data in investigative stories. The BAC got cold feet because they were concerned they would get in trouble for disclosing data that could appear critical of the government or expose government corruption. The BAC attempted to resist disclosures, citing data privacy concerns. Hivos then intervened and invited players from national ministries and commissions to explain to the LGU that there was no contradiction between Freedom of Information (FOI) and data privacy laws. The LGU's concerns were assuaged by conversations with these important

national procurement and transparency officials. In this instance, Hivos was able to leverage their networks in a politically savvy intervention that helped to smooth feathers[13].

Layertech also engaged the local university that they hoped could play an infomediary role, helping to organise the contracting data and make it more useful and accessible to other actors, in order to increase demand for the data. An initial proof of concept project based on historical data enabled the university and Layertech to show the potential of open contracting data, and this has resulted in increased engagement on the issue between the government and universities around open contracting.

As a result of Layertech and Hivos's work in Legazpi there is now more data disclosed by the BAC and local FOI legislation was passed. There has been increased engagement between business and government and more oversight by business and CSOs, some of whom represent business interests

Layertech played a substantial role, leveraging incentives as outlined above to get the LGU, BAC, private sector and universities to engage. The resulting national-level relationships, and Layertech's more recent role as an OGP co-commitment holder all have the potential to sustain longer-term impacts.

5. Ojoconmipisto, Guatemala

Ojoconmipisto is a media project founded as a not-for-profit arm of the local media group Laboratorio de Medios. Its goal is to work at the subnational level (municipalities) to fill a pressing gap in Guatemala's historically centralised media landscape. Ojoconmipisto's freelance journalists work on a freelance basis reporting from across the country on issues relevant to their municipalities, with an emphasis on social auditing. Ojoconmipisto has made efforts to raise citizens' awareness of municipal accountability mechanisms and operating procedures, using simple animations shared via social media. As a partner in the OUC programme, Ojoconmipisto's main activity was the creation of a portal to enable monitoring of municipal works gathering available government open data and using FOI requests. In parallel to analysing and helping to visualise the data, Ojoconmipisto have published investigative stories on the progress or lack of progress made.

When one of Ojoconmipisto's journalists notices any issue or possible wrongdoing, the standard process involves seeking clarification from the relevant authority; sometimes they respond and resolve discrepancies but lack of response is more common, leaving Ojoconmipisto with no option but to expose issues identified in the social audit. A direct outcome of this portal was the realisation that CCTV cameras installed to monitor progress of works in three municipalities displayed bad quality images that did not allow adequate tracking. Due to Ojoconmipisto's request, for the first time since this monitoring began in 2017, the municipalities published in Guatecompras the IP addresses of the footage and instructed companies to address the technical issues with the cameras.

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[13] This involved political nous but also skill to facilitate positive and constructive dialogue.

The exposure of municipal wrongdoing through digital media and a savvy use of the Law of Access to Information and other legal mechanisms has made Ojoconmipisto a standard-setter for municipal-level accountability, and less popular among municipal officials. The OUC programme respected Ojoconmipisto's dissent position and received particular appreciation from the partner for that respect.

6. Autonomous Municipal Government of La Paz, Bolivia

In Bolivia, partners made the strategic decision to focus on procurement for school meals at the subnational level. La Paz, the Bolivian capital, is known for its innovation and openness, frequently exporting their innovations to other municipalities; this encompasses general good practices in public contracting processes and specifically on school meals contracting. The OUC local country engagement developer (CED) was responsible for relationship building and brokering, engaging with four executive departments within the municipality to ensure buy-in. Each department was presented with a different prospective activity with locally relevant value proposition, meaning they all had something to win. Hivos helped the Education department produce a publication showcasing their school meals approach over the past 20 years. The Procurement area which manages the school meals has now systematised all their contracting records, integrating their databases into a broader [Food Data portal with the help of project partner MIGA](#). More generally, Hivos provided capacity building for key personnel in La Paz municipality and convened a country-wide workshop, Jornadas Municipales, where the good practice around school meal contracting was shared. The event happened right before the Covid-19 lockdown, so it is impossible to know if other municipalities have started to modify their contracting practices due to knowledge gained in the workshop. In June 2020,, La Paz municipality signed an MOU to continue working with Hivos on setting-up a portal containing open contracting data with more emphasis on infrastructure; they have already opened a subdomain in the municipality's website http://dlc.lapaz.bo/.[14]

7. Desaguadero and Punata rural municipalities

Building on relationships that date back to the OC programme, partner Fundación Construir has been working with two smaller, rural municipalities, Desaguadero and Punata, to construct and subsequently open up their school meals databases. This has proven a challenging exercise for municipal staff and local civil society, due to the lack of any existing databases. Local governments have shown willingness to improve their knowledge on the procurement legal framework as well as the capacity to manage and operate the system.

There is a capacity gap between national and municipal entities when it comes to procurement processes, with local officials under pressure to comply with legal requirements lacking capacity support from the central government. For Fundación Construir, this gap was the best entry point for communicating the value of open contracting to municipal authorities, i.e., the chance to improve procurement capacity whilst also learning how to be more transparent. In Punata, there is a strong and active civil society who have experience auditing the municipality and are keen on learning more about

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[14] Written correspondence with CED

how to use contracting data to monitor municipal expenditures. This is a promising avenue for sustaining the progress made so far.

V. Issues and discussion

1. Dialogue vs dissent approaches

Most of the OUC programme's work at the subnational level relied on dialogue (insider) approaches: Hivos or its programme partners worked collaboratively with local government units. In each case they were able to identify government champions and frame open contracting in a way that spoke to their interests and incentives. In several cases, including Muntinlupa, Legazpi, South Cotabato, Desaguadero and Punata, government champions were identified through partners' existing relationships and programmes. In Kenya, the programme was able to be more opportunistic due to Elgeyo Marakwet's selection as an OGP Subnational pilot and to the relationship brokered by the Open Contracting Partnership with the Governor of Makueni County[15]. In La Paz, the approach was initiated by the Hivos CED and the signature of a MOU. Within each of these subnational examples we have seen evidence of significant progress on transparency in procurement, with the programme contributing to a range of agenda-setting, policy and practice outcomes,[16] new disclosure laws or provisions, and disclosure of data in open and machine-readable formats. These are significant achievements.

In some cases, disclosure and subsequent analysis of contracting data has prompted government action, for example, in South Cotabato, when Governor Tamayo was presented with data on project slippages, it contributed to his approval Executive Order 38A which blacklists companies from the procurement process if they show delays of over 90 days. Respondents also suggest there have been improvements in the efficiency and competitiveness of South Cotabato's procurement processes. In Makueni County, after URAIA's scoping report identified projects that were delayed, the county government acted to resolve a number of the cases. These responses may suggest that the dialogue approach is effective in part because officials seek to avoid losing business or reputation due to inefficiency—in other words, the dissent approach is not the only form of pressure.

In Guatemala, on the other hand, although Ojoconmipisto offered to help train municipal government officials on open contracting and the local access to information law, the offer went largely ignored because of the digital media's historical outsider position - difficult to combine training the Government with independent roles in social auditing and media. In their theory of action, naming and shaming authorities will spur them to address issues. However, some municipalities have complained to the Ojoconmipisto director that officials deserve recognition and media visibility when something goes well. Ojoconmipisto has applauded the OUC project for respecting their dissent approach and outsider position.

Ojoconmipisto's approach has been successful in a number of ways; in addition to the CCTV example above, another relates to the City of Guatemala's cancelation of a company's

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[15] Interview with Hope Muli.

[16] See Outcomes section of the Evaluation Synthesis Report

contract for a "public race" that was worth millions in local currency. Although all these efforts are significant it is less clear whether this approach has done much to shift culture and norms of municipal authorities. The fact that we could not interview any municipal actor in Guatemala, as originally planned, leaves this gap open.

Whilst it may be tempting to compare the effectiveness of insider and outsider approaches, evidence from the wider TPA field suggests that what may be most effective is coalitions of pro-accountability actors working together using a combination of these tactics, whilst maintaining vertical and horizontal linkages across the accountability ecosystem.[17]

2. Ecosystems approaches

The OUC programme made a deliberate shift at the end of 2017 to take an **accountability ecosystems approach**. This shift is more visible when looking at OUC at the national level but there are a number of cases where this approach, the political savviness of the local CED, and the Hivos and Article19's networks has helped to create links between the subnational, national and international level. Such links have provided incentives or leverage to unblock progress back at the subnational level. For example, in the Philippines, Hivos was able to help local LGU officials in Legazpi overcome the fear of disclosing data by brokering conversations with officials from the Presidential Communications and Operations Office, the National Privacy Commission and the Government Procurement Policy Board at the National level who were able to reassure their local counterparts that such disclosures were permitted. The case of Bolivia was an outlier as the OUC programme was centred on building a coalition at local level in relation to school meals procurement as the legal framework for open data is highly restricted but that of citizen participation at LGU level much more open.

In Kenya, the programme helped to create incentives by linking Makueni County's open contracting initiative to the OGP National Action Plan commitments and by facilitating access to OGP national, regional and prestigious international events such as the OGP Summit in Ottawa in 2019. These spaces have also offered opportunities to learn from peers working on open government reforms in other counties in Kenya and LGUs elsewhere in the world.

Within the timeframe of the programme we didn't see many combinations of dialogue and dissent tactics coordinating within the same subnational ecosystem, leaving the question to be considered: In a constructive approach, who holds the government's feet to the fire when pressure becomes necessary? That's not to say that this may not happen in future somewhere like Makueni, where a portal has just been launched and those efforts to support citizen engagement have only just started. Or in Elgeyo Marakwet, where marginalised citizens may start to engage more in public procurement following support from an organisation like TISA, how does one ensure that marginalised groups can win bids, and who monitors whether the real beneficial owners of companies are the women, youth

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[17] See Fox, J. (2016) Scaling accountability through vertically integrated civil society policy monitoring and advocacy, Brighton: IDS; and Anja Rudiger, June 2018. Fiscal Transparency and Accountability - Research Note for the Fiscal Futures' Scenario Planning Workshops. International Budget Partnership

or people with disabilities who might be named? Could the Ojoconmipisto model in Guatemala, where local journalists are supported to use data to source stories, be effective as part of the ecosystem in Makueni County? Such hybrid approaches may pose challenges for Hivos in particular because of its dual role as implementer and granter—would that have destroyed good will or created fear in the Legazpi case, for instance? These are significant challenges a programme would need to navigate to better support a combination of dialogue and dissent tactics at the subnational level.

Although the shift to an ecosystems approach was appreciated by many of the programme's partners, some said Hivos could have been more proactive supporting coherence and synergy between their activities at the subnational level. For example, although URAIA are carrying out civic education activities to support citizen engagement with procurement in Makueni County, they have not engaged substantially with Development Gateway to ensure these activities also provide training on the new open contracting portal (this may be due to operational delays rather than other dynamics). In Bolivia, there was an ecosystem effect in bringing together subnational officials with organisations from the nutrition/food sector to improve school meals contracting. But though partners noted the positive effects of this collaboration, they were uncertain if they would maintain a collaboration that was born out of such a specific need. However, the CED noted that each of them have introduced open data and contracting to their own pre-existing networks to keep advancing advocacy for urgently needed transparency and access to information reforms. MIGA are advancing the open data agenda for food security through its alliances with national and regional institutions and digital independent media; while Construir Foundation has positioned OC within its network of Human Rights CSOs, incentivising the development of new legally grounded actions.[18]

3. Thinking and working politically

As demonstrated by the programme wide shift to an ecosystems approach in 2017, the programme as a whole was able to adapt based on emerging evidence and ideas in the TPA field. But as discussed in the evidence review, the programme was grappling with complex governance problems and power dynamics at different levels of government including at the subnational level. Was the programme able to read the context and navigate these dynamics and adapt to what was required for progress at the subnational level? In all cases described above, we see a degree of political analysis and savviness in how Hivos and its partners framed the value proposition of open contracting to subnational governments and how they understood and appealed to the incentives to which different government actors might respond.

In many cases **existing relationships and prior achievements** with government officials gave them **credibility and legitimacy as potential partners**. Official involvement with national and international mechanisms such as OGP offered other paths to building credibility as organisations suitable for local government partnerships. For example, in the Philippines, Layertech had a strong relationship with the mayor and other government officials in the LGU, and these were strengthened by Layertech's selection as a co-holder of an OGP

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[18] Written correspondence with Bolivia CED

National Action Plan commitment. In Makueni County, although Hivos had not worked with the county government previously, their involvement with the Kenyan national OGP processes and their referral from a respected international initiative such as OCP helped make Hivos a credible partner. Similarly, Development Gateway had experience working with governments in other African countries on open contracting which demonstrated their technical capabilities.

4. Incentives

Hivos and its programme partners encountered a variety of potential incentives for local governments to engage. Some were technical and some were more political in nature, and of course sometimes some technical incentives become stepping stones to more political incentives. For example, in Legazpi, South Cotabato and Muntinlupa, the desire to improve efficiency, and increase private sector competition and investment proved successful motivations for local politicians, BACs and LGUs to engage in open contracting, since they believed that such improvements would appeal to potential voters. Similarly, a reputation for innovation and efficiency were desirable because they attracted awards and recognition at the national level.

Competition and investment incentives for open contracting

- **Carrot and stick investment**: government has incentives to disclose data to financial institutions and ratings agencies who will use evidence of openness to encourage private sector investment
- **Peer pressure**: Local governments who want to be seen as better or more competitive for business than other districts or provinces can be induced by business ranking or standards
- **Demonstration**: MSGs with a private sector focus on anti-corruption and other measures that promise to create an enabling environment for investment can catalyse or create an incentive for government reform and disclosure.

In La Paz, the Director of School Meals Procurement was a great champion, who clearly understood the benefits of opening their contracting data. Most importantly, she valued the opportunity to share her department's experience with other municipalities, backed up by a neutral and legitimizing actor such as Hivos. She noted the quality of the collaboration, the strategic wins for her department, and her desire to extend this work and Hivos have been working with the municipality to develop an open contracting portal.

As highlighted above, most of the programme's subnational engagements adopted a strategy of working with government champions, and many of the cases illustrate the value of champions as an entry point, but these cases also illustrate that getting individual champions to buy in is not always enough. As Layertech learned in Legazpi, just because a mayor is enthusiastic, does not mean other local government officials will be easy to win over. In Makueni County, the Hivos team took a step by step approach, beginning with the governor, then engaging his ministers, then forming steering and technical committees to build broad buy-in for the initiative.

In a number of countries, Hivos made a strategic decision **to engage OGP as a mechanism to support their open contracting initiatives at the subnational level.** OGP was able to provide a formal mechanism by which subnational governments could contribute to meeting National Action Plan and Local Action Plan commitments. OGP also comes with the incentive of visibility nationally and internationally and opportunities for learning and inspiration through engagement with peers working on similar challenges.

In Kenya, visibility via the OGP has provided a significant incentive for the governor of Makueni County and other Makueni County Government officials. Although not an official OGP subnational participant, the country's national OGP Steering Group was expanded to include the Makueni Governor, and he led the Kenyan Government delegation at the OGP Ottawa Summit.

In Latin America, a delegation from the La Paz municipality came to the 2019 Abrelatam conference where they were able to network with peers and learn from each other and be inspired by great work done in other places, which added to their motivation to continue.

The programme encountered a range of incentives for government champions to get involved in open contracting. In many cases there were multiple incentives at play.

- **Civic duty and professional pride**
- **improving efficiency and integrity** of public procurement
- **increasing private sector competition** in public procurement to drive down costs
- **increasing investment** in the region or country
- **Electoral/political motivations**
- **Helping to meet existing commitments or legal requirements**
- **Appeal of the technology and innovation**
- **Recognition** at national and international level
- **Access to national, regional and international platforms** such as OGP and EITI

5. Sustainability

As demonstrated above, taking a champions strategy can be very effective as an entry point for open contracting reforms, but it is also a risky strategy. The champions themselves are often ambitious politicians who may have higher political aspirations, they are also at the mercy of electoral cycles. Because a champion may be in place for 4-5 years depending on the electoral cycle and term limits, the reforms they oversee may not be fully embedded institutionalised or even fully launched when they leave their post. These reforms, particularly if they're seen as affiliated to a previous political administration, can also be easily swept away by an incoming administration.

Hivos and the programme's partners adopted **a combination of different tactics** to attempt to ensure that progress in open contracting could be **sustainable when a champion moves on including:**

- Embedding reforms in new or amended laws and policies
- Widening government commitment by working with politicians, technocrats and bureaucrats so that the initiative is not reliant on a single champion
- Framing reforms as non-partisan and including trusted non-partisan actors
- Building demand for the data disclosed[19]

For example, ahead of elections in South Cotabato the implementers took a non-partisan approach to their implementation so that it would not be too closely associated with the incumbent, Daisy Fuentes, and initial legislation related to open contracting was made via administrative order rather than executive order.

> *Knowing when to step back is critical during election season in order not to be identified with a candidate running for office. It is also important to have an approach that is flexible enough to respond to possible changes in local context – having an Administrative Order was better than having an Executive Order because it was seen as a way to enhance and streamline internal processes.*
>
> —"Engaging government directly to open public procurement and contracting processes," Hivos, 2020

When Governor Fuentes lost the election and was replaced by Governor Tamayo, Hivos and the OGP Support Unit supported the new Governor to engage with other government representatives at an OGP Regional Meeting which helped to build buy-in for OGP and open contracting reforms for his incoming administration. ECCP are also working with the Notre Dame of Marbel University (NDMU) in the Philippines as a means to build demand for open contracting data in the province —the rationale being it is harder to stop disclosure if there is demonstrable demand for the data. Similarly, by building evidence of gains in efficiency and competition and in budget savings, local actors can make it harder to justify rolling back reforms.

In Makueni County, Governor Kivutha Kibwana will reach the end of his term in 2022. One route the initiative is planning to institutionalise the reforms is legislation, and Hivos are providing support to draft the text for enactment by the county.

But a change of Governor is not the only risk facing the sustainability of Makueni County's open contracting initiative. There are significant technical and resourcing challenges facing the County Procurement Officers in ensuring the procurement is entered and updated in the open contracting platform. As highlighted in the case description above, the platform launched in December 2019, and at the time of this evaluation, the portal does not contain any contracting data from after June 2019. There is a requirement for procurement officers also to enter data into the national Public Procurement Information Platform (PPIP). From the beginning of the project, Development Gateway held meetings with PPIP to discuss the integration of the systems, but this has taken some time because of the need of approvals

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[19] More detail can be found on Hivos' experiences engaging government here: https://docs.google.com/document/d/1FY6czNQf-q2Pj60lzQPIivj9dxboKnEt/edit#heading=h.ms172go1cbk3

from the key leadership[20]. Development Gateway has continued to push the Government of Makueni County to support engagement with the national government and discussions are underway between the national and county government to resolve this issue.

In many cases, Hivos and the programme partners chose to work with existing mechanisms and incorporate open contracting reforms into those processes. For example, ECCP was able to build on their Integrity Circles approach, and in Makueni County the open contracting effort was able to plug into an existing citizen participation mechanism. This would seem to have proven a good decision as it enabled initiatives to leverage relationships and processes where trust already existed.

In terms of building sustainable capacity, open contracting was a new phenomenon for most of the programme countries. Hivos were able to put open contracting onto the agenda and many of the partners working at a subnational level felt they had increased their capacity to engage. Many CSO partners also reported that open contracting fits with their own strategic body of work so they will continue to work, and seek further funding to work on it. Hivos partnered with OCP and OGP on a number of peer learning initiatives and technical support, including convening workshops at regional and international meetings, in response to demands for technical support. These events were generally well received and were considered valuable learning spaces by government officials.

In May 2019, the Local Open Contracting Initiative (LOCI) was launched at the OGP Summit in Ottawa. LOCI is a partnership between Hivos, Africa Freedom of Information Centre (AFIC), Development Gateway (DG), the Institute for Development of Freedom of Information (IDFI), Iniciativa Latinoamericana por los Datos Abiertos (ILDA), Young Innovations (YI), and OCP. The initiative is designed to provide a network to support subnational groups for ongoing peer learning for the creation of new open contracting initiatives. The evaluation team does not currently have sufficient data to report on the effectiveness of LOCI.

A number of the subnational open contracting initiatives have been supported by School of Data Fellows. In some cases, such as South Cotabato and Makueni County, this appears to have been an effective way to provide technical capacity within a subnational government to develop and implement the technical systems and to gather and streamline available data in support of new implementation. However, there are significant concerns as to how sustainable these implementations can be without the added capacity of a data fellow, or an in-house recruit or some other outsourced solution to ensure that technical capacity is available. From the outside at the time of this evaluation (May 2020), the South Cotabato open contracting portal appears to have been left partly built, with only some parts of the portal containing up to date data. Alongside these questions regarding ongoing availability of technical capacity there are also questions about how sustainable the technology platforms are that were developed within each of these subnational initiatives. It has not been possible to explore these technology and capacity questions in detail as part of this evaluation, but it is something that should be considered by these initiatives following the closure of the OUC programme.

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[20] Written correspondence with Development Gateway.

VI. Conclusions

Our review suggests that the Open Up Contracting programme and partners succeeded in finding ways to engage subnational governments to make public procurement more transparent. The programme achieved impressive achievements in bringing greater transparency to procurement in local government in the places that the programme operated. Work on increasing **participation and accountability in open contracting is more nascent** with many of the efforts to do so are in early stages. Similarly, initiatives by the programme's partners in supporting SME's owned by marginalised groups **make use of affirmative action provisions in procurement laws at subnational level** is promising.

The programme and its partners were able to demonstrate their credibility and legitimacy, whether or not the partner had prior expertise in open contracting to build relationships and trust with subnational governments to progress open contracting reforms. However, in Guatemala, it would appear that—for partners and for Hivos staff—working in partnership with local governments is not easy as some municipalities operate like feuds, a legacy of the war years; recently, many are allegedly closely linked to organised crime.[21]

Furnishing subnational governments with procurement data and greater capacity to analyse data and related legislation was shown to be an effective way for governments to address procurement issues in many cases. Furthermore, some officials were motivated by the desire to correct inefficiencies and delays revealed by their data, which suggests that an interest in improved reputation and investment climate can serve as a form of positive pressure even within a dialogue approach to government engagement.

The programme was largely successful in identifying and building relationships with government champions to provide entry points for initiating and progressing open contracting reforms. The programme and its partners were able to frame open contracting in a way which provided and responded to incentives for champions to engage.

In at least one case—South Cotabato in the Philippines—the programme appeared to be successful in deepening engagement and commitment to open contracting through a change in political administration. Moreover, the programme intelligently adopted a number of tactics to attempt to achieve this in other initiatives but we are yet to see how successful these have been as and when political transitions occur.

Programme teams were **effective and adaptive in their approaches to working with the Open Government Partnership**. This helped not only to **foster stronger incentives and political will for government engagement** but afforded attention, capacity and resources to enable changes possible that may have been beyond the means of Hivos and programme partners on their own.

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[21] Interview with CED and Ojoconmipisto

Hivos and programme partners s**ucceeded in several cases at brokering relationships and working politically to be effective at the subnational level**. However, certain opportunities for effectiveness through working politically were likely reduced by operational contracting and disbursement issues. Several partners and interviewees noted challenges related to granting in terms of timing, delay and administration. Even accounting for lags in partner contracting, there were likely potential gains in efficiency and engagement if some of the local work could have begun earlier. For instance, in Elgeyo Marakwet County in Kenya, additional time might have allowed their work to develop and or to generate further outcomes—and may also have yielded valuable learning to inform the work by other counties to realise the potential of AGPO.

VII.   Questions for consideration

These questions are designed to prompt reflection on the Open Up Contracting programme's work at subnational level:

- **How can increased transparency, capacity and relationships be built on to ensure greater and sustainable responsiveness and accountability to citizens needs and demands? How can OC move to accountability and responsiveness?**

- **Where the programme has achieved success at subnational level, this has been influenced by a range of actors and factors and in particular by success building trusting relationships. What approaches could be successful for taking what has been learned in order to scale these initiatives across other subnational contexts?**

- **How can Hivos take an ecosystems approach at a subnational level which supports both dialogue and dissent tactics, while minimizing the chances that dissent approaches will make dialogue approaches more difficult or impossible or even worse result in persecution?**

- **What more can we learn about approaches to ensure that open contracting reforms survive political transitions?**

- **How can subnational open contracting be improved through engagement with marginalised groups? How can subnational open contracting better serve marginalised groups?**

- **What can open contracting contribute to addressing bad planning, mismanagement, fraud and corruption in public procurement and poor service delivery at the subnational level? What can't it? What else is needed?**

VIII.   References

Ferrand, A. (2019). eProcurement: lessons from interventions and approaches from Emerging Economies of Eastern Europe and Western Balkans. K4D Helpdesk Report. Brighton, UK: Institute of Development Studies.

Fox, J. (2016) Scaling accountability through vertically integrated civil society policy monitoring and advocacy, Brighton: IDS.

Malena, Carmen. (2009). From Political Won't to Political Will.

Anja Rudiger, June 2018. Fiscal Transparency and Accountability - Research Note for the Fiscal Futures' Scenario Planning Workshops. International Budget Partnership.

Laws, E., and Marquette, H. (2018). Thinking and working politically: Reviewing the evidence on the integration of politics into development practice over the past decade. ODI.

IX. Annexes

Annex 1: Interviewees

Location	Name	Organisation
Global	Daniel Dietrich	Hivos
Global	Helena Da Silva	Hivos
Regional EA	Hope Muli	Hivos East Africa
Kenya	Stephanie Muchai	Hivos Kenya
Global	Tonu Basu	Open Government Partnership
Regional LAC	Anca Matioc	The Engine Room
Regional EA	Nonso Jideofor	The Engine Room
Regional LAC	Eduard Martín-Borregón	Red Palta / PODER
Regional LAC	José Rodrigo Vega	Hivos
Philippines	Vivien Suerte-Cortez	Hivos
Philippines	Benhur Pintor	School of Data
Philippines	Frei Sangil	Layertech
Philippines	Gerry Constantino	ECCP
Philippines	Zyra Fastidio	ECCP
Philippines	John Magbanua	South Cotabato BAC

Philippines	Jennifer Bretaña	South Cotabato LGU
Philippines	Daisy Avance-Fuentes	South Cotabato - former Governor
Philippines	Reynaldo Tamayo Jr	South Cotabato Governor
Philippines	Michael Canares	Step Up Consulting
Philippines	Lany Meceda	University of Legazpi
Philippines	Roel Ian "Yankee" Blanker	CSO-Mahintana Foundation
Philippines	Eugenio	CSO-integrity circle
Philippines	Carlito Y Uy	CSO- integrity circle
Philippines	Juvy Reyes, Ph.D	Notre Dame of Marbel University NDMU South Cotabato
Philippines	Ivy Ong	Open Government Partnership
Philippines	Rosa Maria Clemente	PhilGeps
Indonesia	Gita Medeita	Hivos MEL
Philippines	Rosemarie Quinto-Rey	Albay Chamber of Commerce
Philippines	Ron Van Anoche	Agro Distributor South Cotabato
Bolivia	Eliana Quiroz	Hivos
Bolivia	Leslie Salazar	MIGA
Bolivia	Estefania Rada	MIGA
Bolivia	Alex Ojeda	CESU
Bolivia	Fernando Mayorga	CESU

Bolivia	Neyza Cruz	Construir Foundation
Bolivia	Susana Saavedra	Construir Foundation
Bolivia	Gabriela Aro	La Paz city government
Guatemala	Julio Herrera	Hivos
Guatemala	Ana Carolina	OjoconmiPisto
Guatemala	H Marizza	Plaza Pública
Guatemala	Marco Loarca	SOMOS
Guatemala	Lola Vazquez	OTRANS
Guatemala	Marvin Flores	Accion Ciudadana
Kenya	Abubakar Said	URAIA
Kenya	Faith Weyombo, Wallace Mwangi	The Institute for Social Accountability (TISA)
Kenya	Alex Kyalo	Makueni County Government (Procurement)
Kenya	Zipporah Wambua	Makueni County Government (civic engagement)
Kenya	Charlene Migwe-Kagume	Development Gateway
Kenya	Odanga Madung	School of Data
Kenya	Philip Thigo	OGP Point of Contact
Kenya	Muchiri Nyaggah	Local Development Research Institute
Kenya	Sandra Waswa	Article19

Annex 2: Programme documentation

The evaluation team reviewed documentation produced by the programme and its partners which included scoping reports, partner assessments, progress reports, global and country level programme annual plans, and research commissioned by the programme. The table below lists the programme documentation reviewed for this case study.

Country scoping reports
Guatemala.pdf
Indonesia.pdf
Kenya.pdf
Philippines.pdf

Global programme documentation
Cumulative list of outcomes harvested and validated by MEL at October 2019
Adaptive Learning - Open Contracting
OUC Theory of Change & Learning Questions
Emerging outcomes at 21st May 2020
Oxford Insights. Civic action and accountability in open contracting February 2020 Draft
Handbook Open Up Contracting programme. The seven focus countries were Indonesia, the Philippines, Kenya, Tanzania, Malawi, Bolivia and Guatemala.
Muchai, S. (2017) Advancing opportunities for Women to transform their economies with Open Contracting)
Hivos Partner Survey 2019, Keystone Accountability.
Outcome Harvesting - Cumulative list OC

	Open Contracting Outcomes 2017.docx
	Open Contracting Outcomes 2018.docx
	OC planning Stories, Resources, Events, 2020
	SP & OC ToC overview
	Research Agenda
	Case on Makueni County Government Engagement v25.03.2020
	GOV STORIES HUB LATAM
	Learning Note - Engaging State Actors on Open Contracting - FINAL DRAFT
	Learning Note - Gov Engagement - SHORT.docx
	Long_OC-Direct Government Engagement master.docx
	OC-Accel - Working with Governments
	20191016 Outcome Harvesting - Cumulative list OC_EN
	Learning Note - Engaging State Actors on Open Contracting - FINAL DRAFT
Bolivia	
	2019 Summary of OC programme in Bolivia
	Annual Plan 2018
	Mapping of Actors on Open Data
	Annual report MIGA 2018-2019
	Mid-term report MIGA April 2020

	Annual report Construir Foundation 2018-2019
	Mid-term report Construir Foundation April 2020
	Annual Plan 2018 - Bolivia
Guatemala	
	Transparencia Activa / VIH
	Open Contracting Infomediaries
	Open Contracting Public Sector
	OCD Program: Outputs and Activities Latin America
	OC Annual Plan 2017 Guatemala
	Annual Plan 2018 Guatemala
	Annual Plan 2020 Guatemala
	Final report 2018-19 OjoconmiPisto
	Narrative report 2019 Plaza Publica
	Outcome statements 309 & others Plaza Publica 2019
	309 & others PlazaPublica -2019 .docx
	Annual Plan 2018 - Guatemala
	Annual Plan 2020 -Guatemala
Kenya	
	Oxford Insights. Kenya, Makueni County Draft

	Narrative reporting TISA
	Lessons Govt Engagement IEA - Kenya
	Updated MoU 26.04.2018.docx
	TISA Implementation Plan Revised.docx
	TISA Proposal.docx
	URAIA Proposal.docx
	URAIA Workplan.docx
	Annual Plan 2018 - Kenya.docx
	Annual plan 2018 Kenya and Tanzania
	Progress report - TISA.docx
	Progress report - URAIA.docx
	Uraia Q2 Progress Report.docx
	Hivos Kenya Approved 2019.docx
	Capacity Assessment - TISA.docx
	TISA Implementation Plan Revised.docx
	URAIA Workplan Final 2019 - 2020.docx
	CASE STUDY-MAKUENI - summary.docx
	TISA Q2 Narrative Report.docx
	Partner Logbook - TISA

	Partner Logbook - URAIA
	Case on Makueni County Government Engagement v25.03.2020
Malawi	
	Malawi Government stories.docx
Philippines	
	Scoping study Philippines
	There's always room for improvement: Open contracting in the province of South Cotabato
	Setting social accountability in motion in Pasig City
	Layertech Labs: Business Intelligence in Action
	Layertech Labs: Securing buy-in from the top down
	Faces of Gov South Cotabato-interview Jen
	On the road to a better procurement system in South Cotabato
	Philippines cases Working with Governments
	Capture learnings - ECCP.docx
	Partner Logbook - PHL_ECCP.docx
	ECCP - 2018 implementation plan
	ECCP - Capacity self-assessment
	ECCP - review self-assessment
	ECCP - Learning log

	ECCP - 2018 Annual report
	ECCP - First quarter 2019 report
	ECCP - Second quarter report 2019
	ECCP - 3rd Q 2019
	ECCP - Activity log
	Layertech - Contract
	Layertech - Powerpoint from an analysis of procurement of HIV Aids services requested by a local CSO
	Layertech - Capacity assessment with April 18 hand in date
	Layertech - Capacity assessment that mentions plans for 2019-2020
	Layertech activity log from April 2018 onwards
	Layertech - Longer of 2 implementation plans
	Layertech - Learning log
	Layertech - 2018 annual report
	Layertech - 1sq Q 2019
	259 & others Hivos Philippines - 2019.docx
Programme research	
	Kenya: Makueni County
	Makueni County - Civic Accountability and Open Contracting case study.pdf
	01 Case Study Report - Indonesia

| 02 Case Study Report - Philippines |
| 05 Case Study Report - Kenya |
| Citizen participation and public procurement in Latin America ILDA.pdf |
| 01 FINAL DRAFT - Synthesis OC and Inclusion Research Report DRAFT v2.0 |
| Case Study 5 - Access to Procurement Opportunities - Kenya |