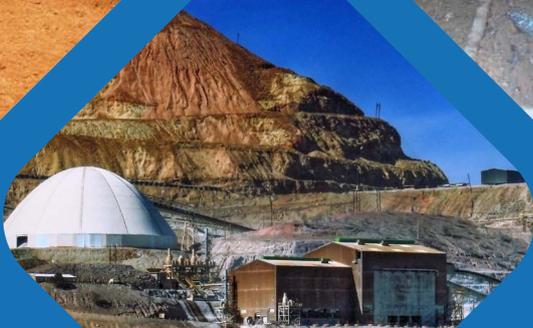


PWYP SECRETARIAT PROGRESS AGAINST

THE 2016–2018 Business Plan



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EVALUATION SUMMARY, SEPTEMBER 2019

In June 2019 the PWYP Secretariat commissioned independent consultant Brendan O'Donnell to conduct an evaluation of its work in line with its 2016 – 2018 Business Plan. This was to assess Secretariat progress made against the plan and inform the development of the next Secretariat plan. The evaluation was informed by desk research and 26 semi-structured interviews with PWYP members, Global Council and Board members, PWYP partners, donors as well as current and former Secretariat staff members.

WHAT WAS THE BUSINESS PLAN?

In 2015 Secretariat developed a Business Plan to operationalise its work under the 'Vision 2020' Strategy. The plan was intended to create a more strategic approach to the Secretariat's work and make the Secretariat more transparent and accountable to members. The plan was approved by the PWYP Global Council in 2016. The Business Plan was organised around 5 Pillars of work:

- Institutional Strengthening – including Governance, Effective Coalitions and Effective Secretariat
- Mandatory Disclosures
- EITI
- Using the Data
- National laws and policies

The PWYP Secretariat made good progress against the 2016 – 2018 Business Plan and responded effectively to crises during the period. The Secretariat played a decisive role in strengthening, defending and expanding the network, improving its organisational capacity and strengthening governance.

However progress across the pillars of the Business Plan was uneven. Working on institutional strengthening and responding to related crises absorbed at least 50% of the Secretariat resource. As a result the PWYP Secretariat did not meet the expectations of the plan and PWYP members in relation to supporting advocacy. Respondents felt that the Secretariat needed to rebalance governance and advocacy support for the network to enable greater network impact, with the Secretariat taking a more active advocacy convening role.

The 2016 – 2018 Business Plan was a useful first step in creating a more strategic and transparent approach, but it did not sufficiently define nor reflect the work of the PWYP Secretariat. The plan did not adequately capture how resources were being allocated, nor the pressure that the Secretariat was under to meet the expectations of different stakeholders. As a result, discussions were not sufficiently triggered amongst PWYP governance bodies about how to prioritise and focus Secretariat resource and how to support the Secretariat in making difficult resource choices. The plan was also insufficiently specific about the Secretariat's roles, giving rise to unmanageable expectations, and was insufficient in reflecting the evolving advocacy priorities of the broader network.

WHAT DID THE EVALUATION FIND?

The **PWYP Secretariat** made good progress against the **2016 – 2018 Business Plan** and responded effectively to crises during the period.



The Secretariat played a decisive role in **strengthening, defending and expanding the network**, improving its organisational capacity and **strengthening governance**.

THE SECRETARIAT made good progress in **coordinating Mandatory Disclosure** campaigning and in capacity building on the use of data. It also provided **essential support to members** working on the **Extractive Industries Transparency Initiative (EITI)**.

50%

of the **Secretariat resource** were absorbed in working on **institutional strengthening** and **responding to related crises**

Respondents felt that the **Secretariat** needed to **rebalance governance** and **advocacy support** for the **network** to enable greater network impact, with the **Secretariat** taking a more active **advocacy convening** role.



As a result the **PWYP Secretariat** did not meet the **expectations** of the plan and **PWYP members** in relation to supporting advocacy.

2016 – 2018 Business Plan

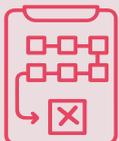
was a useful first step in creating a **more strategic and transparent approach**, but it did not sufficiently **define nor reflect the work of the PWYP Secretariat**



The **plan** did not **adequately capture** how resources were being allocated, nor the **pressure** that **the Secretariat was under** to meet the expectations of different stakeholders.



Discussions were not **sufficiently triggered** amongst **PWYP governance bodies** about how to prioritise and focus **Secretariat resources** and how to support the Secretariat in making difficult resource choices.



The **plan** was also **insufficiently specific** about the **Secretariat's roles**, giving rise to unmanageable expectations, and was insufficient in reflecting the **evolving advocacy priorities** of the **broader network**.

THREE KEY RECOMMENDATIONS



1. STRENGTHENING NETWORK IMPACT

The PWYP Secretariat needs to rebalance governance and advocacy support for the network to enable greater network impact, with the Secretariat taking a more active advocacy convening role.



2. IMPROVING OPERATIONAL PLANS

Future operational plans need to be more specific about Secretariat's resource commitments, priorities, role, function and objectives, as well as better reflecting the advocacy priorities of the broader network.

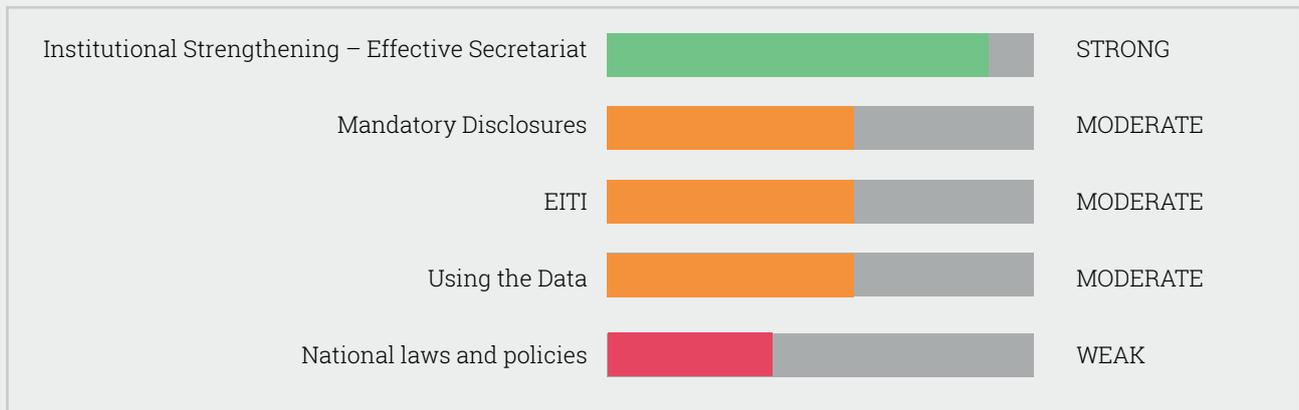


3. STRENGTHENING THE CONTRIBUTION OF GOVERNANCE BODIES

Governance bodies (PWYP Global Council, Board and Africa Steering Committee) can strengthen support to the Secretariat to ensure effective implementation of the new Vision 2025 Strategy.

PROGRESS AGAINST THE 2016 – 2018 BUSINESS PLAN

Despite flaws in the Business Plan the PWYP Secretariat made good overall progress across pillars.



INSTITUTIONAL STRENGTHENING

Much of the PWYP Secretariat’s resource during the 2016 – 2018 period was focused on institutional strengthening and the Secretariat made excellent progress on this pillar of the Business Plan. Respondents felt that the Secretariat had played a decisive role in strengthening, defending and expanding the network, improving its organisational capacity and strengthening governance



“The institutional backbone was missing. Now it’s there. It was a good strategic decision by the Secretariat to get the backbone in place and the Secretariat team in a stronger place.”

PWYP Global Council member



Respondents felt that his work was important and necessary – improving the health and functionality of the network through stabilising and consolidating network structures and strengthening governance was an important priority. The work involved building trust between network members, ensuring a functional PWYP Secretariat (following the transition of PWYP from a hosted initiative to a stand-alone organisation in September 2015), strengthening the governance standards of coalitions, securing new funding, developing a new network strategy for 2020-2025 and responding to a number of crises in network governance and crackdowns against members in a context of closing civil society space.

Outcomes included strengthened Global Council and Board structures, a new 2025 strategy, fit-for-purpose legal status and compliance with charity regulations. The Secretariat was highly effective in strengthening network governance

standards and processes. Secretariat teams, management, communications and planning were strengthened. The financial base of the network was strengthened, and re-granting extended. Links with partners were extended.

MANDATORY DISCLOSURE

The Secretariat also made good progress on coordinating Mandatory Disclosure advocacy across a cluster of motivated members. The Secretariat was effective in providing coordination of and fundraising for Mandatory Disclosure work for motivated members, while the mixed outcomes of Mandatory Disclosure advocacy were beyond the control of the Secretariat. A lack of progress in advancing Mandatory Disclosures in BRICS countries reflected a lack of local demand.

EITI

The Secretariat also made good progress in supporting aspects of the EITI work - particularly by dealing effectively with a series of crises and providing essential leadership in protecting civil society space within the initiative. At a national level, the Secretariat supported members with EITI governance challenges and acted as a conduit to the international Board. While the Secretariat supported International Board members, staff changes interrupted consistency of support. Given resource demands, changes in staffing and a Business Plan that was insufficiently specific, the Secretariat was unable to meet members expectations of EITI work, including in creating long term vision, strategy and strengthening national level effectiveness, nor in providing consistency of support to the EITI CS Board members. EITI work occupied a significant portion of the Secretariat's capacity, while expectations

went beyond what was feasible for it to deliver. The Business Plan was not specific enough about the Secretariat's role and contribution to EITI work and therefore encouraged some unmanageable expectations.

DATA USE

The PWYP Secretariat also made a useful (if niche) contribution to enabling the network to use data through the Data Extractors project. The overall pillar objective was a movement aspiration (more accountability in the extractive sector and stronger development outcomes as a result of data use) rather than a Secretariat deliverable, and within that context the Secretariat contribution was niche. The Secretariat ran the Data Extractors programme effectively, generating useful learning and fostering data analysis skills development among members. However, members involved wanted to use contextually relevant data beyond the mandatory disclosure data focus of the project. More broadly, the Secretariat needed to take a more context sensitive, systematic and networked approach to capacity building that did not assume any particular tool (e.g. data) as the starting point, but focused instead upon advocacy needs identified by members.

NATIONAL LAWS AND POLICIES

The PWYP Secretariat made weaker progress against the pillar on national laws and policies. While members reported valuable advances against this goal and the positive role of Regional Coordinators, Secretariat progress was limited as it was not possible to support the 40-plus national coalitions directly and the pillar was misconceived. Respondents reported challenges for PWYP Regional Coordinators in supporting advocacy, and suggested that their roles should be reviewed in light of the Vision 2025 strategy.



RECOMMENDATION 1

STRENGTHENING NETWORK IMPACT

The PWYP Secretariat needs to rebalance governance and advocacy support for the network to enable greater network impact, with the Secretariat taking a more active advocacy convening role.



“There was a cost to institutional strengthening. Advocacy coordination took a back seat for a couple of years – except for the EITI work.”

PWYP Coalition Member

“Improving governance and strengthening the coalition was a big, positive change – credit to the Secretariat. The challenge now is to follow-through with political engagement and change-making. The next steps are to have more impact, more voices from the network and enable others to step forward and lead”.

PWYP Coalition Member



The evaluation found that while the PWYP Secretariat made a significant overall contribution to securing progress across the areas of work and responded highly effectively to unforeseen crises during the 2016 – 2018 period, it did not meet the expectations of

the Business Plan and of some interviewees in relation to supporting advocacy and addressing broader advocacy capacity gaps (beyond a niche data use project). It was felt that insufficient resource was available for advocacy support because of the resource demands of institutional strengthening, and that the Business Plan did not reflect the evolving the priorities of coalitions and regions in the broader network.

Respondents felt that the Secretariat needed to rebalance governance and advocacy support for the network to enable greater network impact, with the Secretariat taking a more active advocacy convening role. The Secretariat needed to shift further towards providing advocacy support for coalition and regional priorities, as well as strengthening its working in facilitating members to mobilise around international advocacy opportunities beyond the EITI.

Respondents also identified a need for further knowledge management, connectivity and shared learning, and for more support to enable the network to lead on content issues and advocacy.

Detailed recommendations – a more active advocacy convening role for the PWYP Secretariat

The Secretariat should:

- Articulate a clear approach to supporting advocacy capacity, based on the advocacy priorities identified by members
- Connect members and coalitions with shared interests to multiply effect
- Strengthen its ability to connect members and coalitions with shared interests in order to harness expertise, knowledge and resource of coalitions and members for change.
- Enable further network leadership on thematic areas, so that expert and motivated members and coalitions should be supported and enabled to lead on content areas for the network
- Base capacity building support on advocacy gaps identified by national coalitions within regions. Capacity building support should be brokered by the Secretariat in line with gaps identified by national coalitions in their advocacy strategies.
- Strengthen knowledge management, connectivity and shared learning
- The Secretariat should strengthen internal communications within the network by formalising working groups, compiling an accessible database of leadership and expertise, strengthening knowledge management and publishing a newsletter.
- The Secretariat should also strengthen its work in identifying, elaborating and sharing stories of challenge and impact across multiple contexts in order to support collective understanding about how change happens.





RECOMMENDATION 2

IMPROVING OPERATIONAL PLANS

Future operational plans need to be more specific about Secretariat’s resource commitments, priorities, role, function and objectives, as well as better reflecting the advocacy priorities of the broader network.

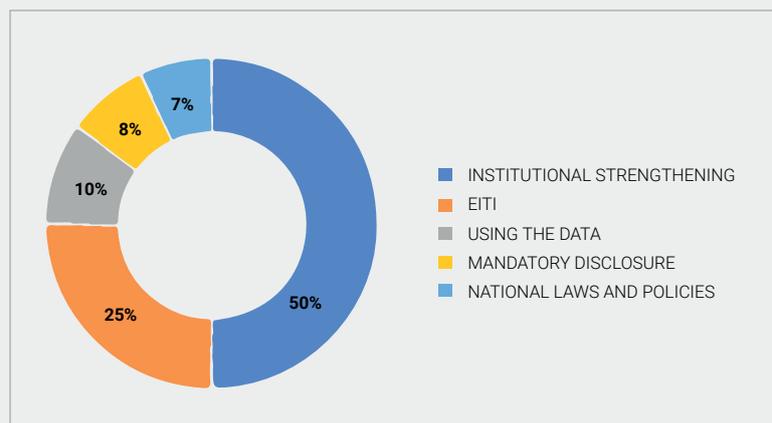
Respondents felt that the 2016 – 2018 period demonstrated how the PWYP Secretariat can be pulled in many directions at any one time – trying to manage the multiple perspectives of over 700 members in more than 40 countries and trying to align resources of the network to influence change at multiple levels. The Business Plan was a useful first step in creating a more strategic and transparent approach, but it did not sufficiently define nor reflect the work of the Secretariat. Future operational plans need to be more specific about Secretariat’s resource commitments, priorities, role, function and objectives.

PWYP Secretariat Resource Use During the Business Plan Period 2016 – 2108

During the 2016 – 2018 period much of the PWYP Secretariat’s attention was focused on the Institutional Strengthening pillar of the Business Plan, responding to an urgent need to stabilise and consolidate network structures and strengthen governance. This work (and responding to related crises) absorbed at least 50% of the Secretariat resource during the period – limiting the resource available

for other areas. The Business Plan neither anticipated the resource necessary to deal with crises nor the resource demands involved in strengthening network health. Between crises and institution building the Secretariat’s resources were squeezed. As a result, the Secretariat was less able to work across all five Business Plan pillars. In practice the Secretariat resource use looked something like this:

Proportion of PWYP Secretariat time focused on 2016 – 2018 Business Plan Pillars (Staff estimate)



Other Gaps in the Business Plan

Additionally, respondents felt that the Business Plan did not sufficiently

- define which of the pillars were the priority – and the subsequent focus of the Secretariat.
- distinguish between the objectives of the Secretariat and the network, sometimes over-committing the Secretariat to network deliverables
- reflect the (evolving) advocacy priorities of the broader network
- detail the Secretariat's role and contribution - therefore encouraging unmanageable expectations
- make visible decisions about trade-offs in what was possible for the Secretariat to support and drive, nor enable governance bodies to support Secretariat in these decisions

Detailed Recommendations - More responsive and specific operational plans

The PWYP Secretariat will need to be more explicit about where it will be focusing its limited resources to strengthen the impact and effectiveness of the movement and where it will be connecting and facilitating members to work together. New operational plans will need to be more specific too about who – members, governance bodies and Secretariat – is responsible for delivering which outcomes.

- Future operational plans require greater specificity about Secretariat resource, roles and priorities.
- Operational plans should distinguish between network objectives and Secretariat objectives
- Plans should include a monitoring, evaluation and learning framework that operates at two levels – Secretariat and network
- Plans should better predict and reflect resource use: including the demands of institutional strengthening and resource needed to respond to crises of civic space.
- The Secretariat should create space for plan changes to respond to learning, changes in remit and context
- The Secretariat should enable resource trade-offs to be visible to enable Governance bodies to support decisions on these. This should help avoid the Secretariat being swamped by governance issues



RECOMMENDATION 3 STRENGTHENING THE CONTRIBUTION OF GOVERNANCE BODIES

Governance bodies (PWYP Global Council, Board and Africa Steering Committee) can strengthen support to the PWYP Secretariat to ensure effective implementation of the Vision 2025 Strategy

The five pillars of the 2016 – 2018 Business Plan and related indicators did not adequately capture how resources were being allocated and the pressure that the PWYP Secretariat was under to meet the expectations of different stakeholders (coalition members, donors, governance bodies and partner organisations).

This also meant that discussions were not sufficiently triggered at Global Council and Board level about how to prioritise and focus Secretariat resource (financial and human) and where the Secretariat had the backing of Governance bodies to draw a line or say ‘no’. PWYP Governance bodies should play a more active role in supporting the Secretariat in making these decisions using a more explicit operational plan as the basis.

This is especially important in the context of the new Vision 2025 strategy. The Vision 2025 strategy moves the network further beyond its original focus on international norm setting on data disclosure and towards a broader focus on four global, collective goals,

reflecting the complexity of the processes of change in the more than 40 countries in which PWYP has coalitions. It also reflects a desire within the network to focus on trying to support coalitions to drive change at multiple levels, to move from transparency to accountability.

Operational plans to implement the Vision 2025 Strategy will need to reflect these changes while Governing bodies will have to play a more active role in supporting the Secretariat to make difficult resource decisions, given the broadening remit of the network and the need for further advocacy support to ensure network impact.



“Coalition governance work is huge and hard work, but it is necessary to the connective fabric of the network. It isn’t a ‘sunk cost’ – but the Secretariat should seek the authority to draw some red lines. There will need to be trade-offs.”

PWYP Global Council Member



Detailed recommendations to PWYP Governance Bodies

PWYP Governance bodies should support the PWYP Secretariat by:

- Strengthening support to the Secretariat to manage expectations of coalitions and members given the broadened remit of the Secretariat and the network
- Recognising that the Secretariat has finite resources and will have to prioritise how it uses resources for greatest collective impact
- Reviewing Secretariat progress to support decision-making about trade-offs in the Secretariat's focus and resource use
- Play their full role in governing the network by addressing governance crises and coalition dysfunction, so that these crises do not absorb the Secretariat's resource and significantly impact on the Secretariat's ability to support progress on other elements of the 2020 – 2025 strategy.









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