

# **OSF FISCAL GOVERNANCE PROGRAM CLOSE-OF-PROGRAM EVALUATION**

**NATURAL RESOURCE GOVERNANCE  
OUTCOMES REPORT  
AUGUST 2021**



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# INTRODUCTION

As part of the wider FGP Close-of-Program evaluation effort, this report leverages portfolio reviews, internal documents, a survey of grantee partners, Outcome Harvesting workshop discussion, and in-depth interviews with grantees, OSF EJP team members, peer funders, and external actors to summarize the key outcomes of the Natural Resource Governance (NRG) portfolio from 2013–2020, and examine FGP’s role in supporting its grantee partners to achieve intermediate and longer-term outcomes.

## EXECUTIVE SUMMARY

### Outcomes

- NRG grantees made notable progress on 13 intermediate & high-level outcome categories, across NRG’s 5 portfolio goals: building capacity for civil society, enhancing relevancy of & quality of data, cultivating political will, advancing the adoption & implementation of norms, and maximizing natural resource wealth.
- NRG grantees report the most evidence of progress in relation to the formation of partnerships and coalitions, as well as significant progress in public sector policy or norm change. By far, the most challenging outcome category for NRG grantees to progress towards was establishing political will.

### Effective Roles of Funders

- FGP adopted many roles that supported the NRG field, including seed funder, donor influencer, flexible funder, thought partner, capacity builder, convener, and innovator.
- Although attributes of effective grantmaking remain consistent – such as flexibility, trust, thought partnership – not all grantees experienced FGP support in the same way.

### Sustaining Outcomes

- FGP achieved outcomes towards all of its NRG portfolio goals, but there is much work yet to be done in terms of sustainability.
- Early indicators of NRG outcome sustainability include: local champions, local ownership of issues, cross-sector and public awareness, infrastructure and enforcement of policies, and behavior change among public officials.
- In thinking about the sustainability of funding, there are trade-offs regarding OSF’s frontier role as the seed funder of the NRG field and the potential over-reliance of anchor grantees.

# NRG BACKGROUND

Since the late 1990s, OSF has been at the forefront of funding the now vibrant natural resource governance field that we see today. When OSF initially seeded the field, there was virtually no political debate or civil society engagement around the “resource curse” phenomenon and its pernicious impacts on governance and development in oil, gas, and mineral-rich countries around the world.

OSF was the first major donor to begin cultivating serious third party engagement on natural resource governance issues, from initial support to groups like Global Witness that began exposing grand corruption in oil-rich countries on the global stage, to co-founding, hosting and eventually spinning off the global Publish What You Pay Coalition and Natural Resource Governance Institute (formally known as Revenue Watch), which are leaders in developing civil society research and global advocacy capacity.

Prior to 2013, the work within this portfolio was primarily funded through a combination of President’s and [Board] Chairman’s grants, with minimal central oversight and no specific strategic objectives attached to particular grantees, or to the portfolio as a whole. While these grants and this priority area was devolved to FGP with the creation of the program, OSF Presidents and Chairman stayed as the primary decision-makers on NRG anchor grantees throughout the life of the program.

**From 2013–2020, NRG was the largest portfolio of the Fiscal Governance Program, comprising more than half of FGP grants. NRG grantee partners focused on the problems of finite natural resources being poorly managed by political elites; secrecy enabling grand corruption of an exceptional size and scale; corporations not paying their “fair share” for these resources and people in resource-rich countries not benefiting from and often being harmed by resource extraction.**

The underlying hypothesis of FGP’s support to this field was that through increased public scrutiny of the natural resource sector (made possible through investigative research and data disclosure) and technical support to governments managing a highly complex sector, governments will better manage their resource wealth to benefit the broader population, and companies will pay more of their fair share in countries where they operate. Moreover, FGP noted that the scale of profits to companies versus revenue (ie-tax) to governments in the extractive field is one of the most egregious and pernicious examples of multinational corporation abuse of low and middle income countries; with the assumption that progress or resolution

here could chart a new course for MNC operations in LMICs. Despite the heavy focus on natural resource revenue transparency in particular, NRG grantees' activities were much broader, including the provision of technical assistance to governments; supporting community-level campaigns for free, prior, and informed consent [FPIC]; and working to hold public officials accountable for corruption.

**Over the course of seven years, OSF's FGP provided NRG grantees with a total of \$78,249,878.** Ninety percent of the NRG budget went to five core anchor grantees: Natural Resource Governance Institute (NRGI), Publish What You Pay (PWYP), Oxfam America (Oxfam), Global Witness (GW), and the ONE Campaign. Please see the [Appendix](#) for a list of NRG grantee partners & funding amounts.

The decision to dedicate the majority of FGP spending and resources to the NRG field was based on a leadership mandate. Therefore, FGP's biggest decisions in this field were not necessarily related to grantmaking, given the anchor partners constitute nearly 90% of the NRG portfolio spending and four of the five anchor organizations were known as "legacy" or "inherited" grantees. Rather, the strategic decisions were related to when and how to exercise influence over both organizational and

strategic matters in the extractives-focused work of these organizations, when to support modest usually one-off gap fillers to complement the anchor grants, and how to help strengthen the dynamism and independence of the field overall.

As the NRG portfolio review excerpt below conveys, OSF had a tremendous influence on the field of natural resource governance, through FGP.



Without trying to overstate our place in this field, it is nevertheless difficult to imagine what it would look like without OSF. We've established the field, been a direct advocate, and have shaped the donor community. OSF incubated two of the most prominent field actors – the Natural Resource Governance Institute and Publish What You Pay – and we were deeply involved in the creation of the Extractive Industries Transparency Initiative. Several FGP staff members have worked directly for grantees and have known the main players for more than a decade, giving us unique insight into both the strategic and organizational landscape of the field."

- NRG Field Portfolio Review, 2017

# NRG PORTFOLIO GOALS

Throughout the tenure of the NRG portfolio, FGP remained committed to the belief that the extractive industries play an outsized role in contributing to corruption and poverty in low and middle income countries and thus, better governance in this field will also have an outsized impact.

## **The most recent FGP 2018–20201 strategy specified the following medium term goals for the NRG portfolio:**

- 1.** Build capacity for civil society to advocate for improved use, management, and transparency of natural resource governance
- 2.** Enhance relevancy and quality of extractives data disclosures to more adequately address the data use needs of policymakers, advocates, media, and civil society organizations
- 3.** Cultivate political will for domestic policymakers and key corporate actors to champion better management of natural resources
- 4.** Advance adoption and implementation of formal and informal extractives transparency norms
- 5.** Improve more low income governments' ability to maximize natural resource wealth and translate it into public goods

# RETROSPECTIVE OUTCOME EVALUATION

The following sections review key outcomes of the NRG portfolio from 2013–2020 in response to the following evaluation question and sub-questions:

## **What were the key outcomes from FGP’s work in relation to Natural Resource Governance from 2013–2020?**

- **To what extent are these outcomes sustainable?**
- **How, if at all, did FGP support contribute to or hinder these outcomes?**

## METHODOLOGY OVERVIEW

To identify FGP’s NRG outcomes, the evaluation team adapted a methodology known as “Outcome Harvesting,” including the following steps:

1. **Outcome mining:** In collaboration between the FGP team and I2I evaluation team, grantee partner reports were “mined” for *all* self-reported individual outcomes included in grantee proposals and reports between 2013–2020 and input into FGP’s outcome database.
2. **Outcome mining analysis:** Then, all reportedly “achieved” NRG outcomes were filtered, sorted, and thematically grouped into categories, to ascertain “intermediate” or “high-level/longer-term” outcome themes.
3. **Grantee survey to validate outcome descriptions:** With these categories, a grantee partner survey was developed to identify the extent to which grantees made progress on these categories of intermediate and high-level outcomes.
4. **Outcome substantiation via interviews with grantee partners and external actors:** Outcomes were then “substantiated” through an Outcome Harvesting workshop (which included all NRG anchor grantee partners) and in-depth interviews with a purposive sample of NRG grantee partners and external actors to further contextualize outcomes and the role of FGP in enabling or hindering them.

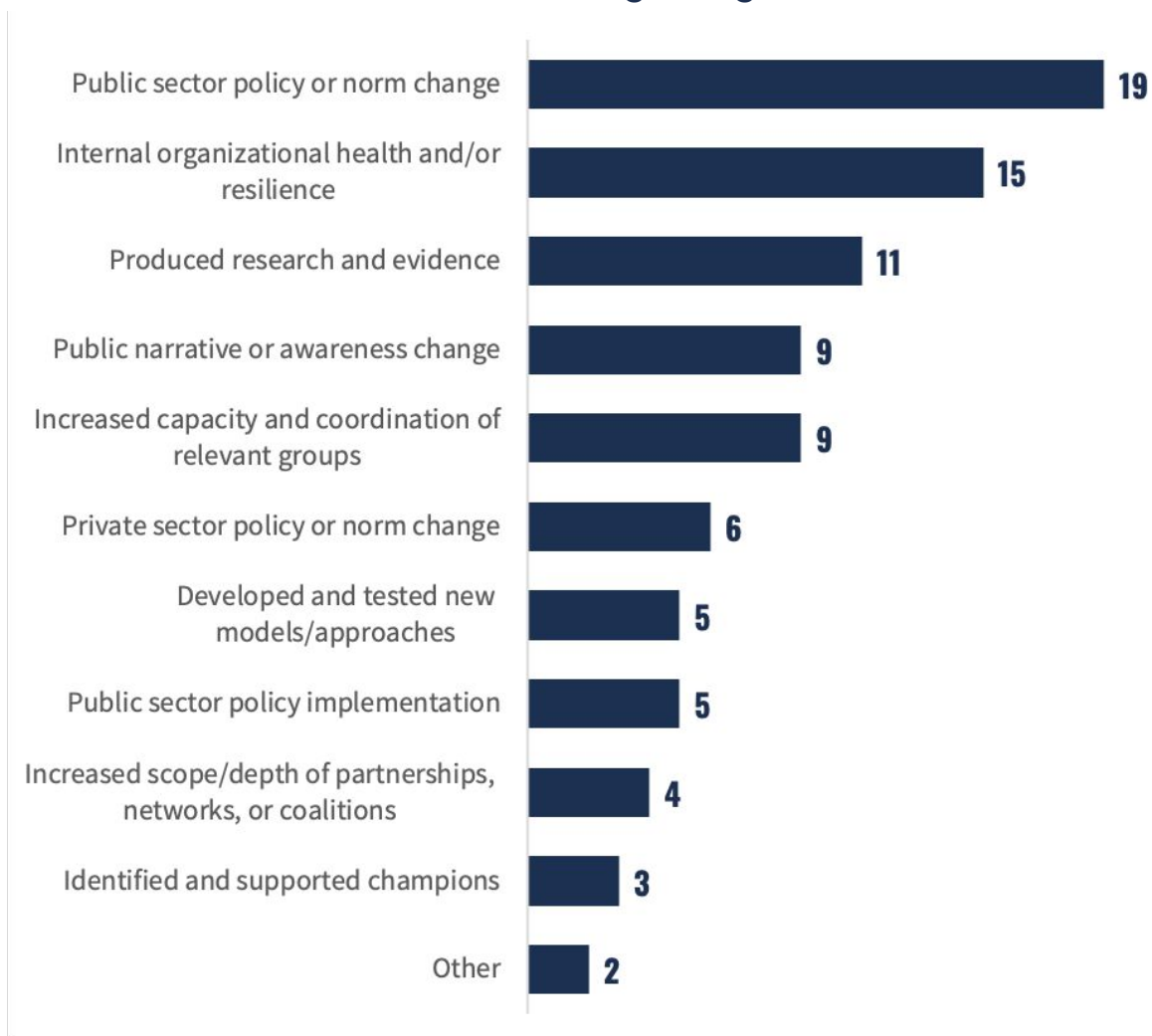
It is important to note that this evaluation is not –and was explicitly intended not to be – an assessment of grantees’ performance on achieving outcomes. Rather, data collection was focused on the grantee outcomes *related to FGP’s grantmaking and portfolio strategy*. Please see the [FGP Evaluation Methods](#) report for more details on methodology.



# OUTCOME MINING RESULTS

Outcome mining of grantee proposals submitted by NRG grantees identified a total of 88 outcomes (measured by 408 unique indicators) that grantees sought to achieve from 2013–2020.

**For the purpose of outcome harvesting, the evaluation team grouped these individual outcomes into the following categories:**



As a grantmaking practice, OSF FGP purposefully did not require grantee partners to commit to specific OSF–predetermined outcomes. Rather, FGP encouraged grantee partners to set audacious goals related to long-term thinking about their impact on the field and think about progress towards these over a particular grant period. Instead of asking grantee partners to track predetermined indicators towards outcomes, they were more interested in evidence of progress and strategic learning.

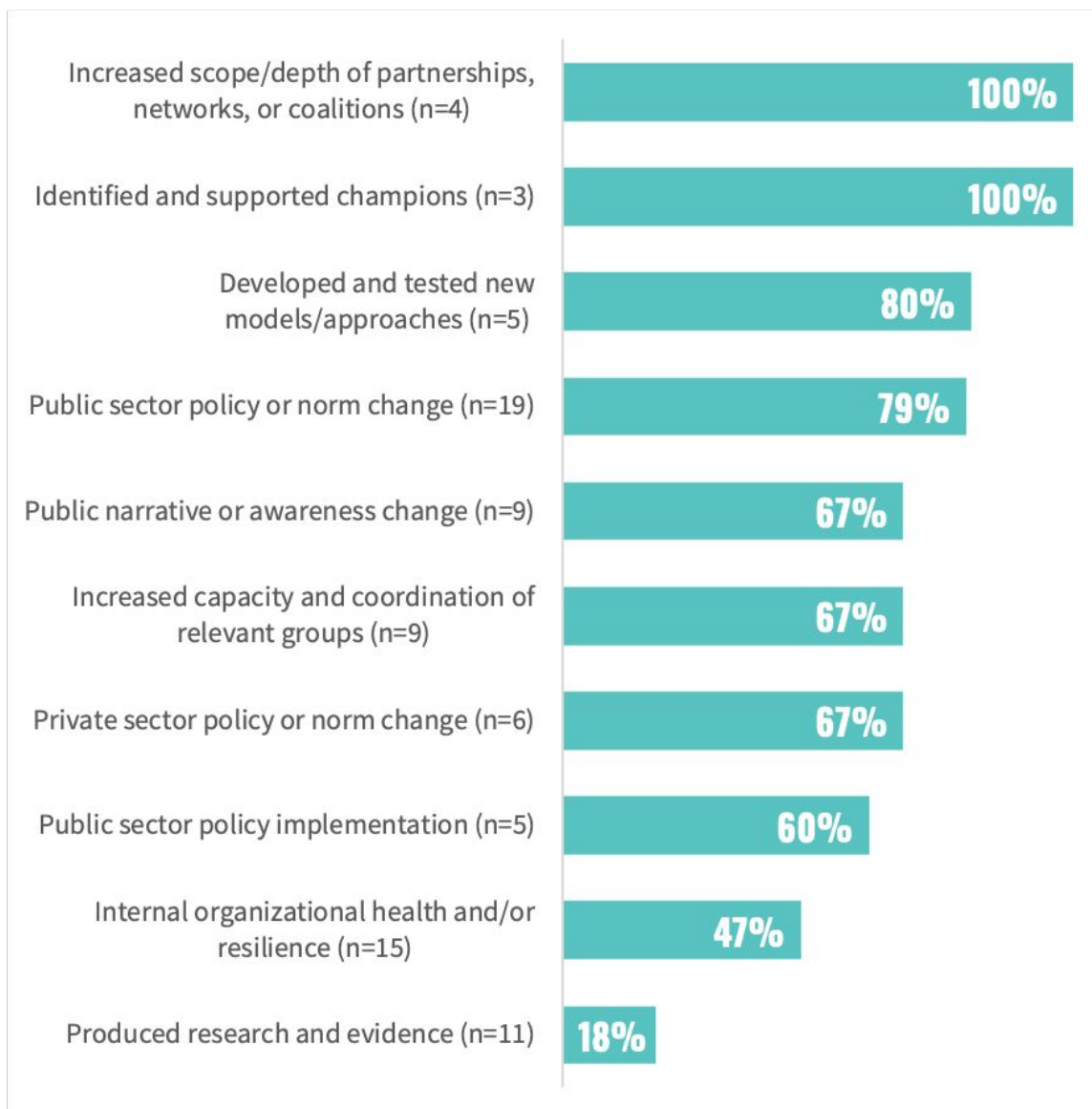
**FGP’s flexibility and willingness to invest in innovation allowed for grantee partners to be emergent in their theories of change, responsive to needs and opportunities, and innovative in their approaches** (Please see the [Grantmaking Practices Report](#) for more details on FGP’s grantmaking approach and philosophy). As such, grantees used their own language to frame outcomes and results, and allowed for the evolution of outcomes and work over the life of the individual grants.

# GRANTEE SELF-REPORTED RESULTS

At the end of each grant period, grantee partners submitted final reports summarizing the results of their work, which were systematically reviewed to track outcomes initially set forth in proposals.

In final reports, NRG grantee partners reported results for the majority of outcomes (64%) that they planned to achieve. The outcome categories with the highest levels of success reported in the final reports included: increasing the scope and depth of partnerships, networks, or coalitions (100%); identifying and supporting champions (100%); developing and testing new models or approaches (80%); and public sector policy or norm change (79%).

## Percentage of results achieved for each outcome category based on NRG final reports:



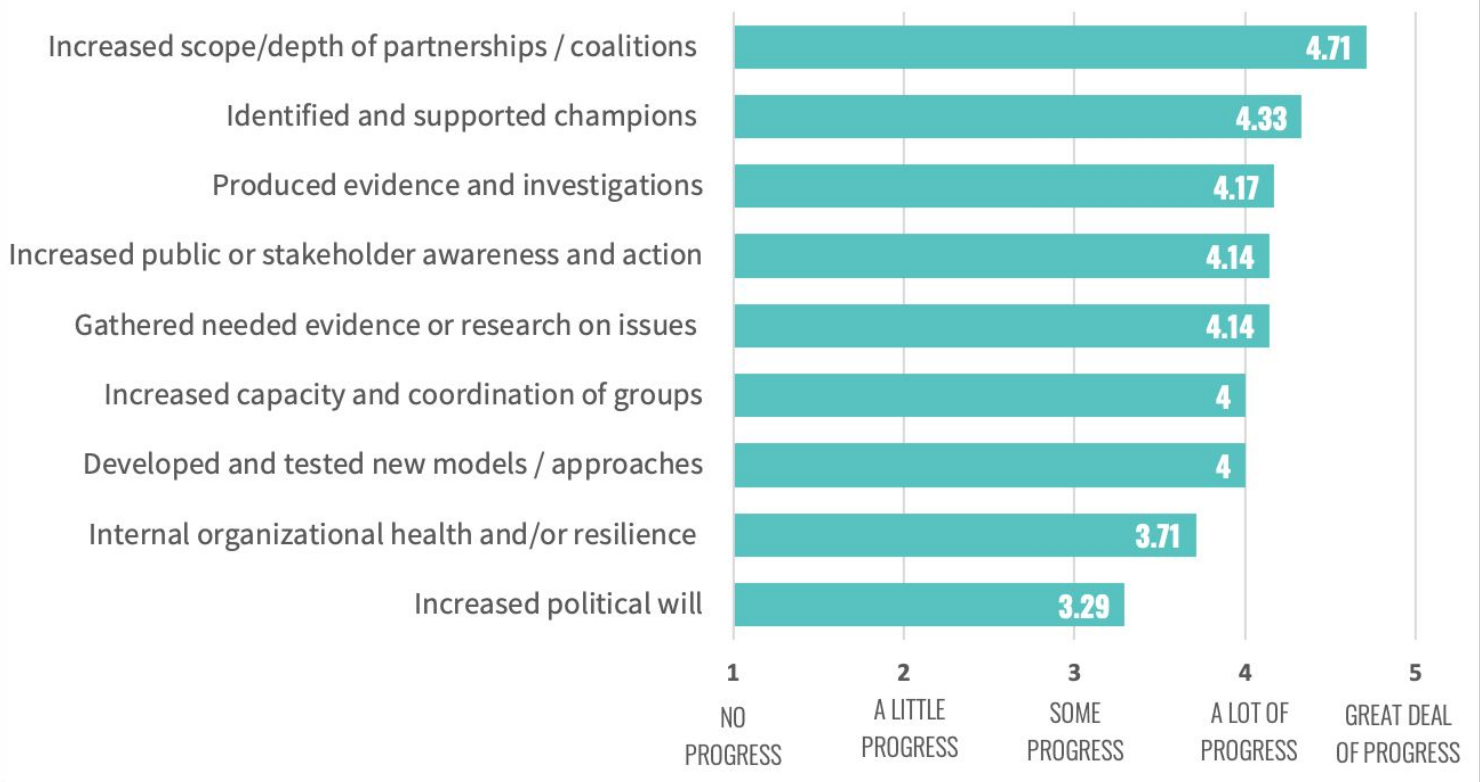
Results from this outcome mining exercise represent a synthesis of outcomes reported by grantees based on the initial outcomes they set to achieve. Given outcome mining was *not intended to be an assessment* of outcomes, data collection from grantee partners provided more context about the depth of outcomes, including milestones and on-going progress towards their longer-term impact goals.

# OUTCOME HARVESTING RESULTS

On average, NRG grantees surveyed reported making at least some progress on intermediate outcomes (see chart below), which are described by grantee partners as pre-conditions for the higher-level impacts they are seeking to achieve.

Survey respondents reported achieving the most progress on intermediate outcomes related to increasing the scope and depth of partnerships, networks, and coalitions and identifying and supporting champions inside relevant systems and institutions (mirroring self-reported results from the outcome mining).

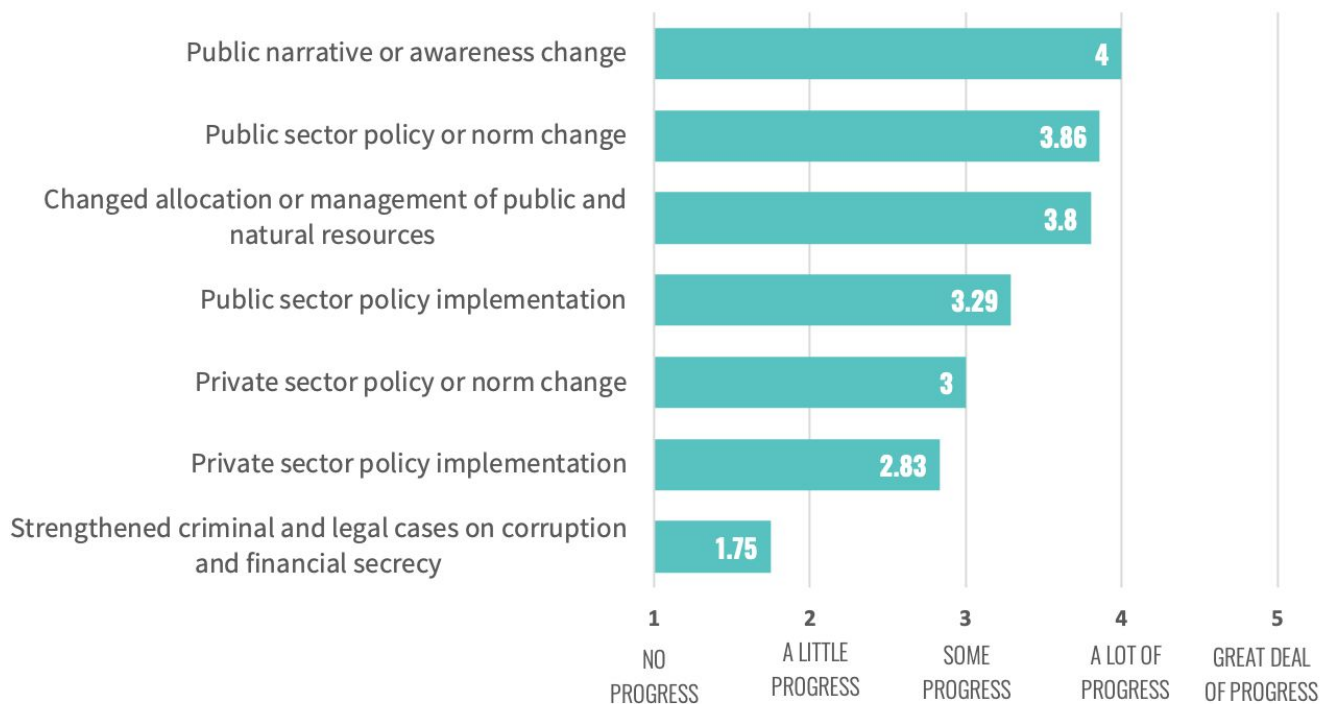
**On a scale of 1-5, NRG grantees rated the following progress on intermediate outcomes:**



NRG grantee survey respondents also reported on their progress related to high-level impacts. The most progress was indicated for public sector narrative or awareness change, public sector policy or norm change, and changes in allocation or management of public and natural resources.

On average, grantee partners made the *least progress* on high-level outcomes related to private sector policy or norm change, private sector policy implementation, and strengthening criminal and legal cases on corruption and financial secrecy.

**On a scale of 1-5, NRG grantees rated the following progress on high-level impacts:**



During Outcome Harvesting workshops, NRG anchor grantees expressed the survey results largely reflect the ecosystem approach necessary to achieve lasting systems-change in terms of more transparent, equitable, and accountable natural resource governance. They emphasized how **all of these outcome categories** are necessary ingredients to change.

**“ There have been major wins in this space, which OSF has helped with, but it takes a lot of banging on the door and behind the scenes work. It takes a lot of effort over the course of many years to make a change. These outcomes are all necessary ingredients to achieve the change.”**

-Grantee Partner during OH workshop

# NRG GRANTEE OUTCOMES WITHIN PORTFOLIO GOALS

Outcome categories that emerged from outcome mining and were validated through the survey, workshop, and interviews fit within the framework of the five medium-term NRG strategic portfolio goals.

## 1 BUILD CAPACITY FOR CIVIL SOCIETY

### *Outcomes towards goal:*

- Improved organizational capacity
- Increased coordination of relevant organizations & agencies
- Built and strengthened coalitions

## 2 ENHANCE RELEVANCY & QUALITY OF DATA

### *Outcomes towards goals:*

- Conducted research
- Produced evidence or investigations

## 3 CULTIVATE POLITICAL WILL

### *Outcomes towards goal:*

- Increased public awareness
- Leveraged external events
- Identified and supported champions
- Engaged in direct advocacy & agenda setting

## 4 ADVANCED ADOPTION & IMPLEMENTATION OF NORMS

### *Outcomes towards goal:*

- Public sector policy & norm change
- Private sector policy & norm change
- Policy implementation

## 5 MAXIMIZE NATURAL RESOURCE WEALTH

### *Outcomes towards goal:*

- Increased revenue in public budgets

The following sections leverage mixed-methods data sources to summarize progress towards outcomes within the context of the NRG portfolio goals.

# EVIDENCE OF OUTCOMES

## 1 | BUILD CAPACITY FOR CIVIL SOCIETY

One of the NRG portfolio's primary goals was to build capacity for civil society to advocate for improved use, management, and transparency of natural resource governance.

**This evaluation identified the following outcomes related to this goal:**

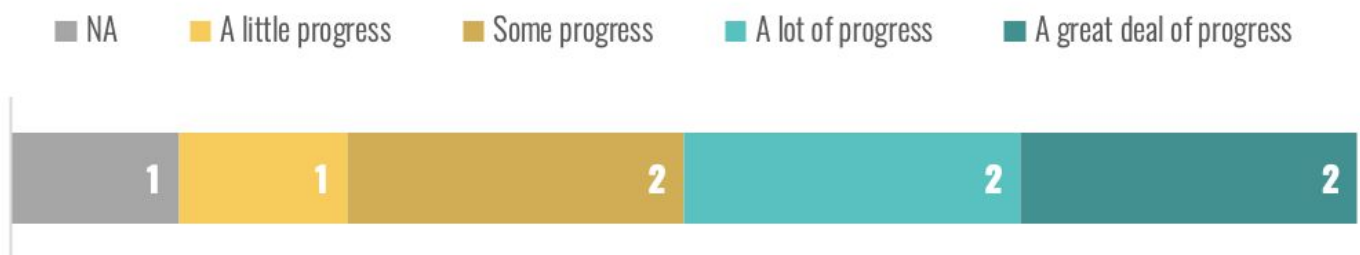
1. Improved organizational capacity
2. Increased coordination across civil society organizations
3. Strengthened civil society coalitions

### IMPROVED ORGANIZATIONAL CAPACITY

Sufficient internal capacity of organizations is an important prerequisite to enable grantee partners to achieve their goals. Please see the "Organizational Health" section of the [Grantmaking Practices Report](#) to learn more about how OSF supports its grantee partners' internal operations, capacity, and resilience.

Half of NRG grantees surveyed reported making "a lot" or "a great deal of progress" in terms of their internal organizational health and/or resilience (e.g., increased internal capacity, improved infrastructure or internal processes).

**On a scale of 1-5, NRG grantees rated their progress on internal organizational health and resilience.\***



\*Due to small sample size, grantee survey results are shared in frequencies of grantee responses (rather than percentages)

Grantee partners explained how internal capacity enabled them to **allocate resources to the fight and put pressure on policy-makers**.

“**Nothing would happen without... increased capacity of our own organizations from grants from OSF.** One cannot put resources into affecting policy change and putting pressure on policy makers without critical funding to help us allocate resources to the fight.”

–Grantee Partner during OH workshop

Many NRG grantee partners emphasized the **importance of MEL training and advice for enabling them to think more critically about their work** and how to know whether or not they are making progress towards their theories of change or action. Grantee partners also noted that MEL related training and events allowed them to connect them with other NRG partners in more field-wide strategic learning. See the [Grantmaking Practices report](#) for more insights about FGP’s technical assistance and MEL support.

“I would identify the issue of flexibility and willingness of the FGP team to be open to changes coming from emerging issues. OSF’s partnership has been very positive and useful to us as an institution. **The MEL training was very useful for our internal learning. It allowed us to coordinate with other partners, which was very useful.** In our experience, this non-financial support has been respectful with us, well-focused, timely, and very useful. That has been a positive experience on our side.”

–Grantee Partner Interviewed

Outcome mining of final reports identified several examples of improved organizational health and capacity. For example, at least partly attributed to FGP’s financial and technical support, **PYWP reported being better positioned to fundraise and manage its staffing needs sustainability**. The PYWP Secretariat also reported having the resources to produce a clear, compelling vision and sense of direction for 2020–2025 with a framework for monitoring impact and learning, as well as the 2019 global strategy outlining specific priorities for the Secretariat.

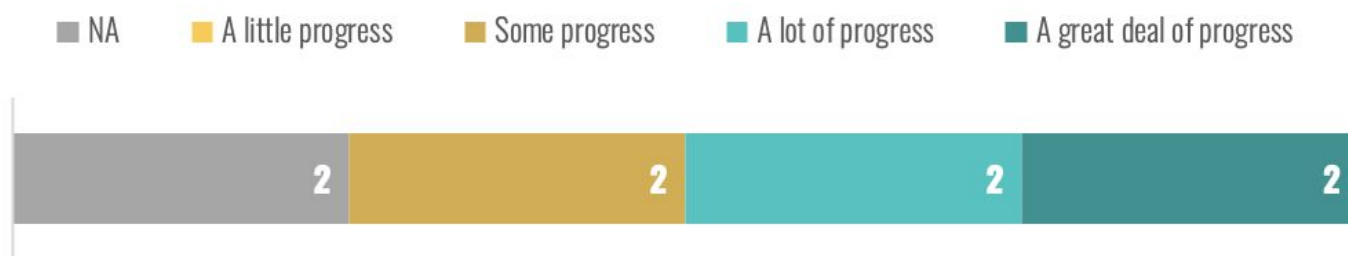
Another example included International Senior Lawyers Project’s (ISLP) **improved structure for internal operations and strategy, allowing the organization to identify its strength and growth potential** in terms of the most significant legal needs it can address, have a greater impact, and appeal to other compatible funders.

Oxfam was able to develop an Extractives Industry (EI) Strategic Plan, positioning Oxfam for **continued growth and leadership in the EI reform field**. Using FGP support, Oxfam also conducted a review of its EI Strategic Plan with progress on focus goals.

# INCREASED COORDINATION OF RELEVANT GROUPS

In addition to internal capacity, FGP grants were used to increase the capacity and coordination of relevant civil society organizations. Half of NRG grantees surveyed reported making “a lot” or “a great deal of progress” in this kind of external capacity building and coordination across the field.

**On a scale of 1-5, NRG grantees rated their progress on increased capacity and coordination of relevant organizations and agencies:**



Grantee partners explained how they built a movement of informed civil society activists through training, knowledge exchange, and field coordination at the national, regional, and global levels.

“ We hold training courses at the national, regional, and global level with progressive levels of technical difficulty. And through those training programs, **we had trained a cadre of civil society experts covering all the different regions**, like Latin America, Asia-Pacific, Francophone, and Anglophone Africa, Middle East and North Africa, and Eurasia. **We have grown this movement of informed civil society activists.**”

-Grantee Partner Interviewed

One grantee partner explained that one of the most important changes they observed during the FGP grant period was the increase in **civil society organization’s willingness to collaborate and collect input from citizens.**

“ Our work is still ongoing. Not everything planned in our intervention has been implemented yet. However, we see that **civil society organizations are more willing to collaborate**, and now civil society places greater emphasis on collecting input from citizens to guide its work.”

-Grantee Partner Surveyed



Outcome mining of final reports identified examples of increased capacity and coordination of relevant organizations and agencies. For instance, **civil society organizations have become more strategic in their engagement with and use of the EITI**. This was evidenced by the consultation led by PWYP's CSO EITI board members with their respective constituencies, as well as with PWYP board, Global Council, and key strategic partners. During the FGP period, revised constituency guidelines were drafted and endorsed.

In 2018, ONE reported meeting with **156 civil society organizations in 40 countries about government transparency in Africa**, and worked to secure key policy recommendations, including open budgets, tax transparency and more, in the final African Union declaration.

As a result of participation in the Executive Sessions on the Political Economy of Extractive Industries, the Columbia Center for Sustainable Investment (CCSI) reported evidence of **cross-sector participants changing their thinking and disseminating lessons from other members**. CCSI described changes across the following primary targets: international NGOs (working on GEI, including on transparency and accountability, FPIC, EIAs, anti-corruption, and technical support across the value chain); bilaterals; development finance institutes; staff of international finance institutions. Secondary targets included: national NGOs in resource rich developing countries; EI companies and their investors; host communities during pre-licensing periods and global actors supporting them; governments during pre-licensing periods and global actors supporting them; the new producers group; and those watching China's outbound mining practices.

# BUILT & STRENGTHENED COALITIONS

Grantee partners emphasized the importance of civil society networks and cross-sector coalitions in achieving NRG outcomes. During OH workshops, grantee partners explained how they leveraged the work of other organizations in pursuit of their own outcomes.

“Increased public awareness is a priority for NRG. But we need the evidence that the ONE Campaign is producing is critical for us to do that. **Funding us all was a decision made by OSF that is really critical. The collective is really critical.**”

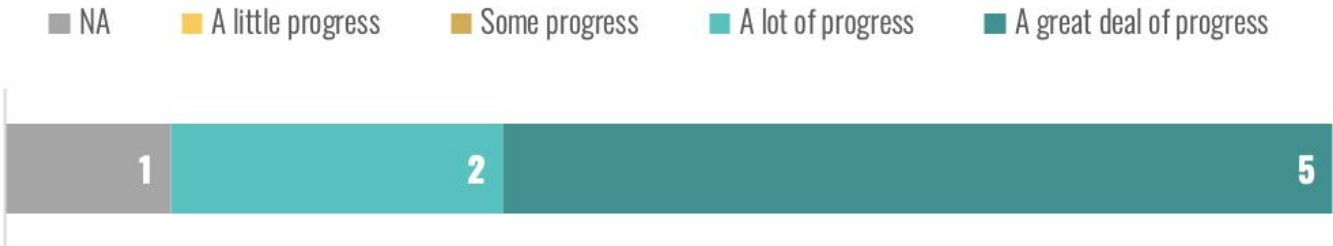
-Grantee Partner during OH workshop

“PWYP has played a critical role in this. **Fiscal justice is better coordinated than many other fields. We are better organized. PWYP regularly organizes us.** We can learn about how to translate the coordination of fiscal governance for other fields.”

-Grantee Partner during OH workshop

NRG grantees reported making “a lot” or “a great deal” of progress when it comes to increasing the scope and/or depth of partnerships, networks, or coalitions for change.

**On a scale of 1-5, NRG grantees rated their progress on increasing their scope and depth of partnerships, networks, or coalitions:**



Notably, the Publish What You Pay coalition would not exist without the seed funding, general core funding, and organizational support from FGP over the years, which has resulted in a vast, global coalition of more than 1,000 civil society organizations.

“ We also co-led, with other FGP grantees, **the development, growth and consolidation of the field of natural resource governance. Specifically, PWYP built a vast, global coalition of more than 1,000 civil society organisations** working together to hold governments and extractive companies to account for the revenues generated by oil and gas exploitation and mining around the world.”

-Grantee Partner Surveyed

In addition to building coalitions of civil society organizations, in-depth interview participants noted the importance of **cross-sector partnerships across stakeholders from the public and private sectors** that result in more informed policy discussions.

“ We had engaged civil society and government in these training programs, and selectively the private sector. And so as a result during this period, we were also able to **significantly develop the trust and the access between those stakeholders, so that there's more open conversation, more informed debate, and a more level playing field in those debates.**”

-Grantee Partner Interviewed

Grantee partners also recognized the importance of strengthening coalitions globally, especially those in the Global South. The grantee below emphasized the **caliber and capacity of civil society coalitions** advancing the NRG movement, noting the dramatic increase in new producer countries.

“ Given OSF's ambition to build movements, **one of the most significant outcomes of their investment is the caliber of civil society around the world.** Not just in the "north" where the movement may have originated (the US, EU, Australia, etc). We have seen that both the caliber and the number of civil society organizations working in this space has increased dramatically. There are a number of effective coalitions working across every type of resource rich country - developing and developed, new producers, long standing producers, mineral rich, authoritarian and democratic regimes. **The cadre of government reforms and civil society activists that have been built is a significant, high level outcome.**”

-Grantee Partner Interviewed

Outcome mining of final reports identified even more examples of increased scope and/or depth of partnerships, networks, or coalitions for change. For instance, during the FGP period, Transparency International – EU helped facilitate **a strong and well-organized European civil society movement**, leading to renewed acknowledgement of the global political momentum, as well as transparency laws developed both inside and outside the TI movement. TI **organized and coordinated strategic meetings across the civil society coalition** to discuss and agree upon joint policy positions and recommendations for the European Commission.

Another example of how grantees strengthened coalitions: ONE described how their approach to collaboration with and mobilizing civil society partners without brand domination has given ONE a solid reputation as a key convener, as evidenced by ONE's AU engagements, in which they helped **mobilize more than 150 civil society organizations in nearly 40 countries working on transparency and accountability in Africa.**

# 2 | ENHANCE RELEVANCY & QUALITY OF DATA

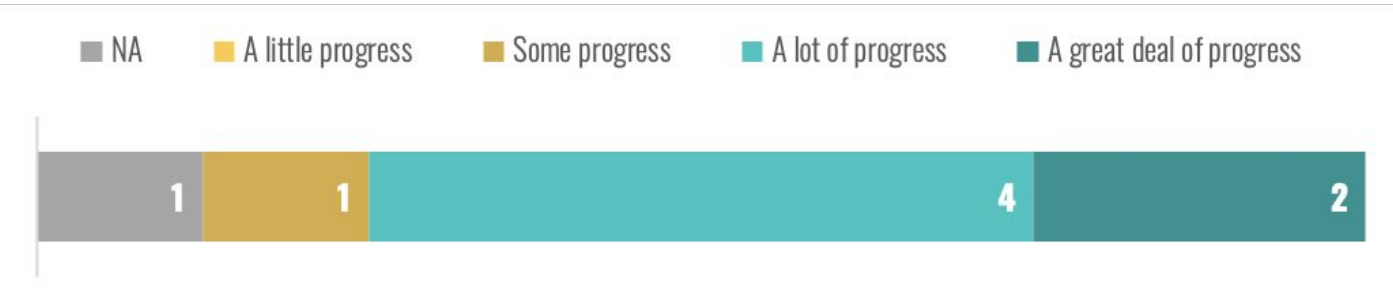
Another NRG portfolio goal was to enhance the relevancy and quality of data disclosures to more adequately address the data use needs of policymakers, advocates, media, and civil society organizations.

Grantee partners led investigative research, gathered evidence of the implications of data disclosure, conducted internal research to develop new approaches, produced technical studies to inform public campaigns and advocacy efforts, built capacity to use data, and monitored issues and indicators of progress.

## CONDUCTED RESEARCH ON ISSUES

The majority of NRG grantees surveyed said they were able to make “a lot” or “a great deal” of progress on gathering needed evidence or research on various issues and solutions.

**On a scale of 1-5, NRG grantees rated their progress on gathering needed evidence or research on issues and solutions:**



This kind of internal research enabled grantee partners to innovate and improve upon their approaches. Conducting research on issues also provides grantee partners with the arguments needed for direct advocacy and public information campaigns, and **facilitated knowledge exchange across civil society actors** to ensure lessons transpose jurisdictions.



**Overall it has been very important to allow us to innovate in the interventions we do.**

We were able to shed more light into sensitive issues such as the relationship between public contracting and political financing, or income generated by the extractive sector. **In terms of outcomes, we managed to put together a platform that was never done before** and we crossed data from political financing and political contracting that actually allowed us to enter the public agenda and discuss the issue of funders of political campaigns getting contracts after election day. This has had important effects on how oversight bodies look at this issue and even regulations. **The research and data gave us a platform, and it had effects on public advocacy.”**

-Grantee Partner Interviewed

For instance, NRGi leveraged research to produce the Resource Governance Index (RGI), measuring the quality of governance in the oil, gas and mining sectors. Grantee partners explained how the RGI **illuminated gaps between policy and practice**, and was used as a tool for dialogue and advocacy across countries.



One meta lesson that is not just applicable to our field... came out as part of our 2017 Resource Governance Index. The Index found a significant gap between policy and practice and an important flag that implementing partners were unwittingly perpetuating rather than closing that gap. We dug deeper into the analysis on the African implementation gap and **shared our findings with partners as evidence for dialogue and advocacy in a variety of different countries.”**

- Grantee Partner Interviewed

With regard to the coordination of data use across civil society, NRGi reported ongoing use of the Resource Governance Index in a manner that **utilizes a cross-section of extractives data, including NRGi-generated or organized data, as well as external data such as mandatory disclosure, contracts, EITI, and beneficial ownership data**. Data use has resulted in important steps being taken to close governance gaps identified in several NRGi focus countries and beyond.



From 2013 to 2020, we saw sizable gains in disclosure. There was a first wave of the resource governance movement that was focused on publishing payments between governments and companies. **The second-generation wave was around disclosure of contracts and making contracts publicly available. Now we are able to analyze those contracts**, using our technical capacity.”

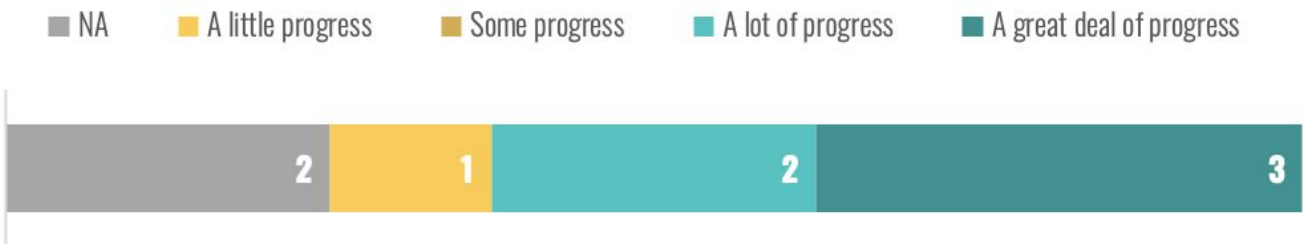
- Grantee Partner Interviewed

# PRODUCED EVIDENCE & INVESTIGATIONS

During the FGP grant periods of 2013–2020, civil society organizations developed a new evidence-base of research on natural resource governance that was used to **increase and improve dialogue with the private sector**, communicate issues for the broader public, and demonstrate impacts to key decision-makers.

More than half of NRG grantees surveyed reported making “a lot” or “a great deal” of progress on producing evidence and investigations.

## On a scale of 1–5, NRG grantees rated their progress on producing evidence and investigations:



For example, Oxfam established the **Commitment to Reducing Inequality Index (CRII) as an important evidence-based advocacy tool to address inequality**. Using FGP support, the CRII database was compiled with 157 countries included. Oxfam was able to improve the methodology for calculating tax progressivity and minimum wages, and the Index was launched at the World Bank/IMF annual meeting in Bali, sparking government response from Singapore, Korea, Bolivia, Sierra Leone, Canada, New Zealand, and Iceland. The CRII launch received widespread media coverage with over 265 article citations.

**Investigations led by Global Witness have played a key role in exposing corruption across many contexts**, and the public outcry following the publications of their reports has led to critical discussions with key decision-makers.



We played a key role in stopping an exploitative, and possibly corrupt, deal between international oil company Soma Oil & Gas Holdings Ltd and the Somali government. In May we exposed the story with Bloomberg, and have since heard from a source that **this exposé and the accompanying outcry had the intended consequence of stopping the negotiations.**"

-Grantee Partner Report



Our March report, Blood Red Carpet, 21 highlighted how the son of former President of Kyrgyzstan (convicted for corruption and attempted murder of a British national) is currently living in a multimillion pound mansion in a leafy and exclusive London borough and seeking asylum in the UK. **The report has been reviewed by the National Crime Authority, discussed in a House of Lords debate and an official complaint to the Solicitors Regulatory Authority was launched in relation to the solicitors involved in the transaction.**"

-Grantee Partner Report



In Liberia in July, we published the report The New Snake Oil which exposes allegations of intimidation of community members, failures in implementing a process of 'free prior and informed consent' (FPIC), and potential corruption in palm oil company Golden Veroleum Liberia's (GVL) plantation in Sinoe County. **We also revealed how GVL accelerated its operations at the peak of Liberia's Ebola outbreak, holding meetings with hundreds of people and encouraging illiterate citizens to sign away their land rights when community support groups were staying home for risk of contagion.**"

-Grantee Partner Report



# 3 | CULTIVATE POLITICAL WILL

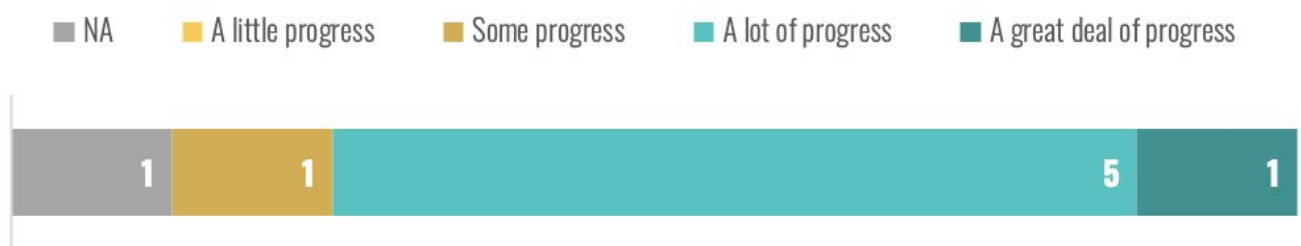
Beyond the “behind the scenes work” of capacity building, coalition building, producing evidence, and conducting research, grantee partners also discussed more externally facing outcomes related to cultivating political will, such as:

- 1. Increasing awareness and shaping public narratives
- 2. Leveraging external events or political opportunities
- 3. Identifying and supporting champions
- 4. Direct advocacy & agenda setting

## INCREASED PUBLIC AWARENESS

The majority of NRG grantee partners surveyed reported making “a lot” or “a great deal” of progress on public narrative or awareness change.

**On a scale of 1–5, NRG grantee partners rated their progress on public narrative or awareness change:**



During outcome harvesting workshops, grantee partners identified increasing public awareness as one of the most important intermediate outcomes needed for lasting change.

“ I would say **increasing public awareness was most critical**. Nothing would happen unless the government thinks there is pressure from the public. This required evidence and investigations to make the case for beneficial ownership transparency; for example, the case studies from Global Witness.”

–Grantee Partner during OH Workshop



If I had to pick the most important intermediate outcome, it would be **increased public awareness and action**. This is the flip side of policy change. This is where you drive the impact on the issues we are working on. Widespread awareness of issues drives policy change.”

-Grantee Partner during OH Workshop

Outcome mining of grantee partner results surfaced specific examples of increased public awareness and narrative change work. For example, Oxfam America reported several instances of **citizens mobilizing in response to public campaigning efforts** in Peru, Zambia, and Ghana. In Burkina Faso, local citizens and mayors were also mobilized to demand the government distribute local mining revenues. In Tanzania, citizens in producing districts were mobilized to monitor company revenue payments and demanded disclosure of contracts. Additionally, women’s rights and grassroots groups in the Dominican Republic mobilized to demand distribution and use of 5% mining revenues.

Another prominent example of a grantee partner shaping public awareness was the ONE Campaign’s African Accountability Music Awards (AMA) contest in December 2019, in partnership with Accountability Lab and Trace Africa. Working with Africa’s most-watched music channel, broadcast to more than 20 million people in 56 countries, ONE **leveraged the creative and courageous work of African artists who are raising their voices to hold governments on the continent more accountable** for their actions.

Increasing public awareness also included the wide dissemination of grantee partners’ work and research. For instance, The Institute for Multi-Stakeholder Initiative Integrity (MSI Integrity) reported that **at least 30 external blogs and media articles covered or cited** the [MSI reflections] report, including an exclusive report with The Guardian, citations in Forbes and an Oxfam report, and blogs from the Business & Human Rights Resource Centre, ISEAL Alliance, and Coalition of Immokalee Workers. Further, MSI Integrity reported engaging more than 1,000 people collectively in influential webinars and conversations, as well likely many others reached more passively via news media and social media.

# LEVERAGED EXTERNAL EVENTS

Grantee partners discussed how building relationships with and capacity of investigative journalists, coupled with the research and advocacy work of civil society, enabled their organizations to leverage external events and political opportunities to shift public narratives about issues related to transparency.

For example, in the case of beneficial ownership transparency, a decade of groundwork by civil society and the response of the International Consortium of Investigative Journalists (ICIJ) —also funded by OSF through adjacent portfolios— was able to increase public awareness and put pressure on policymakers to respond to high-profile scandals like the Offshore Leaks and Panama Papers. **NRG grantee partners benefitted from OSF’s ecosystem approach to funding adjacent and intersecting issues across civil society.**



A lot of the early BOT work done in 2012–2013 has carried through today. **For example, the work of the ICIJ changed the public conversation about company ownership, which created a drumbeat and put pressure on policymakers.** It is important to point out these synergies. Many folks on this [Outcome Harvesting Workshop] worked on this a long time before the Offshore Leaks and Panama Papers. All that work blew the lid off the box. **Civil society laid the groundwork, and external events beyond our control created opportunities.”**

–Grantee Partner during OH Workshop

Grantee partners described how they were prepared to immediately respond to high-profile scandals and current events in a way that intersects natural resource governance with broader economic, social, and cultural issues.



If it is the people who are reading and listening to the news that are going to benefit from this, then the least we can do is work with the journalists to build that capacity. **We help them understand this industry and the wide impacts — it's not only the economics impact, it is the social impact, the cultural impact.** We would not have been able to even think about this mentorship program without the funding.”

–Guyana Press Association

For example, grantee partners leveraged the COVID-19 pandemic to demonstrate the inequalities of public resources used to address public health crises.



**The most important changes are related to a higher degree of awareness among public sector officials about the need to maintain and strengthen transparency, citizen participation, and open data on public investments made with natural resources income.** At the same time, civil society organizations improved their capacity to advocate for openness in those investments. We believe that such results have indirectly benefited as well the use of those public resources in investments made to face the COVID-19 crisis.”

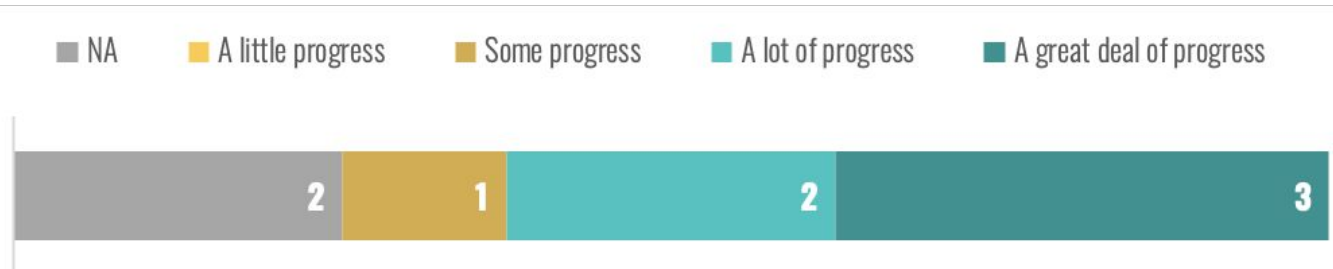
-Grantee Partner surveyed

## IDENTIFIED & SUPPORTED CHAMPIONS

In addition to raising awareness and leveraging current events to shape narratives, NRG grantee partners acknowledged that cross-sector champions were necessary to cultivating political will.

More than half of NRG grantee partners surveyed reported making “a lot” or “a great deal” of progress in identifying and supporting champions inside relevant systems and institutions.

**On a scale of 1-5, NRG grantee partners rated their progress on identifying and supporting champions:**



Outcome mining of grantee partner reports revealed several examples of grantee partners identifying and supporting champions. For example, during the FGP period, one of Global Witness’ primary goals in the US was to prevent congressional attempts to weaken or repeal Section 1504 of the Dodd Frank Act, mandating that all US-listed oil, gas, and mining companies disclose payments they make to governments. This rule was one of the seminal achievements of the transparency movement in recent years, having paved the way for similar disclosure rules in the EU and Canada. Global Witness’ intermediate outcomes were related to building relationships with Congressional allies, including individuals from the House, Senate, and the banking sector to work collaboratively to prevent repeals and launch counter legal challenges. Because of efforts by Global Witness, Publish What You Pay US, ONE, Natural Resource Governance Institute and Oxfam, 1504 **champions agreed to monitoring, reviewing, and analyzing federal legislation initiatives that could impact the mission of Global Witness/PWYP-US** to uphold Section 1504.

The International Senior Lawyers Project also reported supporting champions in Afghanistan and Ethiopia as intermediate outcomes of their NRG grant. In Afghanistan, ISLP supported the Office of the President, Ministry of Finance, and Public-Private Partnership Unit, as well as **provided mentorship to the President’s legal advisor related to extractive negotiations** and strategic planning for the energy and natural resource sector. In Ethiopia, ISLP deepened relationships with the government by **working with government officials at different levels and in different ministries** including Finance Ministry’s, Public-Private Partnership Unit, and the Attorney General’s office.

## ENGAGED IN DIRECT ADVOCACY & AGENDA SETTING

Grantee partners discussed how they applied pressure on decision-makers through direct advocacy and agenda setting – with the ultimate goal of increasing political will to enact changes. Compared to the other intermediate outcomes, increasing political will for change inside relevant systems, institutions, and actors was among the hardest to make progress.

**On a scale of 1-5, NRG grantee partners rated their progress on increasing political will:**

■ NA ■ No progress ■ A little progress ■ Some progress ■ A lot of progress ■ A great deal of progress



OH workshop participants explained that political will is the hardest to measure due to the external factors influencing administration priorities and political climate that are challenging to predict. Nonetheless, progress on all other outcomes can be seen as necessary conditions and indicators towards building the political will needed to enact lasting change.

“ It is natural to be less confident about political will. It is the hardest to measure... Many of the other outcomes are more measurable, so we can say with conviction that we achieved these. But political will is contingent on many other things. **All the other intermediate outcomes are building up towards increased political will.**”

-Grantee Partner during OH Workshop

Despite political will being challenging to measure, another grantee partner noted that OSF funding helped them track and identify changes in political will over time.

“ Political will is most closely correlated to public awareness so you have the pressure points. And political will is how you make the changes in practice. **We track and notice how to make more effective changes in political will. OSF funding has actually helped us with this.** We were able to fund a study on the politics of extractives. Everyone in this [Outcome Harvesting workshop] has made sophisticated advances on advancing political will overall.”

-Grantee Partner during OH Workshop

Grantee partners explained they made progress on increasing political will through **direct advocacy with decision-makers and agenda setting.**

“ We were happy with what we could advocate for the new legislation. We still need more time to see how new regulations are being implemented and to see what is happening at the local level, where most investments are being made and where most corruption takes place. **However, we have been able to push with direct advocacy and now civil society organizations are monitoring progress of implementation.**”

-Grantee Partner Interviewed

“ We were able to participate in the discussions of creating a new law and regulation on how to use incomes generated by extractive industries, particularly the royalties. **It required very specific knowledge and learning, and direct advocacy to communicate issues and secure buy-in.**”

-Grantee Partner Interviewed

“ We were able to **move to the front of the line of debates and discussions** happening about transparency in Columbia. We were able to provide different views and share what we've been working on for many years.”

-Grantee Partner Interviewed

Grantee partners also shared how reports and investigations were leveraged to build political will and inspire public officials.

“ Our key ask in the report – that the Land Registry be required to identify the true owners of UK property – has been **discussed with the Cabinet Office and the Office of the Prime Minister, and the response to date has been encouraging.**”

-Grantee Partner Interviewed

One grantee partner explicitly noted how the transparency debate has shifted from whether or not information should be available to what information is available. The **increased political will to advance a global norm of transparency** is a high-level outcome of FGP.

“ A significant high level shift is that **the debate is no longer about whether information about the extractive sector should be available, but what information and how.**”

-Grantee Partner Surveyed

# 4 | ADVANCE ADOPTION / IMPLEMENTATION OF NORMS

The confluence of the NRG funding outcomes discussed thus far –increased capacity, strengthened coalitions, production of research and evidence, increased public awareness and narrative change, identifying and supporting champions, direct advocacy and agenda setting, and increased political will – are all in service of higher-level impacts, such as the adoption and implementation of formal and informal extractives transparency norms.

## PUBLIC SECTOR POLICY & NORM CHANGE

More than half of grantee partners surveyed reported “a lot” or “a great deal” of progress on public sector policy or norm change adopted by national governments or multilateral institutions.

**On a scale of 1-5, NRG grantee partners rated their progress on public sector policy or norm change:**

■ NA ■ No progress ■ A little progress ■ Some progress ■ A lot of progress ■ A great deal of progress



Elaborating on these ratings, grantee partners described some of the most important policy sector policy and norm changes:

“ In this time period, **we also saw at the global level and at the country level increased disclosures around contracts, beneficial ownership, commodity trading, a state-owned enterprise governance, subnational transfers, unprecedented disclosures that would not have been able to ever happen before.** And also global standards that had knock-on effects for information being available at the project and the country level, primarily the mandatory disclosure requirements in the US, the UK, the EU, and trying to make pushes in places like Australia, and Canada, and Hong Kong, and elsewhere.”

–Grantee Partner Interviewed





Over the years we received funding from FGP, we **contributed to establishing and implementing new global norms in the extractive sector**, to address corruption and to increase transparency, citizen participation and accountability in a sector that was among the most corrupt and most opaque.”

–Grantee Partner Surveyed

### **Grantee partners described several multilateral norms that they contributed to:**

- The Extractive Industries Transparency Initiative (EITI) global standard, including beneficial ownership requirement, contract disclosure requirement, and first-ever gender provisions applicable to extractive companies in 53 member countries.
- The IMF’s Fiscal Transparency Code now recognizes transparency of natural resource audits as a “basic” level practice.
- 5th Anti-Money Laundering Directive and the EU legislative review of the legislation on payments to governments by extractive companies.
- OECD Anti-Corruption and Integrity Guidelines for State-Owned Enterprises, with disclosure guidance for companies purchasing oil and gas from governments.

Outcome mining of grantee partners reports also identified national norms and policy wins that grantee partners contributed to during the FGP grant period. For instance, NRG grantee partners supported governments or parliaments (e.g., Guinea, Ghana, Mongolia, Mauritania, Myanmar, Nigeria, and Tanzania) to adopt policy positions in legislation, regulation, or procedures that are aligned with NRG recommendations and/or policy positions on licensing and negotiation or tax policy. When it comes to beneficial ownership transparency, NRG grantee partners contributed to significant policy wins in the UK, EU, Chile, Ukraine, Nigeria, Canada, Chile, among many other jurisdictions.

# PRIVATE SECTOR POLICY & NORM CHANGE

Half of the NRG grantee partners made at least “some progress” on private sector policy and norm changes during the course of FGP.

**On a scale of 1-5, NRG grantee partners rated their progress on private sector policy or norm change:**

■ NA ■ No progress ■ A little progress ■ Some progress ■ A lot of progress ■ A great deal of progress



Participants during the Outcome Harvesting workshop expressed inherent challenges in influencing the private sector compared to the public sector when it comes to transparency issues.



I agree it feels like the public sector is in front of the private sector. In terms of transparency, very few companies are out front. **Most corporations block these issues.**

-Grantee Partner during OH Workshop



There is an issue for funders like OSF and for grantee partners. It is inherently harder to measure advocacy. So we over fixate on public commitments and policy wins because it feels tangible. **It is unusual for the private sector to be moved by this kind of advocacy, so we focus on the public sector.**

-Grantee Partner during OH Workshop

Despite the challenge of achieving private sector policy and norm change, grantee partners expressed that FGP funding made it possible to leverage opportunities that forced companies to adopt requirements.



When it comes to the private sector, we have to be prepared to meet opportunities. For example, we are able to move in the field now that IFC requires program-by-program reporting. After prior consent stuff passed, as soon as IFC did it, the floodgates opened. It is the same for contract disclosures. **It is harder for companies to shut it down once they are forced to discuss and adopt policy requirements. It became less of a question of will companies do it, but when. We have to be ready for these kinds of opportunities and funding allows this to happen.**

-Grantee Partner during OH Workshop



Following years of advocacy from Oxfam, **Royal Dutch Shell became the first multinational company to publish its country-by-country profit, employment and tax data in line with the OECD model.**

-Grantee Partner surveyed

### **Outcome mining of grantee partner reports surfaced several specific examples of private sector norms or policies achieved, including:**

- Shell's 2018 tax contribution report was stronger on tax transparency
- ICMM's mining principles contribute to stronger guidelines on project level payment transparency
- Rio Tinto released a stronger policy on contract transparency
- Twelve major oil companies engaged grantee partners in discussions about adopting enhanced anti-corruption measures when partnering with high-risk SOEs
- Eight oil, gas, and mining companies cosigned a joint letter to the European Commission supporting disclosure requirements required by the EU legislation

# POLICY IMPLEMENTATION

The majority of NRG grantee partners surveyed reported making at least “some” progress on implementing public and private sector policies.

## On a scale of 1-5, NRG grantee partners rated their progress on public sector policy implementation:

■ NA ■ No progress ■ A little progress ■ Some progress ■ A lot of progress ■ A great deal of progress



## Fewer NRG grantee partners reported making progress on private sector policy implementation:

■ NA ■ No progress ■ A little progress ■ Some progress ■ A lot of progress ■ A great deal of progress



During both the Outcome Harvesting Workshop and in-depth interviews, grantee partners discussed challenges in closing the gap between policy change and implementation. For instance, grantee partners often discussed how the impacts of policy commitments and legislation are yet to be understood given the additional time, expertise, and accountability mechanisms needed to implement policies with fidelity.

**We’re so focused on policy change, and then we have to continue working towards implementation.** It takes so long just to get policy change. It requires many years of battles, and then the implementation takes even more years. **It’s a long process that requires the long-term commitment of funders and civil society to stay committed to goals** and leverage every opportunity. That’s why small wins like public awareness are so important. It all adds up, but we still have a long way to go.”

–Grantee Partner during OH Workshop

Grantee partners described implementation and globalization of mandatory payment and contract disclosure laws, norms, and standards; as well as the formation of public registers to implement beneficial ownership transparency policies. See the [BOT case study](#) for more detail.

“**All EU-registered and listed companies have published at least two rounds of payments to government reports.** British and French companies have published three rounds. TI EU analysed some of these reports for its publication ‘Under the Surface’. This has also been confirmed by the European Commission’s summary report of its Fitness Check.”

–Grantee Partner Report

## 5 | MAXIMIZE NATURAL RESOURCE WEALTH

The final NRG portfolio goal was to improve more low income governments’ ability to maximize natural resource wealth and translate it into public goods. Ultimately, global norms, policy wins, and policy implementation are all in service of long-term community impacts observed when natural resource wealth is properly allocated in public budgets.

### INCREASED REVENUE IN PUBLIC BUDGETS

Grantee partners explained policy implementation has resulted in **substantial increases in revenue for public budgets.**

“**We invested in reforming regulations across a variety of countries, helping to increase the potential revenues collected. For example, in Guinea, we had a program working in close collaboration with government and civil society. During this time there was also a significant expansion of the mining sector. As a result of mining sector reforms that we helped to support and growth of the sector, we project that there are hundreds of millions more dollars that could now potentially go into the budget.**”

–Grantee Partner Surveyed

“ Similarly, in Myanmar, we found billions of dollars in taxes and payments collected by state-owned enterprises were being funneled into opaque accounts controlled by special interests. After our reporting on these accounts and working in partnership with government proposed reforms, these accounts were abolished by the cabinet and **revenues were then captured through the normal budgeting process, with the potential to then contribute to social services.**”  
-Grantee Partner Surveyed

Grantee partners warn, however, that policy changes or norms may not result in intended impacts for individuals and communities if governments are not held accountable for policy implementation. While public and private policies and norms are essential high-level outcomes, ultimate impacts of a more equitable and just world where all people can thrive can only be realized with implementation and accountability.

“ Now, of course, with the change in the political system, we don't know if [increased revenues] will actually go to funding roads and schools and health infrastructure in the way that we had hoped, but that was the ambition... **but more revenues into the budget is something that we can project.**”

-Grantee Partner interviewed

“ As a global organization, we may have the access and opportunity to make direct policy reforms, but **if we do not bring along local civil society with us, then there is no ability to ensure those policy reforms are actually implemented** and the government held to account.”

-Grantee Partner Interviewed

Outcome mining and the grantee partners survey surfaced other examples of how NRG grantee partners made progress in improving low income governments' ability to maximize natural resource wealth and translate it into public goods:

- **Technical and financial support was provided to country staff and partners** in Zambia to work on key tax policy and administration issues, including transfer pricing risks, a review of bilateral investment treaties, and proposals for a mineral revenue sharing mechanism.
- A campaign in Burkina Faso calling on the government to allocate 1% of mining revenues into a local development fund resulted in **at least USD 53 million dollars of funding for local communities**.
- In the Dominican Republic, the “Nos Toca el 5%” (The 5% is Ours) campaign pushed the central government to transfer 5% of mining revenues to local communities as required by law. Recently the government **committed publicly to developing a plan to ensure that communities receive missing funds**.
- In Peru, a campaign highlighted inadequate public investments in addressing the impacts of heavy metal pollution from oil and mining projects on community health. The research identified significant gaps in health sector spending. Following civil society advocacy, the government created a **multi-agency committee to address the issue and recently issued a new law** highlighting heavy metals issues as of national interest.

# FGP's ROLE IN SUPPORTING OUTCOMES

Throughout the evaluation, grantee partner and external actor commentary illuminate how FGP supported the attainment of the outcomes surfaced during this evaluation.

Ultimately, data indicate FGP made a large, positive contribution to the attainment of NRG outcomes, at the grantee partner and field level.



Really without OSF support, **some of the major wins we've had in the last 10 years probably wouldn't have happened** or they wouldn't have been as impactful."

-Grantee Partner Interviewed

To fully unpack this contribution, data reveal that FGP assumed a variety of roles to support grantee partners and the NRG field in achieving fiscal governance goals. In total, the evaluation identified **six core roles that personify FGP's contributions to the NRG field**. These roles include:

- The Seed Funder
- The Donor Influencer
- The Flexible Grantmaker
- The Thought Partner
- The Capacity Builder
- The Convener
- The Innovator

Each role is explored in greater detail below, leading to a discussion of areas where FGP could have improved.

## THE SEED FUNDER

As discussed, **OSF was the first major donor to cultivate serious third party engagement on natural resource governance issues**. This took the form of initial support to groups like Global Witness to co-founding, hosting and eventually spinning off the global Publish What You Pay Coalition (PWYP) and Natural Resource Governance Institute (NRGI); both of which are now leaders in developing civil society research and global advocacy capacity.



Further, as a seed funder, OSF initially housed and operationally supported NRG and PYWP. Accordingly, grantee partners and external actors acknowledged the influential role FGP played as a seed funder in the attainment of NRG outcomes.

For example, one NRG grantee partner spoke about the importance of their **long-term relationship** with OSF, citing that the longevity of the funding relationship enabled the creation and execution of a field-wide agenda. FGP's long-term role also promoted agility and adaptation over the years.

“The **historical relationship and the longevity of this relationship is valuable and unique**. It has enabled our organization to help define an agenda for our field and to respond opportunistically where need was greatest, filling gaps between donor darling countries and issues.”

–Grantee Partner Interviewed

Additionally, an NRG anchor partner also spoke highly of the longevity of their relationships with FGP, noting benefits of core funding, operational support, and FGP team members serving on their boards.

“**OSF's long term commitment** to [our organization] as an anchor grantee **enabled us to grow and consolidate over the past 15 years**. Core/unrestricted funding has been instrumental in allowing the movement to respond to unforeseen challenges and grab opportunities as they arose as we didn't have to go back to our grant officer for approval.”

–Grantee Partner Interviewed

Relatedly, another NRG grantee partner noted that FGP's role as a seed funder and their engagement with their board enabled their organization to have open and ongoing conversations with OSF, which allowed them to weather internal volatility.

“The fact that OSF is the only donor sitting on our board allowed us to have an **on-going, open and transparent conversation with OSF** – which was really helpful especially at times of leadership transitions.”

–Grantee Partner Interviewed

# THE DONOR INFLUENCER

As previously mentioned, FGP largely **shaped the donor community within the NRG field**, helping to bring other major donors to the field. For example, the Ford Foundation, the William and Flora Hewlett Foundation, and Luminate (formerly Omidiyar) all eventually became active donors in the NRG field, helping to fund the vital work of grantee partners.

NRG grantee partners highlighted FGP's role in driving change by inviting other donors into the space. OSF's credentials were viewed as influential among other donors.

“ OSF has been foundational in **driving progress and bringing other donors via TAI**. It has been impactful having a well respected donor give credibility to our work.”

-Grantee Partner During OH Workshop

During the Outcome Harvest workshops, external actors also acknowledged FGP's role in bringing other donors, even those with different perspectives to the field. However, it is worth noting that while the Gates Foundation came into the field, they have since stopped funding it.

“ I think OSF's **role in bringing other funders on board**, including those that approach these issues from different perspectives, for example Gates, is notable.”

-Grantee Partner During OH Workshop

NRG grantee partners noted that FGP's role as a donor influencer enabled them to expand their network, promoting more cooperation.

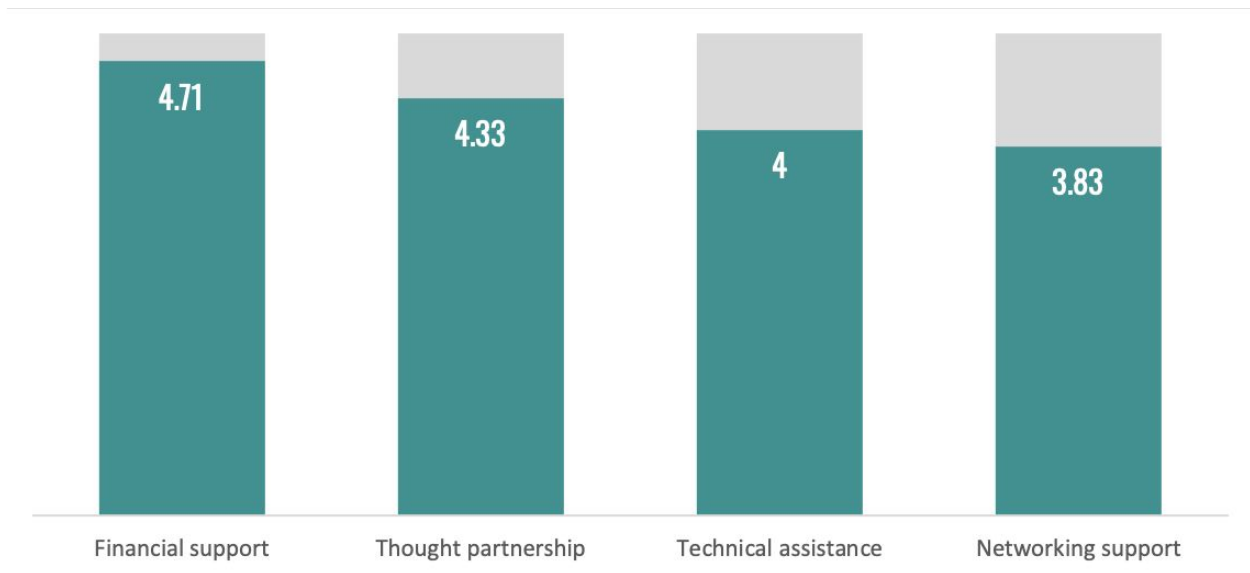
“ The help with contacts was very important, as it allowed us to **expand the circle of partners for dialogue and cooperation**. We are very grateful to the Foundation for its attention to our work and willingness to help at every opportunity.”

-Grantee Partner Surveyed

# THE FLEXIBLE GRANTMAKER

Unsurprisingly, grantee partners offered high praise for the financial support they received from FGP. In fact, grantee partners who responded to the survey were most likely to rate **financial support as having the biggest positive contribution in enabling their progress** towards fiscal governance goals.

**On a scale of 1-5, NRG grantees rated the extent to which the following FGP supports made a positive contribution in their ability to make progress towards their goals:**



Although the extent to which different NRG grantee partners received different types of FGP support varied, the majority of NRG grantee partners engaged via interviews or the Outcome Harvesting workshop spoke of the **importance of FGP’s flexible and (when applicable) multi-year support.**

In comparison to other funders, NRG grantee partners emphasized and appreciated FGP’s flexibility in their grantmaking. Grantee partners noted FGP’s distinctive focus on strengthening their organizational capacity, which allowed the grantee partners to tackle higher-level issues in the field.

“OSF facilitates **greater flexibility**, which for an organisation at our stage of development is **quite useful**. There was also a distinctive focus on strengthening our capacity as an organisation while we address the overarching issues that the project would target.”

–Grantee Partner Interviewed

Among NRG grantee partners, FGP's flexible funding was perceived to allow their organizations to better react to changing political and social landscapes – especially important for young democratic countries.

“ OSF financial support is **more flexible than support of big donors**; such flexibility allows to better react to changes of political/social environment, which is very often the case in young democratic countries.”

-Grantee Partner Interviewed

Further, NRG grantee partners who received multi-year support appreciated the longer timelines to make progress on their goals, pivot as needed, and reduced administrative burden.

“ The **flexibility OSF allows, by awarding program support, is hugely helpful**. It enables us to identify strategic political opportunities and pivot quickly when new opportunities or unforeseen challenges arise. We appreciate that **OSF extended our grant to cover 2 years rather than just one** at a time, as this saved us quite a bit of administrative burden.”

-Grantee Partner Interviewed

## THE THOUGHT PARTNER

Not only did NRG grantee partners view FGP's role as a flexible funder as instrumental in supporting their outcome attainment, they also perceived FGP's role as a thought partner to be valuable.

To further understand what FGP's thought partnership entailed, the grantee partner survey asked respondents to indicate what types of support they received. In total, **three grantee partners reported receiving thought partnership support**, which included: sharing insights and information from OSF's observations on the field, exchanging research from other sources, and engaging in conversations about strategy or organizational positioning.

**On a scale of 1-5, NRG grantee partners rated the extent to which the following FGP thought partnership practices made a positive contribution in their ability to make progress towards their goals:**



Grantee partners elaborated on these positive ratings of FGP’s role as thought partners during interviews. NRG grantee partners shared that FGP’s thought partnership was vital in helping them strategically partner with other organizations.



They have been instrumental in providing **intellectual capacity and helping us think through who to partner with and how.**

-Grantee Partner Interviewed

Overall, NRG grantee partners felt FGP’s thought partnership was transformative for their work.



OSF has had a **transformative role** at our organization as a strategic thought partner.”

-Grantee Partner during OH workshop

NRG grantee partners explained that FGP’s role as a thought partner built trust and better levels of dialogue, as well as was a helpful learning tool.



Such cooperation [with OSF] is very important because it **builds trust and a better level of dialogue.** It also allows you to **learn and improve your knowledge and skills.**

-Grantee Partner Surveyed

# THE CAPACITY BUILDER

NRG grantee partners identified capacity building as another major contribution of FGP to the ability of their organization and the field to achieve outcomes. Oftentimes, FGP’s capacity building support took the form of offering technical assistance to NRG grantee partners.

**Two NRG grantee partners reported receiving technical assistance** related to MEL advice and training and organizational/operational consultation.

**On a scale of 1–5, NRG grantee partners rated the extent to which the following FGP technical assistance practices made a positive contribution in their ability to make progress towards their goals:**



NRG grantee partners elaborated on the capacity building and technical assistance they received from FGP, indicating that it was high caliber, adaptable, and supported the entire field of NRG initiatives.

“The technical assistance we received supported our organization’s [grantee partner name redacted] monitoring, evaluation, and learning. The **assistance provided had a very good quality level**. Also, it was **very open to understanding our needs and adapting to the context we faced**. It went beyond OSF’s support and helped us articulate other Natural Resources Governance initiatives, under the same MEL framework.”

–Grantee Partner Surveyed

# THE CONVENER

Another key role of FGP, according to NRG grantee partners, was as a convener. Numerous grantee partners cited FGP’s ability to bring groups together in the pursuit of NRG outcomes through FGP’s targeted networking support.

**Six of the eight NRG grantee partners surveyed received networking support** from the FGP team, including invitations to convenings, shared learning opportunities, and connections to other civil society organizations or funders.

**On a scale of 1–5, NRG grantee partners rated the extent to which the following FGP networking support practices made a positive contribution in their ability to make progress towards their goals:**



NRG grantee partners discussed FGP’s impressive ability to advance coalition building by properly resourcing and convening them. Of note, one NRG grantee partner felt that they would not have had these vital conversations without FGP’s role as a convener.

“OSF is a top-of-class funder in thinking about grantees’ experiences. They are not too overbearing or domineering in their thinking. OSF has been important in **advancing coalition building – resourcing and bringing groups together**. We wouldn’t have had these kinds of conversations otherwise.”

–Grantee Partner during OH Workshop

Similarly, another NRG grantee partner cited FGP's NRG field day convening, expressing that it provided a valuable opportunity to learn, discuss, and build relationships to continue making progress on the field-wide outcomes.

“ We did very much value the OSF-grantee field day meeting organized in New York in 2019. It was a great opportunity to learn from other grantees, discuss shared challenges, build relationships, and identify opportunities for collaboration.”

-Grantee Partner Surveyed

## THE INNOVATOR

When anchor partners were asked to describe OSF's role in supporting them to achieve outcomes, they also mentioned FGP support was agile and creative. In this way, FGP was viewed as an innovator within the NRG field.

“ I would also add they have fostered **agility and creativity**. Their support has allowed us to be flexible and opportunistic to go where there is need.”

-Grantee Partner during OH Workshop

## FUTURE IMPROVEMENTS FOR AMPLIFYING CONTRIBUTIONS

Looking back at FGP's role in supporting NRG grantee partners achieve their outcomes, grantee partners were asked about what could have gone better.

For one, although some NRG grantee partners appreciated that FGP opened the doors to more funders, this view wasn't unanimously held. For instance, one NRG grantee shared that they felt FGP could have done more to connect fields and generate more funding.

“ Connecting the dots between disconnected fields such as climate and resource governance... They also could have helped to **open more funder doors and increase the total contribution to the field.**”

-Grantee Partner Surveyed



Despite many grantee partners mentioning how OSF played a role in introducing them to new funders and increasing their credibility to attract additional funders, a few grantee partners felt **OSF did not do enough to bring new funders to the field to replace their absence**. Additionally, many funders have left the field or decreased funding since the time of these interviews. In a follow-up conversation, one grantee partner explained that the “anchor” funders of the field are revisiting or cutting funding. For instance, FDCO has dramatically cut its budget related to extractives transparency and funders like Hewlett and Luminate are both undergoing major strategic changes with uncertain outcomes. Further, NORAD has closed its oil for development program and GIZ is no longer funding fossil fuel governance.

“ OSF did help us to secure funding from the Gates Foundation and DFID... **They stepped back from the field citing other funders were stepping up**, but in fact that was not the case.”

–Grantee Partner Surveyed

“ While OSF was perhaps the first among them to jump ship, **these evolutions threaten the future of the field.**”

–Grantee Partner Interviewed (follow-up)

Additionally, some NRG grantee partners expressed concerns about the **lack of transparency or grantee partner involvement in FGP’s strategy development**.

“ They often note the funder dynamic and the desire not to be heavy handed. Yet in their actual work, they often are, and I felt that their **strategy development processes were quite opaque**, and we felt left out in the cold.”

–Grantee Partner Surveyed

Relatedly, one NRG grantee partners felt FGP could have done more to build synergies among grantees during their strategy development phases.

“ There were also multiple [anchor grantees] undertaking strategic reviews at the same time... and there was **little to no support to link up or ensure that we could benefit from the funder perspective** at a broader level.”

–Grantee Partner Surveyed

Further, grantee partners feel OSF is stepping away from the NRG field during a critical inflection point and are concerned about the legacy of the field. This commentary raises numerous questions about **when and how it is responsible to leave a field.**

“ This is by far **the greatest disappointment.** OSF is a major investor and founder of the field of resource governance. At a time when the field was evolving fastest, and now is **at an inflection point, they are stepping away, rather than helping us meet this moment.** It **undermines their legacy in this space and our legitimacy in the eyes of other funders,** given that the FGP is still focusing on issues directly relevant to natural resources (or where the sector plays an outsized impact – such as corruption and climate).”

–Grantee Partner Surveyed

In relation to OSF’s exit from the NRG field, partners shared that the manner in which OSF left the field has undermined the OSF’s legacy in the space. So while OSF created an exit plan and protocol (e.g., providing a long window of time to adjust to the exit, offered multiyear exit grants), grantees still felt dissatisfied with the scenario.

“ OSF has made so many contributions to building the resource governance movement – financial, technical, and strategic. **The strategic upheavals have sadly undermined this legacy.**”

“I **used to consider them a leader** in the philanthropic space; but I have **not seen meaningful evolutions to their approach,** or pushing the funder community to respond more effectively and strategically.”

–Grantee Partner Surveyed

Further, external actors noted how the change in direction, and move away from the natural resource governance space, is indeed problematic for OSF grantee partners. However, they note that this is a common occurrence among philanthropies with living donors.

“ Not be so **vulnerable to changes in fashion or changes in appetite from the Global Board and from the Soros family**. I think that's the biggest problem, and it's true of most philanthropies with living donors, which is that the **changing preferences or interests of the living donor can mean rapid changes of direction**, suddenly adding new private programs, and suddenly reducing other programs.”

-External Actor Interviewed

Finally, although the majority of NRG grantee partners spoke extremely positively of their relationship with FGP during their time as a grantee partner, at least one grantee partner reported a sense of strain on their partnership recently due to OSF internal politics.

“ **Internal politics and cronyism is so consuming that there seems little space to engage meaningfully with us as partners** at a time when we all collectively need it most.”

-Grantee Partner Surveyed

# SUSTAINABILITY OF OUTCOMES

When exploring NRG outcome sustainability, several themes related to a local systems approach emerged from NRG grantee partners and external partner commentary, including:

- Local champions
- Local ownership of the issues
- Cross-sector and public awareness
- Infrastructure and enforcement
- Behavior changes among public officials

## Local Champions

NRG grantee partners spoke about the importance of the **presence and persistence of local champions**. For instance, one grantee partner shared that having people on the ground, who care about the issues and are willing to persist to promote change is vital for sustaining progress.

“The persistence and presence of local champions is something that’s indicative of sustainability. **The presence of activists could speak to kind of the resilience and the kind of persistence of the change.** Two activists, champions, who were there right at the beginning, who have been jailed multiple times over the last two decades, they’re still there, and they’re still... And they’re still demanding these things.”

—Grantee Partner Interviewed

External actors corroborated this idea, expressing that champions are major determinants of whether outcomes will be upheld.

“Having **these champions in the public sector** and especially in social movements promote sustainability of outcomes. This is especially true when there are **attempts to water down standards and policy**; there **needs to be people there to care about it.**”

—External Actor During Outcome Harvesting Workshop

## Local Issue Ownership

Relatedly, grantee partners shared that a **sense of local ownership**, that stems from engaging partners in local ecosystems, promotes an understanding of how these issues impact communities. With this understanding comes ownership of the issues and the autonomy to act.

“ So the majority of these initiatives are **self-centered pursuits that are directly impacting the needs and interests of developing countries**. So it creates a sense of ownership of the proposal and ownership of initiative.”

—Grantee Partner Interviewed

## Cross-Sector and Public Awareness

Thirdly, **building cross-sector and public awareness** was cited as a key aspect of sustaining NRG outcomes. As one grantee partner noted, it takes an amalgamation of local actors, across institutions, to sustain wins within the natural resource governance realm.

“ I think that a part of it is **you need to get enough people to understand and be on board, whether it's the government or civil society, local groups to really understand issues, so that you don't just get a momentary short-term gain** where it looks like you've had super impact, because that impact won't be very sustainable, and so you need to have people in the different institutions on board.”

—Grantee Partner Interviewed

Fourth, NRG grantee partners highlighted the importance of **developing infrastructure and enforcement** as a way to sustain NRG outcomes. Grantee partners argue it is one thing to have people on board, but then there needs to be processes in place to make sure changes are sustainable despite changes in the political landscape or global priorities.

“ So whether it's legal or otherwise, if there's a change in government, you can't just assume certain sort gains that the previous government had made, and may have been supported by OSF, will sustain. It can be done too easily for those things to be undone. You need to have people understanding, you need to have people on board and you have to put **processes in place to make sure that it's a long-term sustainable. Ideally, you need incentives and ways to enforce policies.**”

—Grantee Partner during OH Workshop

## Behavior Changes Among Public Officials

Lastly, a final indicator of sustainability is **actual behavior change among public officials**. According to this one guarantee partners, they have been tracking public officials changing their mindsets and they have reason to believe behavior change is trending in the right direction.

“ We usually look at sustainability of our initiatives by analyzing if these have had some impact first in change of **behavior of public officials, second by getting changes in some sort of public document – reg or law, etc., and in the long-term is a general change of patterns and means by which we address corruption**. We pretty much track public officials changing their mindset or looking at issues we are advocating for in a different way. We have examples of that, we can say we were good at that. We are happy with the outcome.”

—Grantee Partner Interviewed

# CHALLENGES TO SUSTAINABILITY

Finally, NRG grantee partners and external partners also discussed challenges to sustainability

## Victories Are Never Assured

For one, grantee partners cited that **laws can be weakened or rolled back** with different political priorities. Since victories are never cemented, outcomes are difficult to sustain. Thus, the volatile political climate is seen as a challenge to sustainability.

“Looking at laws that have passed and voluntary standards to advance norms is one indicator. But are they truly sustainable? **Victories are never assured. Laws can be weakened and rolled back.** There are cracks in the facade that we need to closely monitor to ensure efforts are not undone.”

—Grantee Partner During OH Workshop

## One Weak Link Can Undermine Reform

Interview participants also note that the work must be **truly global** to be sustainable. Grantee partners note that even if one country does not enforce a law, the whole system is weakened.

“Throughout FGP, we made really important gains, but “global standards” are said with a “wink” because the implementation is weak and uneven across countries. We have made all this progress but without sustained efforts things will be left unfinished or partially done. **If not fully global then the work is not done. If one country allows work to remain in secrecy the companies will go there.**”

—Grantee Partner During OH Workshop

## External Events

Additionally, while in many cases, as previously discussed, **external events** may serve as catalysts for action and strategic opportunities to make change, they can also present challenges to sustaining change. For example, commodity downfalls in 2015 negatively affected efforts to sustain progress in resource rich countries.



The most recent commodity price crash has dramatically affected the public finances of resource rich countries, and increased the potential influence of International Financial Institutions (IFI) in seeking governance improvements as conditions of financial support. The **commodity downturn also presents new challenges at the country level—new austerity measures as overly optimistic budgets get slashed, and in certain instances, more repressive government tactics to quell dissent.**”

—FGP Portfolio Review, 2016

## Engaging Local Actors

In the quest to promote sustainability, interviewees often noted the importance of **engaging local actors and continuing to take a systems approach.** For instance, one NRG grantee partner reported that funding and supporting the growth of an entire ecosystem is an effective way to maintain progress.



OSF's has a bigger impact in the community-based funds in specific areas where there's opportunity. So for instance, I don't know, gas and mining transparency and just is one issue that that's OSF's been engaged on...**they're funding a number of different groups in that space who are all working together and sometimes literally through coalitions and sometimes sort of informally, but having an ecosystem,** of all groups that are all working towards something, 'cause it's really difficult for one organization no matter how powerful they are to have really sustained impact... OSF's willingness to step in and fund a number of different organizations that are all doing the similar types of work and focusing on similar political opportunities is really important because the impact would be much less successful otherwise.”

—Grantee Partner Interviewed

Other grantee partners elevated the importance of continuing to **track indicators and measure impacts** as vital for sustainability. One grantee partner provided the example of revenue tracking.



One key is to **look at how and when cities and communities are benefiting** from revenues.”

—Grantee Partner During OH Workshop



External actors share this view, offering up the example of policy tracking as an important tool for determining sustainability of outcomes.

“ Policy change is **quite measurable**...you can see the direction of movement. If you want to know about sustainability, pick a policy and see what happened.”

—External Actor During OH Workshop

## Sustained Funding

Lastly, NRG grantee partners and external actors alike indicate that there needs to be **sustained funding**. For instance, one grantee partner noted that the defunding of the beneficial ownership and transparency work had unfavorable effects, making it more difficult to sustain outcomes.

“ So if we look around the space, a couple of the big campaigning organizations who were big in 2013 have essentially defunded beneficial ownership work entirely. **There's very few of us left keeping an eye on it.** It's very hard to gain people's focus on it. **It's even harder because the world is on fire in a really creative range of ways now...**”

—Grantee Partner Interviewed

To mitigate this, one external actor reinforced the idea of stable, long-term funding as a way to hold the line.

“ This work is **never finished**. These outcomes, although you may see positive outcomes, the lessons from the past 10+ years...**2 steps forward, 1 step back**. Patient, **long term funding** that is willing to go through the trials.”

—External Actor During Outcome Harvesting Workshop

# APPENDIX

## Appendix A: NRG Grantees and Funding Allocations

| GRANTEE   | FUNDING (2013-2020)    |
|---|------------------------|
| Natural Resource Governance Institute                                 | \$34,660,000.00        |
| Global Witness  | \$14,038,090.00        |
| ONE Armenia   | \$8,617,780.06         |
| PWYP International  | \$4,191,158.77         |
| Publish What You Pay (PWYP)   | \$3,000,000.00         |
| ONE Action  | \$2,625,000.00         |
| Global Witness Limited  | \$2,374,000.00         |
| OxFam-American, Inc   | \$2,325,000.00         |
| International Senior Lawyers Project                                  | \$1,550,000.00         |
| ONE   | \$1,500,000.00         |
| Columbia Center on Sustainable Investment (CCSI)                      | \$1,149,999.00         |
| Institute for Multi-Stakeholder Initiative Integrity                  | \$703,200.00           |
| The ONE Campaign  | \$375,000.00           |
| Accountability Council  | \$275,000.00           |
| Transparency Institute of Guyana Inc.                                 | \$141,667.00           |
| Transparency International Liaison Office to the European Union aisbl | \$140,000.00           |
| Guyana Free Press Association   | \$73,000.00            |
| Emerging Markets Investors Alliance                                   | \$65,000.00            |
| Project On Government Oversight, Inc.                                 | \$63,500.00            |
| PWYP-Australia  | \$54,055.31            |
| Corporacion Comunidad de Juristas Akubadaura                          | \$50,000.00            |
| Corporacion Transparencia por Colombia                                | \$50,000.00            |
| Water Governance Institute  | \$50,000.00            |
| Crude Accountability Incorporated                                     | \$45,000.00            |
| PWYP-US   | \$40,000.00            |
| PWYP-France   | \$24,876.43            |
| The Lugar Center  | \$24,000.00            |
| International Renaissance Foundation                                  | \$22,551.04            |
| PWYP-UK   | \$22,000.00            |
| <b>TOTAL</b>  | <b>\$78,249,877.61</b> |

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