

INDEPENDENT REPORTING MECHANISM (IRM):

GHANA END OF TERM REPORT 2013–2014

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Open
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INDEPENDENT
REPORTING MECHANISM

INDEPENDENT REPORTING MECHANISM (IRM): GHANA END OF TERM REPORT 2013-2014

Ghana's action plan included a number of ambitious commitments, such as passing the Right to Information Bill and extractive sector reform. However, due to the lack of progress on implementation, many of the commitments failed to open government. To guarantee completion, cabinet can formally approve the action plan and government can follow-up with appropriate budget and oversight.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP participating country. **This report summarizes the results of the period July 2014 to December 2014.**

Ghana officially began participating in OGP in September 2011, when former President J.E.A Mills declared the government's intent to join.

The OGP in Ghana is led by a national steering committee comprised of representatives from government and civil society. The Public Sector Reform Secretariat (PSRS) serves as the Secretariat for the OGP process in the country. The PSRS does not have legal power to compel other agencies to implement OGP commitments, and there is no mechanism currently in place to ensure commitment implementation. There is no central budget for OGP nor is there a mean to ensure that each implementing agency dedicates funds to its OGP activities. Instead, the government expects each institution to commit its own resources to achieve their commitments.

CONSULTATION WITH CIVIL SOCIETY DURING IMPLEMENTATION

Countries participating in the OGP follow a consultation process throughout development and implementation of their OGP action plan.

Overall, Ghana developed the OGP plan in a participatory way. The government organised consultations in three geographic zones and sent invitations to all known civil society organisations (CSOs) in these zones. They did not circulate the draft action plan ahead of the consultations,

TABLE 1: AT A GLANCE

NUMBER OF COMMITMENTS: 13

NUMBER OF MILESTONES: 46

LEVEL OF COMPLETION

| | MID-TERM | END-OF-TERM |
|--------------|----------|-------------|
| COMPLETED: | 0 | 0 |
| SUBSTANTIAL: | 5 | 5 |
| LIMITED: | 5 | 5 |
| NOT STARTED: | 3 | 3 |

NUMBER OF COMMITMENTS WITH:

| | | |
|---|----|----|
| CLEARLY RELEVANCE TO OGP VALUES: | 10 | 10 |
| MODERATE OR TRANSFORMATIVE POTENTIAL IMPACT | 9 | 9 |
| SUBSTANTIAL OR COMPLETE IMPLEMENTATION | 5 | 5 |
| ALL THREE (★): | 3 | 3 |

TABLE 2: AT A GLANCE

| | |
|---|----|
| COMMITMENTS CARRIED OVER TO NEXT ACTION PLAN: | 5 |
| MILESTONES SIGNIFICANTLY MODIFIED OR UPDATED TO THE NEXT ACTION PLAN: | 2 |
| MILESTONES LEFT OUT OF NEXT ACTION PLAN: | 44 |
| UNCLEAR RELATIONSHIP TO NEXT ACTION PLAN: | 0 |

which would have helped the stakeholders better prepare for the meeting. The IRM researcher was unable to find a report on the national consultation forum

The PSRS organised an implementation forum for CSOs and government agencies. Its objectives were to raise awareness, identify implementation challenges, and promote collaboration among stakeholders. In the future, government administrators need to conduct more workshops to discuss action plan implementation.

At the time of this report, the government had published its self-assessment report although it did so one year late, in September 2015.

Action Plan Consultation

| PHASE OF ACTION PLAN | OGP PROCESS REQUIREMENT (ARTICLES OF GOVERNANCE SECTION) | DID THE GOVERNMENT MEET THIS REQUIREMENT |
|-----------------------|--|---|
| During Implementation | Regular forum for consultation during implementation? | The government provided a forum for consultation to inform stakeholders about the plan. |
| | Consultations: Open or Invitation-only? | Invitation-only |
| | Consultations on IAP2 ¹ spectrum | Involve |

IMPLEMENTATION OF COMMITMENTS THAT WERE INCOMPLETE AT MID-TERM REPORT

As part of OGP, countries are required to make commitments in a two-year action plan. Table 4 summarizes each commitment, its level of completion, its ambition, whether it falls within Ghana's planned schedule, and the key next steps for the commitment in future OGP action plans. The tables below summarize progress on milestones that were not complete at the mid-term report. Previously completed milestones have been omitted for brevity.

¹"IAP2 Spectrum of Political Participation," International Association for Public Participation, <http://bit.ly/1kMmlYC>.

ABOUT “DID IT OPEN GOVERNMENT?”

Often, OGP commitments are vaguely worded or not clearly related to opening government, but they actually achieve significant political reforms. Other times, commitments with significant progress may appear relevant and ambitious, but fail to open government. In an attempt to capture these subtleties and, more importantly, actual changes in government practice, the IRM introduced a new variable ‘did it open government?’ in End-of-Term Reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the practice of governing has changed as a result of the commitment. This can be contrasted to the IRM’s “Starred commitments” which describe potential impact.

IRM Researchers code the “Did it open government?” variable using the same scale as the “potential impact” variable. This allows for comparisons of intention (potential impact) with outcomes government. A variable scale also allows categorization of results along a spectrum, as some commitments may have mixed results. The scale is as follows:

- Worsens: worsens government openness
- None: maintains the same degree of government openness
- Minor: an incremental but positive step for government openness in the relevant policy area
- Major: a major step forward for government openness in the relevant policy area, but remains limited in scope or scale
- Transformative: a reform that has transformed ‘business as usual’ in the relevant policy area by opening government

To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes as *implemented* for changes in government openness.

Readers should keep in mind limitations. IRM End-of-Term Reports are prepared only a few months after the implementation cycle is completed and focus on government practice, so the variable does not capture longer term changes and on-the-ground impacts. Second, as with all assessments of OGP commitments, the variable assesses only the outcomes of the commitment. It should therefore not be interpreted as an evaluation of open government on the whole in the national context as the scope of each action.

ABOUT STARRED COMMITMENTS ★

Note that the IRM updated the star criteria in early 2015 in order to raise the bar for model OGP commitments. Under the new criteria, a commitment receives a star if it is measurable, clearly relevant to OGP values as written, has *transformative* impact, and is substantially or completely implemented. To preserve clarity and consistency across the mid-term and end of term reports, this report uses the old criteria for evaluating starred commitments. Going forward, the mid-term and end of term IRM reports on the second Ghana action plan will evaluate commitments using the new criteria exclusively.

Assessment of Progress by Commitment

| COMMITMENT OVERVIEW | SPECIFICITY | | | | OGP VALUE RELEVANCE | | | | POTENTIAL IMPACT | | | | COMPLETION | | MID-TERM | | DID IT OPEN GOVERNMENT? | | | | |
|-----------------------------------|-------------|-----|--------|------|-----------------------|---------------------|-----------------------|---|------------------|-------|----------|----------------|-------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | None | Low | Medium | High | Access to Information | Civic participation | Public Accountability | Technology & Innovation for Transparency & Accountability | None | Minor | Moderate | Transformative | Not started | Limited | END OF TERM | | Worsens | None | Minor | Major | Transformative |
| | | | | | | | | | | | | | | | Substantial | Complete | | | | | |
| 1. Fiscal data | | | | X | X | X | X | | | | X | | | | | | | X | | | |
| ⊕ 2. Fiscal Transparency | | | X | | X | X | X | | | | X | | | | | X | | | | | X |
| 3. Right to Information | | | | X | X | X | | | | | | X | | X | | | | | | X | |
| ⊕ 4. Human Rights Monitoring | | | | X | | X | X | | | | X | | | | X | | | | | X | |
| 5. Extractives Revenue Management | | | | X | X | X | X | | | | | X | | X | | | | | | X | |
| 6. Investment Oversight | | | X | | X | X | | | | X | | | X | | | | | | | X | |
| 7. Citizen Participation | | | X | | X | X | X | | | X | | | | | X | | | | | X | |
| 8. Code of Conducted Bill | | | | X | | | X | | | | X | | | X | | | | | | X | |
| 9. Audit Reports | | | X | | X | X | X | | | | X | | | X | | | | | | X | |
| 10. National Broadcasting | | | X | | Unclear | | | | X | | | | | X | | | | | | X | |
| 11. E-immigration | | | X | | Unclear | | | | | X | | | | X | | | | | | X | |
| 12. Financial Management | | | X | | Unclear | | | | | | X | | | | X | | | | | X | |
| ⊕ 13. Policy Portal | | | | X | X | X | | X | | | | X | | | X | | | | | | X |

1 | PASSAGE OF FISCAL RESPONSIBILITY ACT

Commitment Text:

The Government of Ghana will, within the two-year period (2013 - 2014) take concrete action to strengthen the management of public expenditure by working closely with relevant stakeholders to introduce the appropriate legislation in the Ghana Parliament.

Toward this end, the Government will consistently work towards the passage of the Fiscal Responsibility Act that strengthens mechanisms for fiscal discipline and provides the citizenry with clear indicators to determine when the Government is veering off approved expenditures in a way that threatens fiscal stability. Fiscal responsibility legislation is critically necessary to reverse, for example, the trend of overspending associated with Ghana's electoral cycle.¹

Actions:

- Conduct a national consultation process with think-tanks, labour unions, private sector organizations on the necessity, content, limits, merits and demerits of a Fiscal Responsibility Act
- Finalize a report on the national consultation process
- Prepare and place a draft Fiscal Responsibility Bill for Cabinet approval
- Introduce Draft Bill in Parliament for debate and passage
- Educate the public on content and benefits of the Fiscal Responsibility Act

Responsible institution(s): Ministry of Finance and Economic Planning

Supporting institution(s): Centre for Economic Policy Analysis (CEPA), Institute of Economic Affairs (IEA)

Start Date: 1 January 2013

End Date: 31 December 2014

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: High • Potential impact: Moderate | | | | | | | | | |
| 1. Overview | X | | | | | X | | | |
| 1.1 National consultation and report on Fiscal Responsibility Act | X | | | | | X | | | |
| 1.2. Prepare and Pass Fiscal Responsibility Bill | X | | | | | X | | | |
| 1.3. Awareness creation on Fiscal Responsibility Act | X | | | | | X | | | |

POLICY AIM

This commitment aims to prepare and finalize the Fiscal Responsibility Act. This Act seeks to control public expenditure to bring about fiscal stability in Ghana. Measures considered included improving tax collection efficiency and creating new rules regarding government lending.

STATUS

Midterm: Not started

The government discussed the bill during a National Economic Forum in 2014 but did not conduct specific consultation on the bill. In addition, the government did not prepare and place the draft Fiscal Responsibility Bill for Cabinet approval.

End of term: Not started

The commitment remained not started at the end of term, according to the IRM researcher's findings.

DID IT OPEN GOVERNMENT?

The commitment made no impact on opening up government, as the government did not begin any milestone.

CARRIED FORWARD?

The commitment was carried on to Ghana's second action plan, but the scope of the commitment in the new plan differs from the previous plan. The new action plan focuses mainly on international and national consultations and does not commit the government to prepare or pass the draft Fiscal Responsibility Bill.

¹The researcher combined the five actions mentioned in the action plan into three milestones for assessment in the table: the first and second actions are combined, and the third and fourth actions are combined.

2 | FISCAL TRANSPARENCY

This is a starred (★) commitment.¹

Commitment Text:

Fiscal transparency will be improved by making available to a wider section of the population additional budgetary information that facilitates the tracking of government expenditures especially on government projects. Toward this goal, budget figures will be rendered more user-friendly, simplified versions of the budget will be produced and widely disseminated, and reports on revenues and expenditures produced and distributed twice within the fiscal year.

Government further commits to collaborate with relevant civil society organizations and encourage the production and dissemination of a citizens' budget that reflects more broadly the direction of citizens' aspirations in relation to their national budget.

Actions as listed in the action plan:

- Convene a consultative meeting with all relevant CSOs and private sector on budget presentation format that facilitates effective tracking of expenditures
- Convene forum of Government, private sector organization and CSOs to discuss the production of a simplified version of the budget for popular usage
- Support competent and relevant CSOs to co-ordinate the production of a citizens' budget on an annual basis²

Responsible institution(s): Ministry of Finance and Economic Planning (MOFEP)

Supporting institution(s): Institute For Fiscal Policy (IFFP), Centre for Economic Policy Analysis (CEPA), Institute of Economic Affairs (IEA), SEND Ghana

Start Date: Not Specified

End Date: Not Specified

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: Medium • Potential impact: Moderate | | | | | | | | | |
| ★2. Overall | | | X | | | | | X | |
| 2.1. Tracking of expenditures | | X | | | | | X | | |
| 2.2. Simplified version of the budget | | | | X | | | | X | |
| 2.3 Citizens' budget | | | | X | | | | X | |
| 2.4 Revenues and expenditures reports | | | X | | | | | X | |
| 2.5 Consultative budget meetings | | | | X | | | | X | |
| 2.6 Support CSOs to produce citizens' budget | X | | | | | X | | | |

POLICY AIM

This commitment seeks to publicise budgetary information to facilitate independent budget analysis and tracking of government expenditures by think tanks and CSOs. Activities planned toward achievement of this goal included disseminating a simplified version of the budget, producing revenue and expenditure reports twice a year, publishing a citizens' budget, holding consultative budget meetings and supporting CSOs to produce a citizens' budget.

STATUS

Mid-term: Substantial

The Ministry of Finance and Economic Planning completed several of the milestones including disseminating a simplified budget, publishing a citizens' budget, and holding consultative meetings on the budget. The government produced one mid-year review of revenues and expenditures, partially fulfilling milestone 2.4. The Ministry of Finance did not implement milestone 2.6 (supporting CSOs in producing a citizens' budget) because an International Budget Partnership report stated that such budgets are solely the ministry's responsibility.

End of term: Substantial

According to the government self-assessment report, there was no additional progress made on this commitment.

DID IT OPEN GOVERNMENT?

The Ministry of Finance prepared a citizens' budget, simplified version of the budget, and uploaded other fiscal data on their website. The finance ministry also engaged CSOs and the private sector on the budget. These actions can be said to open government. According to the Open Budget Survey 2012 (the year Ghana joined OGP), Ghana neither produced a Citizens Budget, Pre-Budget Statement nor Year End Report but the Open Budget Survey 2015 confirmed Ghana produced Citizens' Budget and Year End Report.³ The government proposed to track expenditures by conducting public expenditure tracking surveys (PETS). The government engaged with a civil society organisation on the budget tracking but did not carry out the PETS. However, despite the limited progress on tracking of government expenditures, the IRM researcher found that the publication of previously unavailable budget information to citizens significantly opened up the government.

CARRIED FORWARD?

None of the milestones were carried forward in the second action plan despite the IRM researcher's recommendation to the contrary. The government could commit to carry out budget tracking in future action plans.

¹Starred commitments are exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria: (1) It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity; (2) Commitment language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability; (3) The commitment must have a "moderate" or "transformative" potential impact, should it be implemented; and (4) The commitment must see significant progress during the action plan implementation period, achieving a "substantial" or "complete" progress ranking.

²Six milestones were derived based on the above commitment text and the three actions.

³See "Open Budget Survey 2012: Ghana," available at: <http://www.internationalbudget.org/wp-content/uploads/OBI2012-GhanaCS-English.pdf> and "Open Budget Survey 2015: Ghana," available at: <http://www.internationalbudget.org/wp-content/uploads/OBS2015-CS-Ghana-English.pdf>.

3 | RIGHT TO INFORMATION

Commitment Text:

The Government of Ghana has, since 2010, been working very hard on a major instrument of transparency in the shape of a Right to Information Bill which is currently pending before Parliament. To give transparency a badly needed shot in the arm, Government undertakes to work hand-in-hand with Parliament to ensure the early passage of the Bill. To achieve this undertaking, Government will support every effort to ensure an immediate resolution of all outstanding issues between Parliament and CSO supporters of the Bill.

Actions:

- Convene a weekend retreat of the Coalition on Right to Information Bill and the Parliamentary Committee on Communications and the Parliamentary Committee on Legal, Constitutional and Parliamentary Affairs in order to thrash out the necessary compromises on the Bill
- Pass the Right to Information Bill by the end of 2013.
- Disseminate information and educate the public on the Law.

Responsible institution(s): Ministry of Communication (MOC) and National Media Commission (NMC)

Supporting institution(s): Ghana Journalists Association (GJA), Coalition on the Right to Information Bill (CRTI), Media Foundation for West Africa (MFWA)

| | | |
|---------------|---------------------------|----------------------------|
| Milestone 3.1 | Start date: Not specified | End date: Not specified |
| Milestone 3.2 | Start date: Not specified | End date: 31 December 2013 |
| Milestone 3.3 | Start date: Not specified | End date: Not specified |

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|----------|-------------|----------|-------------------------|----------|----------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: High • Potential impact: Transformative | | | | | | | | | |
| 3. Overall | | X | | | | | X | | |
| 3.1. Right to Information Bill retreat | | | | X | | | X | | |
| 3.2. Pass Right to Information Bill | X | | | | | X | | | |
| 3.3. Awareness Creation on the Bill | X | | | | | X | | | |

POLICY AIM

This commitment aims to design and pass Ghana's first freedom of information bill. The government, through parliament, is collaborating with both state and non-state actors to produce a bill that is acceptable to all the stakeholders in promoting transparency.

STATUS

Mid-term: Limited

The mid-term status of the commitment was considered limited. The Right to Information Bill retreat (milestone 3.1) was completed but the bill did not pass. Therefore, milestone 3.3, concerning dissemination of this bill, could not be performed.

End of term: Limited

The government's self-assessment report indicated performance to be 'largely implemented.' However, apart from the completed milestone 3.1, the government took no further action toward passage of the bill by the end of the plan period. The IRM researcher could not find any evidence of attempts by the government to make progress on the remaining two milestones.

DID IT OPEN GOVERNMENT?

Parliament collaborated with stakeholders to improve the freedom of information bill (milestone 3.1). This progress in improving transparency and citizen participation in decision-making had a minor impact on opening government. Since the bill has not passed into law, the IRM researcher found the process of opening up government to be limited overall.

CARRIED FORWARD?

This commitment was carried forward in the new action plan with the government providing timelines for the passage on the bill as well as sensitization.

4 | HUMAN RIGHTS MONITORING

This is a starred (★) commitment.¹

Commitment Text:

Government's commitment to human rights is already evident in the establishment of the human rights court. The Government of Ghana will substantially strengthen the human rights and anti-corruption regime already in existence by supporting the Commission on Human Rights and Administrative Justice (CHRAJ) to more effectively pursue its human rights and anti-corruption mandates. One sure way of realizing this commitment will be to clarify the mandate of CHRAJ, in order to ensure that the Commission is not flooded with petitions outside its mandate, especially in Ghana's rural districts.

Government will also support CHRAJ to monitor Government's international human rights obligations.

Currently, decisions of CHRAJ do not carry the weight of a court of justice. Government commits to introduce the necessary legislative instrument that will allow successful petitioners at CHRAJ to register CHRAJ decisions in court to constitute a judgment of a competent court of law.

Government will review the salaries and conditions of service of CHRAJ personnel with a view to effecting a significant upgrade, to stem the tide of outflow of legal professionals from the Commission

Actions:

- Conduct a joint Government and relevant anti-corruption and human rights CSOs review of principal impediments to CHRAJ effectiveness
- Present report to Cabinet, through the Attorney-General, for consideration and implementation of recommendations
- Monitor impact of implementation of recommendations by joint Government-CSO committee.
- Monitor implementation of Ghana's commitment to African Union and UN protocols and instruments against corruption.
- Conduct, by mid 2014, a joint M&E session of all responsible agencies to ensure that CHRAJ mandate has been clarified, (CHRAJ monitors Government compliance with international human rights commitments; CHRAJ enjoys substantial upgrade in remuneration and conditions of service; and decisions of CHRAJ are registered to confer status of court judgment.²

Responsible institution(s): Ministry of Finance and Economic Planning (MOFEP), Ministry of Justice and Attorney-General Department (MOJAGD), Commission on Human Rights and Administrative Justice (CHRAJ)

Supporting institution(s): Corruption Coalition (GACC), Commonwealth Human Rights Initiative (CHRI), Ghana Integrity Initiative (GII)

| | | |
|---------------|---------------------------|-------------------------|
| Milestone 4.1 | Start date: Not specified | End date: Not specified |
| Milestone 4.2 | Start date: Not specified | End date: Not specified |
| Milestone 4.3 | Start date: Not specified | End date: 30 June 2014 |
| Milestone 4.4 | Start date: Not specified | End date: 30 June 2014 |

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|--|---------|-------------|----------|--|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: High • Potential impact: Moderate | | | | | | | | | |
| 4. Overall | | | X | | | | X | | |
| 4.1. Review, present and monitor the implementation of report on principal impediments to CHRAJ effectiveness | | | X | | | | X | | |
| 4.2. Monitor implementation of Ghana's commitment to African Union and UN protocols and instruments against corruption | Unable to tell from government and civil society responses | | | | Unable to tell from government and civil society responses | | | | |
| 4.3. Clarify CHRAJ mandate | | | X | | | | X | | |
| 4.4. Upgrade remuneration and conditions of service for CHRAJ | | | | X | | X | | | |

POLICY AIM

This commitment aims to strengthen existing human rights and anti-corruption systems by supporting the Commission on Human Rights and Administrative Justice (CHRAJ).

STATUS

Mid-term: Substantial

The government substantially implemented this commitment. Milestone 4.4 (Upgrade remuneration and conditions of service for CHRAJ) was completed. The Constitutional Review Commission established by the government partially fulfilled milestone 4.1 (Review, present and monitor the implementation of report on principal impediments to CHRAJ effectiveness) and 4.3 (Clarify CHRAJ mandate). However, the IRM researcher could find no evidence that milestone 4.2 (Monitor implementation of Ghana's commitment to African Union and UN protocols and instruments against corruption) was implemented.

End of term: Substantial

The mid-term status remains true for the end of term. The IRM researcher could find no evidence that there were changes after the mid-term review.

DID IT OPEN GOVERNMENT?

Even though the commitment was substantially implemented, its impact in opening up government was minor. The steps taken toward implementation of the commitment strengthened CHRAJ as an institution. Therefore, it is likely that smooth implementation of CHRAJ's activities indirectly opened up government by providing it with an enabling environment to perform its duties.

CARRIED FORWARD?

The commitment was not carried forward in Ghana's second action plan.

¹Starred commitments are considered exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria: (1) It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity; (2) Commitment language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability; (3) The commitment must have a "moderate" or "transformative" potential impact, should it be implemented; and (4) The commitment must see significant progress during the action plan implementation period, achieving a "substantial" or "complete" progress ranking.

²Based on the commitment text (two actions were mentioned) and the five listed actions, the actions have been clustered into four for assessment. The listed actions one through three focus on one issue – principal impediments to CHRAJ effectiveness – and were clustered as "review, present, and monitor the implementation of report on principal impediments to CHRAJ effectiveness."

5 | EXTRACTIVE SECTOR REVENUE MANAGEMENT

Commitment Text:

The Petroleum Revenues Management Law has provided for the establishment of Public Interest Accountability Committee (PIAC) with the primary responsibility of enforcing transparency in the management of oil revenues. PIAC is a predominantly civil society body that monitors the flow of oil revenues and expenditures. Established in 2011, PIAC, has already issued its first report for that year and enjoyed considerable independence and generous budgetary allocation.

Over the 2013 - 2014 period, the Ghana Government commits itself to maintain and strengthen the independence of PIAC by continuing the provision of adequate budgetary allocation and supporting relevant CSOs to conduct annual M&E exercises to assess the extent of PIAC independence. Government further commits to the full implementation of recommendations from annual M&E reports as it will maintain and strengthen PIAC's independent operations.

Government should further strengthen the legal framework on other minerals such as Gold.

Actions

- *Publish regulations on the Petroleum Management Act (Act 815).*
- *Pass the Mineral Development Fund Bill.*
- *Call at least four meetings of relevant CSOs, Ministries and Departments to formulate a framework for monitoring and evaluation of PIAC independence*
- *Support publication and dissemination of M&E reports*
- *Support relevant agencies to formulate sustainability plans for annual M&E exercises and reports¹*

Responsible institution(s): Ministries of Energy

Supporting institution(s): Oil and Gas Coalition, Integrated Social Development Centre (ISODEC), Institute of Economic Affairs (IEA), Institute for Democratic Governance (IDEG)

Start Date: 1 January 2013

End Date: 31 December 2014

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: High • Potential impact: Transformative | | | | | | | | | |
| 5. Overall | | X | | | | X | | | |
| 5.1. Budgetary allocation for PIAC | | X | | | | | X | | |
| 5.2. Petroleum Management Act | | X | | | | X | | | |
| 5.3. Mineral Development Fund Bill | | X | | | | X | | | |
| 5.4. PIAC independence monitoring and evaluation | X | | | | | X | | | |
| 5.5 Publication and dissemination of M&E reports | X | | | | | X | | | |
| 5.6 M&E sustainability plans | X | | | | | X | | | |

POLICY AIM

This commitment aims to ensure transparency and accountability in the management of natural resources, particularly mining, oil and gas. The commitment intends to maintain and strengthen the independence of the Public Interest Accountability Committee (PIAC) to enforce transparency in the management of oil revenues more effectively. This may be done through adequate budgetary allocations and supporting CSOs in conducting annual Monitoring & Evaluation (M&E) exercises to assess PIAC independence.

STATUS

Mid-term: Limited

This commitment had mixed progress in terms of implementation. Even though the government has made allocations to PIAC (*Milestone 5.1: Budgetary allocation for PIAC*), the amounts are often delayed in reaching the agency. Milestones 5.2 (*Petroleum Management Act*) saw limited progress. The government developed regulations to the Petroleum Management Act but never published these regulations as the Act was put on hold for review. Milestone 5.3 (*Mineral Development Fund Bill*) saw limited implementation as well. According to the government, the bill was ready to be presented to the Cabinet but this was never done. Milestones 5.5 (*Publication and dissemination of M&E reports*) and 5.6 (*M&E sustainability plans*) were not started.

End of term: Limited

The mid-term status above remains unchanged for the end of term. The IRM researcher could find no evidence that there have been changes in the level of implementation of the commitment after the mid-term review.

DID IT OPEN GOVERNMENT?

PIAC has produced reports that are publicly available and engaged with stakeholders on the reports. However, given the limited status of half of the milestones, while the other half of the milestones were 'not started,' the commitment did not open up government.

CARRIED FORWARD?

The commitment was carried forward into Ghana's second action plan with more specific milestones that are different from the milestones in the first action plan. Most of these new milestones center around organizing public consultation around the Mineral Development Fund Bill and the Petroleum Revenue Management Act, steps suggested by the IRM researcher in the midterm report.

¹Based on the above text of the commitment and the five listed actions, six milestones were derived to be assessed. From the text, "provision of adequate budgetary allocation for PIAC" is not mentioned in the five listed actions and has therefore been added to the listed actions.

6 | INVESTMENT OVERSIGHT

Commitment Text:

Extensive economic reforms, in the past, included substantial offloading of Government interest in a large number of commercial activities. And, yet, Government still maintains significant investments in some sectors of the economy.

The perennial challenge facing Government is one of finding a mechanism for exercising close oversight and comprehensive tracking of its various investments. Under the Open government Initiative, the Government commits to assign open and transparent tracking of its overall investment as an additional responsibility of the Policy Evaluation and Oversight Unit in the Office of the President (PEOU).

During the OGPI plan period, Government will take steps to initiate the process for the PEOU legislative backing that clearly specifies the additional function of tracking overall government investment. Experience gained from years of monitoring MDAs will prove useful in tracking total government investments.

Actions:

- Political leadership and administrative heads to provide the PEOU with accurate and timely information.
- Organize a forum or meeting of CSOs in governance and economic policy to discuss legislative backing and additional PEOU responsibility for oversight and tracking of government investment
- Hold meeting with Attorney-General's Department to prepare the draft legislation for the PEOU, including new function of exercising oversight and tracking of government investments

Responsible institution(s): Office of the President, Ministry of Justice and Attorney-General's Department (MJAGD), Ministry of Finance and Economic Planning (MoFEP), PEOU

Supporting institution(s): Institute of Economic Affairs (IEA), Centre for Democracy and Development (CDD), Institute for Democratic Governance (IDEG)

Milestone 6.1

Start date: Not specified

End date: Not specified

Milestone 6.2

Start date: Not specified

End date: 31 December 2013

Milestone 6.3

Start date: Not specified

End date: Not specified

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|--|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: Medium • Potential impact: Minor | | | | | | | | | |
| 6. Overall | X | | | | | X | | | |
| 6.1. Timely information to PEOU | X | | | | | X | | | |
| 6.2. PEOU oversight | X | | | | | X | | | |
| 6.3. PEOU draft legislation | X | | | | | X | | | |

POLICY AIM

This commitment aims to produce a mechanism for exercising close oversight and comprehensive tracking of the various investments undertaken by the government.

STATUS

Mid-term: Not started

The government did not begin implementation of this commitment. The Policy Evaluation and Oversight Unit, the agency in charge of the commitment, is defunct.

End of term: Not started

This commitment was not implemented since the agency in charge is defunct.

DID IT OPEN GOVERNMENT?

This commitment did not open up government since the commitment was not started.

CARRIED FORWARD?

The IRM researcher made recommendations regarding comprehensive release of information on government investment expenditure that would have served to carry over the commitment in the next action plan. However, the government did not take the recommendations on board and the commitment was not carried forward into Ghana's second action plan.

7 | CITIZEN PARTICIPATION

Commitment Text:

The National Development Planning Commission (NDPC) and the Ministry of Finance and Economic Planning (MOFEP) shall, accordingly, require of MMDAs evidence of popular participation in these processes before acceptance and approval.

Government further commits to support Metropolitan, Municipal and District Assemblies (MMDAs) to organize annual meet-the-people fora to create opportunities for CSOs, other stakeholders and the public at large to participate in the evaluation of activities undertaken by the Assemblies in the preceding year. ¹

Actions:

- Organize two meetings between CSOs engaged in local government activities and Ministry of Local Government, MOFEP, NDPC, National Association of Local Governments (NALAG) and District Assemblies Common Fund Administrator, to synthesize guidelines for deepening CSO participation in local government planning and budgetary processes
- Submit guidelines for wider discussion and adoption by representatives of MMDAs and CSOs.
- Set 2014 as starting point for implementation of guidelines

Appendix:

- Enforce full participation of CSOs and other stakeholders in district planning and budgetary processes.

Responsible institution(s): Ministry of Local Government and Rural Development, Ministry of Finance and Economic Planning, National Development Planning Commission, District Assemblies Common Fund Administrator

Supporting institution(s): National Association of Local Government, Institute of Local Government Studies, the SEND Foundation

Milestone 7.1

Start date: 1 January 2013

End date: 31 December 2014

Milestone 7.2

Start date: Not specified

End date: Not specified

Milestone 7.3

Start date: 2014

End date: Not specified

Milestone 7.4

Start date: Not specified

End date: 2013

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|--|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> Relevance: Clear Specificity: Medium Potential impact: Minor | | | X | | | | X | | |
| 7. Overall | | | X | | | | X | | |
| 7.1. Organize annual meet-the-people fora | | | X | | | | | X | |
| 7.2. Guidelines for CSO engagement | | | | X | | | X | | |
| 7.3. Implementation Guidelines | | X | | | | | X | | |
| 7.4. Enforce participation | | | X | | | | X | | |

POLICY AIM

This commitment aims to expand participation of CSOs and other stakeholders in the planning and budgetary processes at the local government level.

STATUS

Mid-term: Substantial

The National Development Planning Commission (NDPC) prepared guidelines which compel local government institutions to involve the public in the local government's planning process. Milestone 7.2 (Guideline for CSO engagement) was completed. Regarding implementation of the guidelines (milestone 7.3), local government institutions have made efforts to involve stakeholders in the budgeting process but on a limited scale. Some of the Metropolitan, Municipal, and District Assemblies (MMDAs) organized meet-the-people fora, resulting in substantial completion of milestone 7.1. As for enforcing participation in budgetary processes (milestone 7.4), the NDPC prepared guidelines for the MMDAs to enforce participation in this process.

End of term:

The Ministry of Communications continued to organise meet-the-people fora at the regional level even after the mid-term review.

DID IT OPEN GOVERNMENT?

While most of the milestones reflect actions the government was taking prior to the implementation of the action plan, milestone 7.1 offered new opportunities for the public to participate in budget processes. The government organised meet-the-people forums at the sub-national levels where key government officials met with citizens and explained policies and programs. The government organised a forum in each of the 10 regions of the country (10 forums). Citizens were encouraged to ask questions in various areas and government officials provided answers. Overall, since most of the milestones were already being implemented, the impact in opening up government was minor

CARRIED FORWARD?

As recommended in the IRM report, the milestone has been carried forward into Ghana's second action plan with new milestones for implementation. The first action plan focused on preparing guidelines to bring about public participation in local level planning. The second action plan intends to increase opportunities for citizens' participation in the work of Parliament and the local government structures.

¹Four milestones were created for assessment, based on the above commitment text, the three listed actions and an action mentioned in the appendix (Roadmap).

8 | CODE OF CONDUCT BILL

Commitment Text:

In 2013 - 2014, Ghana Government commits to make public officers more accountable to the public by encouraging Parliament to effect the speedy passage of the Code of Conduct for Public Officers Bill and initiate action for immediate implementation. Government will introduce arrangements for the verification of assets declared by public officers through the appointment of a public officer of a rank not lower than an appeal court judge to verify assets and liabilities declared by public officers. This will minimize or bring to closure the persistent skepticism about the existing asset declaration regime and inject public confidence into the process. In its present form of assets declaration, without verification, public confidence is low or non-existent.¹

Actions:

- Organize one consultative forum on the status of the Code of Conduct for Public Officers Bill and legal requirements for appointing an Assets Declaration Commissioner
- Passage of the Bill by parliament.
- Government to appoint Assets Verification Commissioner, by 2014.

Responsible institution(s): Minister in charge of Government Business, Parliamentary Committee on Legal, Constitutional and Parliamentary Affairs, Attorney-General's Department, CHRAJ

Supporting institution(s): Ghana Anti-Corruption Coalition (GACC), Ghana Integrity Initiative (GII)

| | | |
|---------------|----------------------------|----------------------------|
| Milestone 8.1 | Start date: 1 January 2013 | End date: 2014 |
| Milestone 8.2 | Start date: 1 January 2013 | End date: 31 December 2013 |
| Milestone 8.3 | Start date: 1 January 2013 | End date: 2014 |

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: High • Potential impact: Moderate | | X | | | | X | | | |
| 8. Overall | | X | | | | X | | | |
| 8.1. Code of Conduct Bill Consultative Forum | X | | | | | X | | | |
| 8.2. Pass Code of Conduct Bill | | X | | | | X | | | |
| 8.3 Appoint Assets Verification Commissioner | X | | | | | X | | | |

POLICY AIM

This commitment aims to pass the Code of Conduct for Public Officers Bill. The Bill will make public officers more accountable to the public. It will accomplish this by appointing a public officer to verify assets disclosed by public officers.

STATUS

Mid-term: Limited

At mid-term, the government hinted that the Cabinet had approved the bill and it went to Parliament. However, the Bill did not pass, resulting in limited completion. Milestones 8.1 (*Code of Conduct Bill Consultative Forum*) and 8.3 (*Appoint Assets Verification Commissioner*) were not started.

End of term: Limited.

The IRM researcher could find no evidence of variation between the status of the mid-term independent assessment and end-of-term status.

DID IT OPEN GOVERNMENT?

The Code of Conduct Bill did not pass. Therefore, this commitment did not open government during the implementation period.

CARRIED FORWARD?

The commitment was not carried over in Ghana's second action plan.

¹ This commitment has three milestones to be assessed.

9 | AUDIT REPORTS

Commitment Text:

Government will further strengthen the accountability mechanisms of Ministries, Departments and Agencies (MDAs) by reviewing the composition of the largely dysfunctional Audit Report Implementation Committees (ARICs) to include CSO representatives and independent professionals who will more effectively implement the recommendations of audit reports. A major impediment to effective implementation is that the Implementation Committee is predominantly composed of officers of the same Ministry or Department whose handling of public money has been queried by the Auditor-General.¹

Actions:

- Convene a meeting of appropriate CSOs and government Agencies to review the Financial Administration Act, particularly the provision on Audit Report Implementation Committees (ARICs).
- Agree on amendment of composition of ARICs to include CSO representatives and independent professionals
- Amend Financial Administration Act.

Responsible institution(s): Ministry of Finance and Economic Planning (MOFEP)

Supporting institution(s): Centre for Economic Policy Analysis (CEPA), Institute of Economic Affairs (IEA)

Milestone 8.1

Start date: 1 January 2013

End date: 2014

Milestone 8.2

Start date: 1 January 2013

End date: 31 December 2013

Milestone 8.3

Start date: 1 January 2013

End date: 2014

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: Medium • Potential impact: Moderate | | | | | | | | | |
| 9. Overall | X | | | | | X | | | |
| 9.1. Code of Conduct Bill Consultative Forum | X | | | | | X | | | |
| 9.2. Pass Code of Conduct Bill | X | | | | | X | | | |
| 9.3 Appoint Assets Verification Commissioner | X | | | | | X | | | |

POLICY AIM

This commitment aims to include CSO representatives and independent professionals in the Audit Report Implementation Committees (ARICs) to strengthen accountability mechanisms of Ministries, Departments and Agencies (MDAs).

STATUS

Mid-term: Not started

The government did not begin any of the milestones. In addition, this commitment did not target the appropriate legal documents. It should have targeted the Audit Service Act in order to allow implementation of these changes.

End of term: Not started

The amendments to the Audit Service Act necessary to complete the commitment were not made, hence the commitment was not started.

DID IT OPEN GOVERNMENT?

The commitment did not open up government since the commitment was not started.

CARRIED FORWARD?

The government did not pursue further the commitment in the new action plan.

¹This commitment has three milestones to be assessed.

10 | NATIONAL BROADCASTING

Commitment Text:

Within the Action Plan period (2013 - 2014), Government will review and enact the national Broadcasting Bill to bring broadcasting, in Ghana, in line with nationally acceptable accountability standards and ensure that it is supportive of national unity and cohesion. Currently, a major national political concern is the threat posed by a vibrant but unregulated independent broadcasting. Some political broadcasting content is considered a threat to national unity, cohesion and even public morality.

Responsible institution(s): Ministry of Communication and National Media Commission

Supporting institution(s): Association (GJA), Ghana Independent Broadcasters Association (GIBA), Media Foundation of West Africa (MFWA), National Coalition on Broadcasting Bill (NCBB)

Start Date: 1 January 2013

End Date: March 2014

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> Relevance: Unclear Specificity: Medium Potential impact: None | | X | | | | X | | | |

POLICY AIM

This commitment aims to review and enact a broadcasting law in line with “nationally acceptable accountability standards,” thereby promoting national unity, cohesion and public morality.

STATUS

Mid-term: Limited

The government prepared the national broadcasting bill and sent it to media-related organisations and other stakeholders (for example Media Commission, Ghana Journalist Association) for a final review. However, the bill was not passed.

End of term: Limited

According to the IRM researcher’s research, at the end of the plan period, there was no difference between the mid-term independent review above and the end-of-term activities in terms of implementation.

DID IT OPEN GOVERNMENT?

The commitment was not implemented and thus it is unclear whether it would have opened government.

CARRIED FORWARD?

The government did not pursue further the commitment in the new action plan

11 | E-IMMIGRATION

Commitment Text:

To complete, within the Action Plan period, the implementation of e-immigration

The purpose of the introduction of the e-immigration system for visitors is to manage the growth of visitor members in a cost effective way through the use of cutting edge technology and to deliver service consistent with expectations of travelers. The introduction of an e-immigration system will help regulate entry into and exit of the country by foreigners and check fake identities. The automation will affect two seaports and four border entries, including Aflao and Elubo, and will contribute to promoting and improving intelligence sharing within the Ghana Immigration Service (GIS).

Actions:

Institute twice yearly support and solidarity meetings with Ghana Immigration Service and Ministry of Finance and Economic Planning to track prospects, progress and problems faced in rolling out E-immigration

Appendix:

Complete E-immigration project by automation of entry and exit of Ghana at 4 entry points and 2 seaports.

Responsible institution(s): Not specified

Supporting institution(s): Not specified

Start Date: 1 January 2013

End Date: 31 December 2014

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|--|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> Relevance: Unclear Specificity: Medium Potential impact: Minor | | X | | | | X | | | |

POLICY AIM

This commitment aims to use modern technology to verify the identity of travellers in and out of the country.

STATUS

Mid-term: Limited

During the mid-term review, Ghana Immigration Service (GIS) had recently taken the first steps towards implementing the e-immigration system, resulting in a limited level of completion.

End of term: Limited

The IRM researcher could find no changes in implementation since the mid-term review.

DID IT OPEN GOVERNMENT?

It is unclear how verifying the identity of travellers would open government.

CARRIED FORWARD?

The government did not pursue further the commitment in the second action plan.

12 | FINANCIAL MANAGEMENT

Commitment Text:

The goal is to complete, within the Action Plan period, the implementation of GIFMIS.

The Ghana Integrated Financial Management Information System (GIFMIS) is a charter for public financial management that will help achieve the following key objectives:

- Capture all public finances currently scattered at different units, at the centre and across all local governments
- Produce a single unified chart of accounts and budget classification (for budgeting, accounting and reporting) that is compliant with IMF standards 27
- Develop and implement re-engineered business processes that are best practice
- Consolidate the reporting of all government finances within the two years (2013 - 2014) that GIFMIS will be completed

Actions:

Institute twice yearly support and solidarity meetings with Ministry of Finance and Economic Planning to track prospects, progress and problems faced in rolling out GIFMIS¹

Appendix:

- Complete Ghana Integrated Financial Management Information system GIFMIS by bringing all data on government to a central unit.

Responsible institution(s): Not specified

Supporting institution(s): Not specified

| | | |
|----------------|---------------------------|----------------------------|
| Milestone 12.1 | Start date: Not specified | End date: 31 December 2014 |
| Milestone 12.2 | Start date: Not specified | End date: Not specified |
| Milestone 12.3 | Start date: Not specified | End date: Not specified |
| Milestone 12.4 | Start date: Not specified | Start date: Not specified |
| Milestone 12.5 | Start date: 2013 | Start date: 2014 |

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|--|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: Medium • Potential impact: Transformative | | | X | | | X | | | |
| 12. Overall | | | X | | | X | | | |
| 12.1. Meetings with MoF | | | X | | | X | | | 1 |
| 12.2. Centralize public finance | | X | | | | X | | | |
| 12.3 Produce unified chart of accounts | | | | X | | X | | | |
| 12.4 Best practice business processes | Unable to tell from government and civil society responses | | | | N/A | | | | |
| 12.5 Consolidate government finance reporting | | X | | | | X | | | |

POLICY AIM

This commitment aims to improve the public financial management system by consolidating reporting of all government finances through the Ghana Integrated Financial Management Information System (GIFMIS).

STATUS

Mid-term: Substantial

In fulfilment of milestone 12.3, the government uploaded the 2014 budget, prepared in a Programme Based Budgeting format, onto GIFMIS which produced a single unified chart of accounts and budget classification in compliance with IMF standards. The implementation of milestone 12.1 (*Meetings with MoF*) led to actions in fulfilment of other milestones such as capturing public finances that were previously scattered between different units in 33 Ministries, Department and Agencies (MDA), 10 regional Coordination Councils/Treasuries, and 7 metropolitan assemblies (milestone 12.2), and to some extent help consolidate the reporting of government finances (milestone 12.5). At the time of writing the report, only a small number of MDAs were connected to GIFMIS, resulting in partial fulfilment of Milestones 12.2 (*Centralize public finance*) and 12.5 (*Consolidate government finance reporting*).

End of term: Substantial

The IRM researcher could find no evidence of change in implementation between the end-of-term status and the mid-term independent review status of the commitment.

DID IT OPEN GOVERNMENT?

The relationship between the above milestones and opening up government is unclear as GIFMIS is an internal-facing government programme. Therefore the commitment can not be said to have opened government.

CARRIED FORWARD?

The government did not pursue further the commitment in the second action plan.

¹ Based on the commitment text, the listed action, and an action mentioned in the appendix (Roadmap), five milestones were derived to be assessed.

★ 13 | POLICY PORTAL

This is a starred (★) commitment.¹

Commitment Text:

The goal is to complete, within the Action Plan period, the implementation of Ghana Open Data Initiative (GODI).

Ghana further commits to the application of ICT for enhanced service delivery through the full implementation, by the end of 2014, of the Ghana Open Data Initiative (GODI) by the National Information and Technology Agency (NITA). In 2011, Ghana joined the global Open Data Initiative (ODA). The objective of the initiative includes promoting transparency in government transactions and creating business opportunity for reuse of open government data. The initiative involves a bold and innovative approach to governance and how public services should adapt their procedure to meet the demands and necessities of citizens.

GODI will facilitate data collection and dissemination by Ministries, Departments and Agencies and trigger innovation and development through the use of the data so disseminated. The Government, through the Ministry of Communications, will support NITA to open two portals, one immediately, by 2013, and the other, long-term, by 2014, to facilitate the collection and dissemination of data to serve citizens.

Actions:

- Call two meetings of Ministry of Communications, NITA and relevant CSOs to assess resource requirement of NITA in rolling out one portal, by end 2014
- Support NITA to roll out the portal to be used for policy making and community participation.
- Collaborate with Ministry of Communications, NITA and relevant CSOs to evaluate benefits to users of the portals established

Appendix:

Support National Information Technology Agency (NITA) to create 2 portals for gathering and dissemination of information on government policies

Responsible institution(s): Ministry of Communications and NITA

Supporting institution(s): Not specified

Start Date: Not specified

End Date: 2014

| COMMITMENT OVERVIEW | END OF TERM COMPLETION | | | | DID IT OPEN GOVERNMENT? | | | | |
|---|------------------------|---------|-------------|----------|-------------------------|------|-------|-------|----------------|
| | Not started | Limited | Substantial | Complete | Worsens | None | Minor | Major | Transformative |
| <ul style="list-style-type: none"> • Relevance: Clear • Specificity: High • Potential impact: Transformative | | | | | | | | | |
| ★13. Overall | | | X | | | | | X | |
| 13.1. Create two portals for information dissemination | | | X | | | | | X | |
| 13.2. Assess NITA resource requirement | | | | X | | | X | | |
| 13.3 Roll out portal | | | | X | | | | | X |
| 13.4 Evaluate portal benefits | | | | X | | | X | | |

POLICY AIM

This commitment aims to use technology and innovations to facilitate data collection and dissemination in the civil and public services through the creation of an open data portal.

STATUS

Mid-term: Substantial

At midterm, three of the four milestones were completed: .Milestones 13.2 (*Assess NITA resource requirement*), 13.3 (*Roll out portal*) and 13.4 (*Evaluate portal benefits*). The government created the open data portal and requested user feedback on the content and accessibility of the portal. However, the E-Parliament portal was not created.

End of term: Substantial

The IRM researcher could find no change between the end-of-term status and the mid-term independent review status of the commitment.

DID IT OPEN GOVERNMENT?

Ghana Open Data Initiative (GODI) involves uploading data from the Ministries, Departments and Agencies (MDAs) that were not previously publically available on NITA's website. Previously, one needed to write a letter to the Minister or Chief Director of an MDA to obtain information from that particular MDA. By providing sub-national level data for sectors like health and education, people are able to obtain MDA information online without having to write a letter to the Minister. During the review period, users of data from the website who provided comments expressed their admiration to NITA for the data obtained from their website. All the users of NITA's website who commented of the usefulness or otherwise of the data obtained, commended NITA for providing the information. NITA's work has opened up government significantly.


CARRIED FORWARD?

The mid-term report recommended the creation of the E-Parliament portal (Open Legislature Portal), but this was not included in the milestones of the second action plan. The second action plan concentrates on the Open Data portal by aiming to improve the efficiency in data collection capabilities of data controllers. Health, education, energy and agriculture are the sectors targeted to benefit in the plan.

¹ Starred commitments are considered exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria: (1) It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity; (2) Commitment language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability; (3) The commitment must have a "moderate" or "transformative" potential impact, should it be implemented; and (4) The commitment must see significant progress during the action plan implementation period, achieving a "substantial" or "complete" progress ranking.

METHODOLOGICAL NOTE

Commitments are clustered based on the original OGP action plan. This report is based on a desk review of governmental programmes, draft laws and regulations, governmental decrees, review of the government self-assessment report, analysis of the commitments, as well as monitoring the elaboration of the 1st Action Plan. The IRM researcher also reviewed documents relevant to the implementation of OGP commitments in Ghana and interviewed stakeholders, including appropriate government officials.



Nicholas Adamtey is the Director of the Transparency and Accountability Initiative. He has carried out a wide range of research studies on public budgets and budget-related policies, economic modeling, and transparency and accountability issues. His research and training activities extend beyond Ghana to other African countries.



OGP aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism assesses development and implementation of national action plans in order to foster dialogue among stakeholders and improve accountability.



Independent Reporting Mechanism
Open Government Partnership
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