Independent Reporting Mechanism (IRM): Côte d'Ivoire Progress Report 2016–2018

Aïcha Blegbo, Independent Researcher

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Executive Summary:
Côte d'Ivoire
Year 1 Report

> The action plan was thematically diverse. However, the lack of specificity or relevance of some commitments made their potential impact difficult to assess. Civil society could be more significantly involved in the process of development of the next action plan.

HIGHLIGHTS

Commitment	Overview	Well-Designed?*
Creation and functionality of mining development committees	This commitment aims to involve residents of regions impacted by mining projects in local activities. It also aims to consider the needs of these residents through development-focused community projects.	No
Establishment of communal anti-racketeering committees	This commitment combats racketeering by encouraging local participation. These committees would enable the public to denounce racketeering.	No
Promote participatory budgeting	This commitment aims to facilitate local populations' ownership over the budget through their participation in its development. The commitment would promote budget transparency and monitoring.	No

* Commitment is evaluated by the IRM as being specific, relevant and potentially transformative

PROCESS

> According to the government, the action plan reflects broad stakeholder consultation. Yet civil society claims it had little opportunity to influence the plan and that it was largely designed by the government's Technical Committee, which also met regularly during the plan's implementation.

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Who was involved?

		Narrow/ little governmental consultations	Primarily agencies that serve other agencies	Significant involvement of line ministries and agencies
Civil society	Beyond "governance" civil society			
	Mostly "governance" civil society		✔	
	No/little civil society involvement			
	Government			

The government created a Technical Committee to lead the process of developing the action plan. It was composed principally of government representatives, but three civil society representatives also participated. Civil society was involved via a platform that it established. However, this platform was created too late in the process to have any significant influence on the action plan.

Level of input by stakeholders

Level of Input	During Development
Collaborate: There was iterative dialogue AND the public helped set the agenda	
Involve: The government gave feedback on how public inputs were considered	
Consult: The public could give input	
Inform: The government provided the public with information on the action plan.	✔
No Consultation	

OGP co-creation requirements

1. Timeline Process and Availability Timeline and process available online prior to consultation	No
2. Advance notice Advance notice of consultation	Yes

3. Awareness Raising Government carried out awareness-raising activities	Yes
4. Multiple Channels Online and in-person consultations were carried out	No
5. Documentation and Feedback A summary of comments by government was provided	No
6. Regular Multi-stakeholder Forum Did a forum exist and did it meet regularly?	Yes
7. Government Self-Assessment Report Was a self-assessment report published?	Yes
Total	**4 of 7**

Acting Contrary to OGP process

Côte d'Ivoire did not act contrary to OGP process
A country is considered to have acted contrary to process if one or more of the following occurs:
- The National Action Plan was developed with neither online or offline engagements with citizens and civil society
- The government fails to engage with the IRM researchers in charge of the country's Year 1 and Year 2 reports
- The IRM report establishes that there was no progress made on implementing any of the commitments in the country's action plan

COMMITMENT PERFORMANCE

The action plan contains vague commitments, which makes it difficult to assess their potential impact. The government made progress in implementing most of its commitments. In the future, the government could ensure that documents related to implementation are available online.

		Year 1	Year 2
COMPLETED COMMITMENTS	OGP Global Average Completion Rate *	18%	36%
	Action Plan 2016-2018	5 sur 15 (34%)	
TRANSFORMATIVE COMMITMENTS	OGP Global Average Completion Rate *	16%	
	Action Plan 2016-2018	0 sur 15 (0%)	
STARRED COMMITMENTS	Highest Number of Starred Commitments (All OGP Action Plans)	5	8
	Plan d'action 2016-2018	0 sur 15 (0%)	N/A

IRM KEY RECOMMENDATIONS

1.	Collaborate with civil society in decision making to ensure it can play a supporting role and partake in citizen action. To this end, increase the number of civil society representatives on the OGP Technical Committee, to achieve a balanced composition between government and civil society. Fully involve the civil society platform in choosing the committee's civil society representatives
2.	The government could further dedicate itself to fighting corruption. For example, it could write, adopt, and implement an anti-corruption policy or national plan, addressing both racketeering and money laundering.
3.	The government could enhance its focus on freedom of the press and plurality of expression. For example, it could ease the conditions of liberalization in the televisual sector. It could also expand the areas in which private television channels can broadcast.
4.	The next action plan could be more detailed and more consistent, with specific, quantifiable, and verifiable goals.
5.	Regular monitoring of the action plan during its implementation in collaboration with civil society: Together with civil society and all other stakeholders, the Technical Committee and the civil society platform could meet every three months to monitor the progress of each commitment. Civil society could have more representatives present during on-the-ground progress evaluation.

COMMITMENTS OVERVIEW

Commitment Title	Well-designed*	Complete	Overview
1. Publish the number of carats of diamonds exported.	No	No	The implementation of this commitment is difficult to measure and its milestones do not correspond to the commitment title. The country achieved regional harmonization of the fiscal regime for diamond production.
2. Creation and operationaliz ation of mining development committees.	No	No	This commitment should enable local populations to actively participate in mining development plans and the appropriation of the funds collected. It should also allow them to benefit financially from activities in their regions. Some committees have been set up, but they are not all functioning.
3, 4, & 5. Publish information online.	No	Yes	Informing the public about customs provisions and budget administration is important. However, the low number of citizens with internet access reduces the potential impact of this commitment.
6 & 7. Improve the quality of education.	No	No	This commitment should improve the quality of education and its access online. However, it does not align with OGP values because it does not improve the quality or quantity of

			government information passed on to the public.
8. Facilitate access to public information.	No	No	Giving citizens access to administrative services online could be an improvement, as current procedures are arduous. However, the small number of people with internet access reduces the potential impact of the commitment. The portal is online but not operational.
9. Open data in Côte d'Ivoire.	No	No	This commitment proposes the creation of an open data portal. However, it does not state what type of public utility data will be published online, rendering the potential impact difficult to assess.
10. Establish a national competitiveness monitoring body.	No	No	This monitor should inform the government on the competitiveness of companies. However, the commitment is not relevant to OGP values and should not be carried forward in the next action plan.
11. Promote the Access to Public Information Act.	No	Yes	This commitment would inform the public of their rights concerning the law on access to information and enable the public to use the law. But the means and scope of these efforts were not specified. This sensitization campaign has been limited to Abidjan.
12. Ensure the freedom of the press and plurality of expression.	No	Yes	It is not clear how grants allocated to the press will guarantee more freedom.
13. Fight against racketeering.	No	No	The committees have been set up, but the consolidation of their operational capacity has not been completed. Giving the public the power to denounce racketeering should reduce its frequency. Nevertheless, if the public does not feel protected, citizens may be reluctant to denounce racketeering.
14. Promote participatory budgeting.	No	No	Participatory budgeting should allow more efficient management of public resources. This process is not compulsory and only some towns have implemented it.
15. Establish a national body to monitor the quality of financial services.	No	No	The institutional framework for the body is in place. Its objective is to restore public confidence in the banking system. However, this commitment does not correspond with OGP values. It should not be taken forward in the next action plan.

* Commitment is evaluated by the IRM as being specific, relevant, and potentially transformative.

ABOUT THE AUTHOR

Aïcha Blegbo combines experience in international development research, participatory development, gender, funds and project management, and governance and transparency with a commitment for women's economic empowerment. She is the lead researcher for Côte d'Ivoire for Global Integrity and produced the *Africa Integrity Indicators 2018 Report* for Côte d'Ivoire.

The Open Government Partnership (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 (IRM) assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.

Open
Government
Partnership

I. Introduction

The Open Government Partnership (OGP) is an international multi-stakeholder initiative that aims to secure concrete commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP provides an international forum for dialogue and sharing among governments, civil society organizations, and the private sector, all of which contribute to a common pursuit of open government.

Côte d'Ivoire began its formal participation in 2015, when Jean-Claude Brou declared his country's intention to participate in the initiative.[1]

In order to participate in OGP, governments must exhibit a demonstrated commitment to open government by meeting a set of (minimum) performance criteria. Objective, third-party indicators are used to determine the extent of country progress on each of the criteria: fiscal transparency, public official's asset disclosure, citizen engagement, and access to information. See Section VII: Eligibility Requirements for more details.

All OGP-participating governments develop OGP action plans that elaborate concrete commitments with the aim of changing practice beyond the status quo over a two-year period. The commitments may build on existing efforts, identify new steps to complete ongoing reforms, or initiate action in an entirely new area.

Côte d'Ivoire developed its national action plan from January 2016 to June 2016. The official implementation period for the action plan was 1 July 2016 through 30 June 2018. This year one report covers the action plan development process and first year of implementation, from July 2016 to June 2017. Beginning in 2015, the IRM started publishing end-of-term reports on the final status of progress at the end of the action plan's two-year period. Any activities or progress occurring after the first year of implementation (June 2017) will be assessed in the end-of-term report. The government published its self-assessment in September 2017.[2]

In order to meet OGP requirements, the Independent Reporting Mechanism (IRM) of OGP has partnered with Aïcha Blegbo, independent researcher, who carried out this evaluation of the development and implementation of Côte d'Ivoire's first action plan. To gather the voices of multiple stakeholders, the IRM researcher held telephone and in-person interviews with government stakeholders in ministries and agencies, as well as with civil society and an independent institution. The IRM aims to inform ongoing dialogue around development and implementation of future commitments. Methods and sources are dealt with in Section VI of this report (Methodology and Sources).

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[1] "Côte D'Ivoire Letter of Intent to Join OGP," Documents, Open Government Partnership, https://www.opengovpartnership.org/documents/c-te-divoire-letter-of-intent-join-ogp.
[2] "Côte d'Ivoire Mid-Term Self-Assessment 2016–2018," Documents, Open Government Partnership, https://www.opengovpartnership.org/documents/cote-divoire-mid-term-self-assessment-2016-2018.

II. Context

The action plan includes commitments regarding anti-corruption and freedom of the press, two areas where there is still much progress to be made. However, other important areas—such as health and social cohesion—could be addressed in the next action plan.

2.1 Background

Côte d'Ivoire is emerging from more than 10 years of political unrest and ethnic conflict.[1] This conflict plunged the country into civil war, culminating in the post-electoral violence after 2010. In that year, a series of events shook the state of human rights and the effectiveness of Côte d'Ivoire's system of government. To reinforce democracy after the instability of more than two decades of war, the government decided to reform the constitution, hoping to provide a better balance of power between political society, civil society and the state. It also anticipated that the reform would guarantee both the sovereignty of the people and individual freedom.[2] This new constitution was adopted in October 2016 by referendum.

According to Transparency International, corruption is still systemic, and affects society at all levels. Corruption of the justice system, the police and security forces is particularly alarming, creating a climate of impunity.[3]

Promoting good governance and fighting corruption affect economic and social development in the country. According to Haute Authorité pour la Bonne Gouvernance (the Authority for Good Governance), an anti-corruption government unit, sustainable elements that encourage investment both at the national and international levels include a business environment of effective competition, transparent management of public resources, rigorous budgeting policies, a credible justice system, and an effective anti-corruption campaign.[4] Working in these areas, Côte d'Ivoire is committed to its objective to become an emerging country by 2020.

During the past few years, President Alassane Quattara has made the fight against corruption one of the main priorities of his mandate. He has adopted several initiatives to confront the challenges facing his country. The anti-corruption decree of 2013—adopted to determining preventative and settlement measures for conflicts of interest—is a good example.[5]

New anti-corruption bodies were also established. Created in 2012, La Brigade de lute contre la Corruption[6] fights against all forms of corruption and other violations committed by those in the Ministry of Economy and Finance. It also deals with all government agents that are guilty of, or accomplice to, corruption that has an influence on the general public. The Authority for Good Governance,[7] created in 2014, has a preventive mission to fight against corruption and associated violations. Finally, the Unité de Lutte contre le Racket (Anti-racket Unit), created in 2011, aims to end racketeering at roadblocks. Even if it is too early to evaluate the results of these measures, indications[8] show progress against corruption has been made.[9]

Apart from corruption, the management of public finances and use of revenue remain major problems. Despite rapid economic growth, Côte d'Ivoire is still classified as a poor country with huge debts.[10] To resolve some of the debt, the International Monetary Fund (IMF) has identified a series of fiscal reforms in line with open government strategies. On the expenditure side, the IMF has recommended key areas of prioritization, including budgeting, tracking expenditures, and managing public investments and public enterprises. In terms of revenue generation, the IMF has recommended streamlining tax exemptions and improving impact analysis of programs and major projects in the country.[11]

In addition to international context, the political context of the country should be considered. In December 2016, the citizens of Côte d'Ivoire cast their votes to elect deputies to the National Assembly, peacefully and without incident. However, the beginning of 2017 was marked by unrest in the

civil service,[12] with employees concerned about wages, working conditions, freedom of association, as well as mutinies[13] over bonus payments, salary increases, the length of time required in a given paygrade, and the influence of the military. This led the government to hold discussions with the leading trade unions and the strikers.

Regarding civic participation, as stated in a National Assembly article, policy development increasingly takes into account the concerns of citizens, and particularly those of young people.[14] The goal of providing a meaningful response to citizens' needs and aspirations implies improving citizens' knowledge of their societal rights and the government's duty to serve and represent them. In 2017, Mr. Sidi Touré, Minister for the Promotion of Youth, Employment, and Civic service, stated, "At a time when we call for a new conscientious, responsible citizen, supportive and generous towards his community and his country, it is important to integrate the values of civic duty and citizenship into our vision and initiatives. Of all the legitimate emergencies facing our country in recent times, the issue of asserting our citizenship is vital. "[15] As indicated by this message, the momentum towards a new and improved Côte d'Ivoire depends on each citizen upholding civic values.

The people of Côte d'Ivoire have the right of free association and the right to form organizations. A law passed in 2014 aimed to protect the defenders of human rights, though its implementation was slow. However, despite the legal provisions, in practice, the freedom of assembly is not guaranteed. In 2016, students held a demonstration against the death of a student killed by a police vehicle. This led to the extension of an anti-demonstration law, in effect since 2011, which should have been abolished.[16] Now, a permit for any demonstration or public meeting must be obtained at least three days before the event. Those events considered a danger to public order are regularly disrupted or broken up by security forces.[17] During the 2015 elections, demonstrations by the opposition were regularly broken up,[18] and during the constitutional referendum of 2016, more than 50 peaceful demonstrators were arrested.[19]

Lastly, according to Reporters Sans Frontières (RSF),[20] the state continues to monitor the press. The freedom of the press faces severe challenges in Côte d'Ivoire, despite a 2004 law to protect it. The media lacks independence concerning politics and politicians, despite diverse media outlets. According to the Conseil National de la Presse (the National Press Council),[21] there are 29 daily newspapers, 24 weeklies, and 15 magazines and other periodicals in Côte d'Ivoire. In addition, there is a range of programs available in the audiovisual sector through national and private channels. The government wields control over the channels, which answer to the Conseil National de la Communication Audiovisuelle (National Council for Audiovisual Communication), the administrative body of the executive powers.

Until June 2015, all political commentary was banned on non-state-run media, but non-state radio broadcasters continued to increase political coverage.[22] In 2016, two journalists from the Koaci news site were imprisoned for "spreading fake news"[23] after reporting the existence of political prisoners in the country. In 2017, the government exerted pressure on the *Expression* newspaper to fire journalist Bernard Kra, for voicing his opinion on the severity of the price increases for public services, and six other journalists were arrested for reporting a military mutiny.[24] Kra had already been suspended in 2016 for having written "President, the situation is serious – beware of the social bomb."[25]

Nevertheless, a law was passed on the legal position of the press in December 2017. That law had been in the preparation stages since 2012. Because of this new law, Côte d'Ivoire jumped from number 86 to 81 in the 2017 RSF rankings of the freedom of the press in 180 countries.[26] In the 2018 RSF ratings, Côte d'Ivoire slipped down the rankings from 81 to 82.[27]

In addition to the areas discussed above, the next action plan should address several other major issues of significance to citizens. In the health sector, major financial, technical, and human deficits have been observed, despite current reforms, A second area for improvement lies in promoting civic participation and dialogue, and involving civil society and human rights organizations to help move the country

towards social cohesion and development. The next action plan could also support the law on access to information.

2.2 Scope of Action Plan in Relation to National Context
The national action plan does not include any commitments regarding (i) freedom of assembly, (ii) the management of public finances and use of revenue, (iii) the efficiency of health services, (iv) citizen dialogue, (v) the law on access to information, and (vi) property and energy statistics. These remain major problem areas.

Improving the efficiency of the health system, including hospital management, is essential for citizens. According to a 2017 ranking by the *Lancet*[28] medical review, "Côte d'Ivoire is among the countries where the healthcare system is the least well-performing in the world." The publication's ranking places Côte d'Ivoire among the last 20 countries in terms of health care performance.[29] According to a *Go Africa* news article, "health equipment is inadequate. It is obsolete, even non-functional in some instances, which becomes dangerous for patients."[30] The same article adds: "Although Abidjan has some access to healthcare professionals, the rest of the country experiences a real dearth, the Ivorian population does not benefit from a high enough number of doctors to meet its needs […]. There is only one doctor for approximately 10,000 Ivorians, one nurse for over 2,000 residents, or one midwife for over 2,000 women." According to a different source, Côte d'Ivoire has one doctor for every 6,000 residents.[31]

Furthermore, on 7 April 2018, during discussions at the Côte d'Ivoire Civil Society Convention, civil society, via human rights organizations, highlighted several measures to consider for peaceful elections in 2020. These included a reform of the Independent Electoral Commission (CEI); a revision of the electoral list (on hold since 2015); the liberalization of the state media to end rumors; the resumption of disarmament, demobilization, and reintegration; the creation of a genuine national dialogue; and the removal of obstacles in the issuance of National Identity Cards.[32]

Regarding access to information, the World Justice Project notes that the majority of laws and regulations are not accessible to the public. They are also not accessible to legal practitioners, who have sent petitions to the National Assembly and to relevant agencies for pertinent documents.[33]

As for property and energy statistics, there is no land registry data available to the public outside of large towns. The lack of data weakens the climate for investment, increases poverty, and creates conflict resulting from internal migration and contentious land claims. Despite the recent protests concerning the government's energy policy, there is a lack of information on the country's energy consumption, especially given that the government intends to export energy to neighboring countries.[34] The national action plan includes a commitment on Open Data, but it does not address how the type of data and the type of information on the cadaster would be useful.

Nevertheless, major national issues—such as the fight against corruption, civic participation, and the freedom of the press—have been addressed in the national action plan. The fight against corruption is addressed in commitment 13 (which aims to establish five community committees to fight racketeering). Civic participation is addressed in commitments 2 (to create and render functional five committees for local mining development) and 14 (to promote participatory budgeting in five communes). Freedom of the press is addressed in commitment 12 (guaranteeing press freedom and the freedom of expression).

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⁸ "Presentation of the Millennium Challenge Corporation," About MCC, CNPC-MCC Cellule Indicateurs, http://cnpc-mcc.ci/cellule-indicateurs/index.php/fr/presentation/a-propos-du-mcc.

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¹⁰ "Profile Côte d'Ivoire," Organisation de Coopération et de Développement Économiques, October 2016, https://www.oecd.org/regional/regional-policy/profile-Ivory-Coast.pdf.

¹¹ "Le Conseil d'Administration du FMI Achève les Deuxièmes Revues des Accords Conclus au Titre de la FEC et du MEDC Avec la Côte d'Ivoire et Approuve un Décaissement de 136,5 millions de dollars," Fonds Monétaire International, 8 December 2017, https://www.imf.org/fr/News/Articles/2017/12/08/pr17472-imf-executive-board-completes-second- reviews-of-the-ecf-and-the-eff.

¹² "Government Communication Regarding Civil Servant Union," @Bidjan.net, 22 January 2017, http://news.abidjan.net/h/608248.html.

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²¹ "Les Quotidiens," Conseil National de la Presse, http://www.lecnp.com/mag/?n=TGVzIFF1b3RpZGllbM=&m=MQ== /.

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²³ Freedom House. *Freedom of the Press 2017: Côte d'Ivoire,* https://freedomhouse.org/report/freedom- press/2017/c-te-divoire.

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²⁶ Boris Odilon Blé, "Liberté de la Presse: La Côte d'Ivoire Fait un Bond de Cinq Places au Classement Mondial," *RTI Infos*, http://www.rti.ci/info/1/societe/20477/liberte-de-la-presse-la-cote-deivoire-fait-un-bond-de-cinq-places- au-classement-mondial.

²⁷ "Côte d'Ivoire, Classement Mondial de la Liberté de la Presse 2018," Reporters sans Frontières, https://rsf.org/fr/cote-divoire.

²⁸ "Côte d'Ivoire: Le Système de Santé en Mauvais État (Étude)," Africadaily.news, 24 May 2017, http://africadaily.news/cote-divoire-le-systeme-de-sante-en-mauvais-etat-etude/.

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III. Leadership and Multi-stakeholder Process

According to the government, the national action plan is the result of wide consultation with all interested parties. Civil society claims it had little opportunity to influence the action plan, stating that the government essentially drafted the content, through its Technical Committee. This committee met regularly during the elaboration of the action plan.

3.1 Leadership

This subsection describes the OGP leadership and institutional context for OGP in Côte d'Ivoire. Table 3.1 summarizes this structure while the narrative section (below) provides additional detail.

Table 3.1: OGP Leadership

1. Structure	Yes	No
Is there a clearly designated Point of Contact for OGP (individual)?	✔	
	Shared	**Single**
Is there a single lead agency on OGP efforts?		✔
	Yes	**No**
Is the head of government leading the OGP initiative?	✔	
2. Legal Mandate	**Yes**	**No**
Is the government's commitment to OGP established through an official, publicly released mandate?	✔	
Is the government's commitment to OGP established through a legally binding mandate?		✔
3. Continuity and Instability	**Yes**	**No**
Was there a change in the organization(s) leading or involved with the OGP initiatives during the action plan implementation cycle?		✔
Was there a change in the executive leader during the duration of the OGP action plan cycle?	✔	

In Côte d'Ivoire, the head of state and other civil servants are the representatives of the people and should govern according to the constitutional law defining the power the government has. It is a constitutional republic characterized by a democratic political regime. In this sense, the Ivorian political system respects the separation of legislative, executive, and judicial power.

The body that carries out the OGP process, the Technical Committee (CT-OGP), is responsible for the commitments made by the government. The minister for industry and mines presided over this body. Following a government shake-up in 2017, the persons in the roles of head of government and minister for industry and mines changed.

According to a civil society representative,[1] the president of the CT-OGP and the OGP point of contact in Côte d'Ivoire, Chantal Angoua (technical advisor within the ministry for industry and mines), ensured the participation of civil society in the OGP process. Therefore, civil society did not feel compelled to question the choice of ministry to lead OGP in the country, especially since OGP had not indicated that

a specific minister should be selected. It was actually the government's choice, and Angoua stated that she was not aware of the reasons for the choice. She also said that OGP had not mandated a specific ministry.[2] She said it was possible that the choice was linked to the fact that during the 2013 OGP summit in London, the prime minister at the time had been accompanied by the minister for industry and mines. According to Angoua, the focal point for OGP is Souleymane Diarrassouba, Minister of Commerce, Artisanat, and the Promotion of PME. The prime minister and the head of state chose Diarrassouba for the role on 1 March 2018. He is therefore in charge of implementation of the action plan.[3]

The CT-OGP is made up of 16 members: 10 represent the state, three represent the private sector, and three represent civil society, according to the decree of 16 December 2016.[4] The representatives from civil society are Manlan Ehounou Kan Laurent, Ivorian magistrate and president of the nongovernmental organization (NGO) Transparency Justice; Zebeyoux Aimée, advocate general of the Supreme Court and president of the Association des Femmes Juristes de Côte d'Ivoire (Association of Female Lawyers in Côte d'Ivoire); and Sylla Sidibé Assata, solicitor and member of the Coalition des Femmes Leaders de la Côte d'Ivoire (Coalition of Women Leaders in Côte d'Ivoire).

According to the government point of contact,[5] the minister of the interior and the governance secretary chose Laurent, Aimée, and Assata. They chose the candidates based on criteria such as the credibility of their NGOs and their work on human rights and gender issues. The following outlines the process for choosing members: the government asked ministries that work with civil society organizations (CSOs) to submit names by post.[6] Several names were submitted more than once, and ministries were thus asked to choose a representative from their organization.[7] Civil society's initiative to establish its platform in 2016 signaled to the government that civil society should propose CSO members in the future.[8]

It appears that the government unilaterally chose the Technical Committee's civil society representatives. A member of the civil society platform specified that "with the civil society platform set up, an inside regulation was prepared with a process of designation of their members within future OGP organisms." In 2013, at the conclusion of the OGP London Summit, the government—via its prime minister at the time, Daniel Kablan—officially committed Côte d'Ivoire to becoming a member of OGP and adopting its values as a model for governance. However, Côte d'Ivoire did not receive the minimum points required, based on OGP criteria, and was forced to implement a series of measures to become eligible. As indicated in the self-assessment report,[9] these measures were notably laws, rulings, and decrees aimed at

- fighting corruption and related offenses, by establishing the Declaration of Electoral Heritage, Public Servants, and State Officials;

- determining the budget allocation for and the composition, organization, and operation of the Authority for Good Governance;

- encouraging access to information of public interest; and

- publishing by the allotted deadlines draft financial legislation and the audit report (including payment law, general declaration on conformity, final budget report).

"Communication in the Council of Ministers" is also part of the measures taken by the Ivorian government.[10]

After these measures were taken, a directive on the eligibility of Côte d'Ivoire to become part of OGP was issued to the Council of Ministers on 14 April 2014, followed by the implementation of an institutional framework under the 31 July 2014 Decree No. 300/PM/CB. This decree concerns the creation, assignment, organization, and functioning of the OGP Inter-ministerial Council. The decree also outlines the institutional framework for the management of the national partnership. As stated in the

government's self-assessment report,[11] the council is a pilot committee responsible for the development strategy, implementation, and validation of follow-up programs and projects. It will also release recommendations and opinions relating to the OGP process in Côte d'Ivoire. According to Angoua, "the Interministerial Committee is in a way a supervisory committee that ensures that when the technical committee engages the State it is done well."[12] Regarding the self-assessment report, Angoua notes that it "is not from government alone" but is "the report of all the OGP stakeholders" in the country. Regarding the action plan, Angoua adds that "the government projects reflected in the action plan were chosen with an eye toward efficacy and efficiency as well as the certainty commitments would be implemented because financing was secured in the National Development Plan."[13]

Presided over by the prime minister, the Inter-ministerial Council is made up of eight other ministers and a representative of the president of the republic. The secretariat is appointed by the president of the Technical Committee, Angoua, who is also the government point of contact for the OGP process. According to the government's self-assessment report, at Inter-ministerial Council meetings, the body can review OGP-related projects before the Technical Committee receives instruction to undertake the necessary meetings and consultations. Once given the inter-ministerial council's instruction, the Technical Committee would then prepare for its meetings. The Technical Committee oversaw the action plan implementation process, managing the discussions with all parties concerned. Several meetings included only the members of the Technical Committee, to agree on an approach for the action plan implementation.

A civil society representative said that the Technical Committee did not have an internal ruling that governed decision making.[14] Because of this, according to the representative, the committee could not execute effective implementation of the OGP commitments. (See table 3.1 on leadership and the OGP mandate in Côte d'Ivoire.) During the workshop organized by the CSO platform on 26 and 27 May 2016, participants expressed the same concern regarding "the process of decision making in OGP's Technical Committee given that civil society is only represented by three people."[15] The workshop's summary report also specifies that "CSOs are asking for more representatives within the committee to ensure that during decision making (in case of a vote), they are not in the minority."[16] The report further notes that Angoua,[17] who was at the workshop, gave the following response to the platform's concerns: "There is no typical organization in the management of OGP. The Technical Committee does not have internal rules regarding decision making, but this could not be detrimental to the principle and spirit of OGP that demands stakeholder consultation, particularly civil society."[18] Thereafter, Laurent, a Technical Committee civil society representative, noted that "it is incumbent to civil society to take advantage of this opportunity, with an open mind, and by making itself indispensable by the quality of its work and suggestions. It is the expertise brought by civil society that is key."[19] According to a representative from the civil society platform,[20] "the creation of rules of procedures would be welcome."

The government tasked different agencies with the implementation of the national action plan. Within each agency, one person was nominated to be in charge of OGP matters and the effective implementation of that agency's respective commitment. The Technical Committee monitors the operation of the implementation and activities related to OGP coordination are supported by a budget allocated to the Ministry of Industry and Mines, which is responsible for operational management of the process.

3.2 Intragovernmental Participation
This subsection describes which government institutions were involved at various milestones in OGP. The next section will describe which nongovernmental organizations were involved in OGP.

Table 3.2: Participation in OGP by Government Institutions

How did institutions participate?	Ministries, Departments, and Agencies	Legislative	Judiciary (including quasi-judicial agencies)	Other (including constitutional independent or autonomous bodies)	Subnational Governments
Consult: These institutions observed or were invited to observe the action plan but may not be responsible for commitments in the action plan.	9[21]	0	0	0	0
Propose: These institutions proposed commitments for inclusion in the action plan.	10[22]	0	0	2[23]	0
Implement: These institutions are responsible for implementing commitments in the action plan whether or not they proposed the commitments.	9[24]	0	0	0	0

In Côte d'Ivoire, the participation and implementation of the national action plan was somewhat limited to government institutions. Only two independent institutions were engaged in the action plan process, without contributing to the commitments.[25] Table 3.2, above, shows which institutions were engaged in the OGP process.

A government representative confirmed in an email on 28 February 2018[26] that the 15 commitments in the action plan came from 10 government institutions and two independent institutions. The institutions submitted the commitments to the Technical Committee for comments or criticism. The commitments were then adopted by the government. In addition to the president, the prime minister, the minister of

justice, the minister for the promotion of women, and the National Assembly, nine government institutions are responsible for implementing the action plan commitments.

The government proposed and worked to implement all the commitments in the national action plan. During an interview with the IRM researcher, a government representative said, "Some actors such as civil society, have been cited in the national action plan as having been implicated in commitments, solely to show that commitment has a good cross section of participants."[27]

The civil society platform did not see the point of including activities that had been achieved in 2016. Their representatives gave their opinions to the Technical Committee before realizing, according to them, that the drafted commitments on which they were commenting were already being implemented by the government. It is true that the government was already working on the questions raised in the action plan. Because work was already under way, the government did not modify the list of proposed commitments.[28] As Angoua confirmed,[29] "the commitments result from projects in the 'National Development Plan' with the purpose to see them implemented. Some had progress in implementation but their completion is scheduled for June 2018."

3.3 Civil Society Engagement

Countries participating in OGP follow a set of requirements for consultation during development, implementation, and review of their OGP action plan. Table 3.3 summarizes the performance of Côte d'Ivoire during the 2016–2018 action plan.

Table 3.3: National OGP Process

	Key Steps Followed: 4 of 7					
Before	**1. Timeline Process & Availability**			**2. Advance Notice**		
		Yes	No		Yes	No
	Timeline and process available online prior to consultation		X	Advance notice of consultation	✔	
	3. Awareness Raising			**4. Multiple Channels**		
		Yes	No	4a. Online consultations:	Yes	No
	Government carried out awareness-raising activities	✔				X
				4b. In-person consultations:	Yes	No
					✔	
	5. Documentation & Feedback					
	Summary of comments provided				Yes	No
						X
During	**6. Regular Multi-Stakeholder Forum**					
	6a. Did a forum exist?	Yes	No	6b. Did it meet regularly?	Yes	No
		✔			✔	
After	**7. Government Self-Assessment Report**					
		Yes	No		Yes	No

		Yes	No		Yes	No
	7a. Annual self-assessment report published?	✔		7b. Report available in English and administrative language?	✔	
	7c. Two-week public comment period on report?		X	7d. Report responds to key IRM recommendations?	N/A	

Before the action plan's implementation, and before government consultations began, the Ministry of Industry and Mines and the British Embassy organized a workshop on 28 and 29 January 2016 to share the OGP process with civil society representatives. The ministry and embassy conducted the workshop in collaboration with Julien Tingain, president of Social Justice, a national NGO (Initiative pour la Justice Sociale, la Transparence et la Bonne Gouvernance en Côte d'Ivoire). The organizers invited parties from other countries to the workshop to share their experiences. As shown in the Côte d'Ivoire self-assessment report,[30] this training workshop on how the OGP plan would be carried out enabled participants to understand the demands of OGP. It also helped them understand the manner in which the partnership should be conducted in Côte d'Ivoire. Throughout the two days of meetings, the organizers outlined the fundamentals for collaboration between the various parties. Fifteen civil society organizations and 19 public bodies took part, according to the self-assessment report.[31] A representative from civil society[32] confirmed that it was by this means that civil society was made aware of the process. Following the workshop, the government did not issue a summary of the comments made by civil society, according to the same representative.[33] That individual also stated that the government noted its replies to civil society comments in the 16 - 18 June 2016 workshop on the pre-validation of the national action plan, organized by the Technical Committee.

The government led regional consultations in six towns in April 2016.[34] According to the self-assessment report,[35] the consultations aimed to collect participants' opinions on the themes considered in the action plan and on the association of Côte d'Ivoire with OGP. Participants included civil society, local authorities, counselors, defense forces, heads of ministerial services, customs authorities, representatives from different religions, individuals responsible for youth, and women's representatives. According to the government,[36] 75 participants attended each consultation, of which about 50 represented civil society.

The government also stated that on 17 May 2016, it emailed a draft of a project for the action plan to the president of the civil society platform for the body's comments.

No reports of these Technical Committee meetings and consultations were provided to the IRM researcher, only lists of those present.

As mentioned previously and confirmed by civil society participants, the commitments for the action plan were proposed, carried out, and adopted by the government alone.[37] An expert from an international organization working on OGP issues in Côte d'Ivoire[38] indicated that the action plan was created by the government. The expert noted that each minister of the Inter-ministerial Council proposed a commitment from the development program relative to their own ministry, as requested by the prime minister. The action plan was subsequently presented to civil society. It was only after this that civil society was involved, via its platform.[39]

Desiring to be a reforming and pertinent body within the OGP procedure, 20 civil society organizations[40] had formed a platform (PSCI-OGP) in 2016. The platform created the Groupe Thématiques working groups to monitor and evaluate the commitments of the 2016–2018 national action plan. The platform has a framework for collaboration with the Technical Committee and is presided over by Julien Tingain, president of Social Justice. He, like other representatives from civil

society, took part in the meetings and information workshops organized by the government between January and May 2016. As specified in the report on the 26 and 27 May workshop organized by the platform (see paragraph below for more information), "the interministerial committee is the body in charge of proposing and adopting"[41] the national action plan, among other things. This report also specified that during the presentation of the "process of identification of priorities for the action plan," Angoua[42] mentioned that "the Prime Minister instructed relevant ministries to integrate their development programs in the framework of the action plan. It is in that regard that elements from the development program were taken into consideration during development of the action plan."[43]

Civil society tried—through two reports (one being the document for collecting suggestions from civil society) addressed to the Ministry of Industry and Mines[44] and then during the workshop organized by the platform in May—to introduce into the national action plan other points that it thought were important. For example, it suggested strengthening the theme linked to the extractive sector by reformulating commitment 1. This was not possible, however. According to civil society representatives,[45] the commitment had already been adopted by the government internally. Civil society representatives stated that they could have had no influence on the discussions at this level, as the consultations were not open to the public. The anonymous expert representing an international organization working on OGP issues in Côte d'Ivoire[46] specified that comments received by civil society were rejected by government. The lack of response to civil society comments explains why all of the commitments were already in the budget. Nevertheless, comments would be taken into consideration in the next action plan.

On 26 and 27 May 2016, the civil society platform organized a workshop with the Technical Committee, to address major themes that the platform introduced. The "Workshop for Strengthening Civil Society's Capacity within the Open Government Partnership Framework" brought together 40 organizations and a representative of the government, who was also a member of the Technical Committee. Also participating were technical partners such as the US Agency for International Development, the National Democratic Institute, and an expert on OGP.[47] But the government did not want to add any more commitments, according to people interviewed by the IRM researcher.[48]

When developing the national action plan, the government had organized information and conducted awareness and discussion meetings, one of which was the 16-18 June 2016 workshop. According to civil society representatives,[49] the government held these meetings to present to the population commitments that had already been adopted (which civil society condemned). The Technical Committee aimed to collect civil society's opinions and reactions and to discuss what information they could access to shape the action plan on their level.[50] Civil society had been advised of these information and awareness meetings (the pre-validation workshops according to the government's self-assessment report[51]) either by email or by letter. The government had sent correspondence to the organizations' points of contact (who were representatives of civil society in each action plan area) or to the departmental prefect for state participants.[52]

In the meetings, attendees, sometimes from the same area of civil society, voiced different points of view. The groups represented issues including human rights, anti-corruption efforts in the electoral process, governance, control of public action by citizens, access to justice, etc. The IRM researcher inquired how the different parties could observe, inform, and influence decision making on the action plan's commitments. The representatives of civil society interviewed for this report[53] said that they did not have any leeway in this area and that the opposite procedure should have been established. That is, they thought the government should consult and collect information from civil society for the action plan's implementation. Such a process, they stated, would ensure that the commitments would be adopted with consultation, before a formal adoption by the government. In reality, since the commitments had already been adopted, it was difficult for civil society to change the contents or modify the wording.[54]

According to a member of the PSCI-OGP, to justify its position, the government stated that civil society suggestions would be considered during development of the second national action plan. This would be a "sliding' action plan—that is, covering two years. The government also reiterated that commitments must be carried by a minister and that civil society should monitor implementation.[55] The fact that civil society was unable to influence the action plan content because it was decided ahead of time was confirmed by Angoua: "regarding the plan, when civil society, during the pre-validation, indicated other areas for reflection, we told them that it was at the time of consultation that we should have decided together to add more themes. The firsts having been discussed with the public, it was not desirable to add to the AP themes that the public had not seen. But the ideas were relevant, and we added them to our database to reconsider in the next action plan."[56]

A government representative[57] declared that civil society did make comments before the pre-validation workshop of June 2016 and that those could have been directly included. According to the representative, the comments related to the form of the action plan, the interested parties that should be considered for certain projects, and the fusion of some commitments, among other notes. She specified that after talking with civil society representatives and listening to their comments, the government decreased the number of commitments, from the 18 initially proposed to 15. She also noted that the three commitments that were removed were not attainable within two years, as required by OGP.

Furthermore, the government declared that throughout the procedure, before the implementation of the national action plan, several meetings organized by the Technical Committee had included the civil society platform. The committee had emailed the president of the platform, and the email was followed by a telephone call. The committee noted that it includes three civil society members. The representative of the platform[58] confirms that he was present at these meetings. No minutes of the meetings were published.

Table 3.4: Level of Public Influence
The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.[59] This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for "collaborative."

Level of public influence	During development of action plan	During implementation of action plan

Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.		
Consult	The public could give inputs.		
Inform	The government provided the public with information on the action plan.	✔	✔
No Consultation	No consultation		

3.4 Consultation during Implementation

As part of their participation in OGP, governments commit to identify a forum to enable regular multi-stakeholder consultation on OGP implementation. This can be an existing entity or a new one. This section summarizes that information.

In Côte d'Ivoire, the forum is the Technical Committee, which is comprised of representatives of government and civil society. The civil society platform collaborates with the Technical Committee. The civil society platform has held around 10 physical meetings since being established in May 2016. The meetings were held during the developmental and implementation milestones of the national action plan. Six of those meetings (implementation monitoring seminars) occurred between 1 July 2016 and 30 June 2017, according to the platform's representative.[60] This sort of exchange between civil society and the government did not exist before the setup of Côte d'Ivoire's OGP procedure. That procedure was created specifically to better organize the participation of civil society in Côte d'Ivoire.

It was initiated by civil society representatives, notably the members of the platform, who suggested members of civil society who could serve on the Technical Committee.[61] The platform notified representatives from civil society about the implementation monitoring seminars beforehand. These representatives were consulted in choosing local Technical Committee civil society members. After each meeting, the platform sent a report summarizing key points. According to a representative from the civil society platform, the platform drafted an appraisal report[62] and shared it with the Technical Committee, the French Embassy, and the Agence Française de Developpement (French Development Agency).

The representative also noted that civil society representatives of the platform decided to evaluate the national action plan for four main reasons: First, civil society thought they had not been involved enough in the implementation of the commitments. A civil society representative specified that "because the government carries the commitments, it is important for civil society to ensure they are implemented."[63] Second, civil society wanted to make an independent assessment because, despite having representatives on the Technical Committee, they had noted "many failings" in the action plan, which the government had not considered. In addition, "during the assessment missions that were conducted, civil society members lacked capacity to accompany."[64] Third, the platform should have been able to push the government toward more openness. Fourth, civil society wanted to understand what the challenges were, so they could propose commitments or guidelines for the evaluation of the next action plan.

According to a representative from the civil society platform,[65] the body's evaluation stated it was difficult to assess the commitments because of the way they had been phrased. Furthermore, the representative stated that when the platform requested evidence of certain milestones, the government could not produce it. It was therefore difficult for the platform to verify or measure certain milestones.

3.5 Self-Assessment

The OGP Articles of Governance require that participating countries publish a self-assessment report three months after the end of the first year of implementation. The self-assessment report must be made available for public comments for a two-week period. This section assesses compliance with these requirements and the quality of the report.

From 23 July to 26 August 2017, the government conducted regional and public meetings in five towns.[66] In the meetings, the government presented OGP to inhabitants and gathered their opinions on the action plan commitments.[67] These were information and awareness meetings.[68]

There were three meetings between the civil society platform and the Technical Committee to evaluate the action plan. After each meeting, a report was shared with the participants, who had, on average, two to four days to comment. Certain members of the platform considered this time limit too short and reproached the government on this point several times. According to a representative from the civil society platform,[69] only for the last report did the platform obtain, on request, a time limit extension of one week to comment on the report.

To a great extent, the last evaluation was carried out by the government before civil society was able to comment.

Drafted in French and English, the self-assessment report[70] was sent to OGP at the end of September 2017. Regarding the report's quality, it gives no evidence of the completion of all the commitments. It gives only a "description of the results" and, as a footnote, the different meetings held during the preparation of the action plan. It contains no information on challenges that led to implementation delays, mentions a few lessons learned, and includes the next stages of implementation.

[1] Civil society platform representative, in-person, phone, and email exchanges with IRM researcher.

[2] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversations; and decree of 16 December 2016 showing the nominations of the Technical Committee of the Inter-ministerial Council for the implementation of the OGP process in Côte d'Ivoire. PDF file made available to the IRM researcher by the government contact.

[3] Baudelaire Mieu, "Côte d'Ivoire: Souleymane Diarrassouba Remplace Jean-Claude Brou au Ministère des Mines," Jeune Afrique, 1 March 2018, http://www.jeuneafrique.com/537963/politique/cote- divoire-souleymane-diarrassouba-remplace-jean-claude-brou-au-ministere-des-mines/.

[4] *Arrête ́ du 16 Décembre 2016 Portant Nomination des Membres du Comite ́ Technique du Comite ́ Interministériel pour la Mise en Œuvre du Processus du l'PGO en Côte d'Ivoire*, available in PDF, provided by email by the OGP point of contact.

[5] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher, 18 June 2018.

[6] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by the IRM researcher, 24 January 2018, followed by email and telephone conversations.

[7] Ibid.

[8] Civil society platform representative, interview by the IRM researcher, 2018, followed by phone and email exchanges.

[9] "Côte D'Ivoire," Participants, Open Government Partnership, https://www.opengovpartnership.org/countries/c-te-divoire.

[10] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

[11] *Rapport d'Auto Évaluation à Mi-Parcours du Plan d'Action National 2016-2018, République de Côte d'Ivoire*, September 2017, https://bit.ly/2HmhXGG.

[12] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

[13] Ibid.

[14] Civil society representative wishing to remain anonymous, interviewed by IRM researcher, February 2018.

[15] *Reflexion Report of the Workshop of the OGP Côte d'Ivoire Civil Society That Took Place on 26 and 27 May 2016*, p. 13, https://bit.ly/2HmhXGG.

[16] Ibid.

[17] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversation.

[18] *Reflexion Report of the Workshop of the OGP Côte d'Ivoire Civil Society That Took Place on 26 and 27 May 2016*, p. 14, https://bit.ly/2HmhXGG.

[19] Ibid.

[20] Representative of civil society wishing to remain anonymous, interview by IRM researcher, February 2018.

[21] Ministry of Industry and Mines; Secretary of State for Budget and State Portfolio; Ministry of Communication, Digital Economy, and Post; Ministry of Higher Education and Scientific Research; Ministry for the Modernization of Administration and the Innovation of Public Service, in collaboration with the Cabinet of the Prime Minister; Center for Information and Government Communication; Ministry of Economy and Finance; Committee for the Concertation of the Private Sector; and Ministry of the Interior and Security.

[22] Ministry of Industry and Mines; Ministry in Charge of Sustainability and Environment; Ministry for Education; Ministry of Higher Education and Scientific Research; Ministry for the Modernization of Administration and the Innovation of Public Service; Ministry of Communication, Digital Economy, and Post; Ministry for the Promotion of Women, Family, and Child Protection; Ministry of Justice; Ivorian Center for Governmental Communication; and monitoring body for ethics and gender.

[23] Authority for Good Governance; Commission for Access to Information of Public Interest and to Public Documents.

[24] Ministry of Industry and Mines; Secretary of State for Budget and State Portfolio; Ministry of Communication, Digital Economy, and Post; Ministry of Higher Education and Scientific Research; Ministry for the Modernization of Administration and the Innovation of Public Service, in collaboration with the Cabinet of the Prime Minister; Center for Information and Government Communication; Ministry of Economy and Finance; Committee for the Concertation of the Private Sector; and Ministry of the Interior and Security.

[25] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversations.

[26] Ibid.

[27] Ibid.

[28] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[29] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversations.

[30] "Côte D'Ivoire," Participants, Open Government Partnership, https://www.opengovpartnership.org/countries/c-te-divoire.

[31] Ibid.

[32] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[33] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[34] Abidjan (8-9 April); Abengourou, Bouaké, Korhogo et San Pedro (14-15 April); Man (15-16 April).

[35] "Côte D'Ivoire," Participants, Open Government Partnership, https://www.opengovpartnership.org/countries/c-te-divoire.

[36] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversations.

[37] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[38] Anonymous expert representing an international organization working on OGP in Côte d'Ivoire, phone interview by IRM researcher, 29 June 2018.

[39] Ibid.

[40] List of member organizations of the OGP civil society platform: Social Justice; LIDHO (Ligue Ivoirienne des Droits de l'Homme); REJECI (Réseau des Jeunes Entrepreneurs); GDDH (Genre Développement et Droits Humains); OFACI (Organisation des Femmes Actives de Côte d'Ivoire); Transparency Justice; PCQVP-CI (Publiez ce que Vous Payez); CREFDI (Centre de Recherche et de Formation sur le Développement Intégré, Afro Baromètre); MIDH (Mouvement Ivoirien des Droits Humains); ROSCI-CCAP (Réseau des OSC Ivoiriennes pour le Contrôle Citoyen de l'Action Publique); MPLCI (Mouvement Pour la Lutte contre la Corruption en Côte d'Ivoire); ALACO (Lutte contre la Corruption); SOS Exclusion; AFJCI (Association des Femmes Juristes de Côte d'Ivoire); ADCCI (Aide Assistance et Développement Communautaire); RIJLI (Réseau des Jeunes Leaders pour l'Intégrité); APDH (Action pour la Protection des Droits de l'Homme); ADJLCI (Agir pour la Démocratie, la Justice et les Libertés en Côte d'Ivoire); CADES (Centre d'Assistance et de Développement Economique et Social); POECI (Plateforme des Organisations de la Société Civile pour les Elections en Côte D'ivoire).

[41] *Reflexion Report of the Workshop of the OGP Côte d'Ivoire Civil Society That Took Place on 26 and 27 May 2016,* p. 12, https://bit.ly/2HmhXGG.

[42] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversations.

[43] *Reflexion Report of the Workshop of the OGP Côte d'Ivoire Civil Society That Took Place on 26 and 27 May 2016*, p. 15, https://bit.ly/2HmhXGG.

[44] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversations.

[45] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[46] Anonymous expert representing an international organization working on OGP in Côte d'Ivoire, phone interview by IRM researcher, 29 June 2018.

[47] *Reflexion Report of the Workshop of the OGP Côte d'Ivoire Civil Society That Took Place on 26 and 27 May 2016*, 3 June 2016.

[48] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[49] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[50] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[51] "Côte D'Ivoire," Participants, Open Government Partnership, https://www.opengovpartnership.org/countries/c-te-divoire.

[52] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[53] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[54] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[55] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[56] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversations.
[57] Ibid.
[58] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[59] "Spectre de Participation de l'Association Internationale pour la Participation du Public (AIP2)," 2014, c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.
[60] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[61] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[62] Côte D'Ivoire Public Document Library, https://bit.ly/2HmhXGG.
[63] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[64] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[65] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[66] Bondoukou (23-25 July); Agnibilékro (26-29 July); Aboisso (9-12 August); Daloa (20-22 August); and Yamoussoukro (23-26 August).
[67] Côte D'Ivoire," Participants, Open Government Partnership, https://www.opengovpartnership.org/countries/c-te-divoire.
[68] *Reflexion Report of the Workshop of the OGP Côte d'Ivoire Civil Society That Took Place on 26 and 27 May 2016*, p. 15, https://bit.ly/2HmhXGG.
[69] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[70] Côte D'Ivoire," Participants, Open Government Partnership, https://www.opengovpartnership.org/countries/c-te-divoire.

IV. Commitments

All OGP-participating governments develop OGP action plans that include concrete commitments over a two-year period. Governments begin their OGP action plans by sharing existing efforts related to open government, including specific strategies and ongoing programs.

Commitments should be appropriate to each country's unique circumstances and challenges. OGP commitments should also be relevant to OGP values laid out in the OGP Articles of Governance and Open Government Declaration signed by all OGP-participating countries.[1]

What Makes a Good Commitment?

Recognizing that achieving open government commitments often involves a multiyear process, governments should attach time frames and benchmarks to their commitments that indicate what is to be accomplished each year, whenever possible. This report details each of the commitments the country included in its action plan and analyzes the first year of their implementation.

The indicators used by the IRM to evaluate commitments are as follows:

- **Specificity:** This variable assesses the level of specificity and measurability of each commitment. The options are:
    - **High**: Commitment language provides clear, verifiable activities and measurable deliverables for achievement of the commitment's objective.
    - **Medium:** Commitment language describes activity that is objectively verifiable and includes deliverables, but these deliverables are not clearly measurable or relevant to the achievement of the commitment's objective.
    - **Low**: Commitment language describes activity that can be construed as verifiable but requires some interpretation on the part of the reader to identify what the activity sets out to do and determine what the deliverables would be.
    - **None**: Commitment language contains no measurable activity, deliverables, or milestones.

- **Relevance:** This variable evaluates the commitment's relevance to OGP values. Based on a close reading of the commitment text as stated in the action plan, the guiding questions to determine the relevance are:
    - **Access to Information:** Will the government disclose more information or improve the quality of the information disclosed to the public?
    - **Civic Participation:** Will the government create or improve opportunities or capabilities for the public to inform or influence decisions?
    - **Public Accountability:** Will the government create or improve opportunities to hold officials answerable for their actions?
    - **Technology & Innovation for Transparency and Accountability:** Will technological innovation be used in conjunction with one of the other three OGP values to advance either transparency or accountability?[2]

- **Potential impact:** This variable assesses the *potential impact* of the commitment, if completed as written. The IRM researcher uses the text from the action plan to:
    - Identify the social, economic, political, or environmental problem;
    - Establish the status quo at the outset of the action plan; and
    - Assess the degree to which the commitment, if implemented, would impact performance and tackle the problem.

Starred commitments are considered exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria:

- Starred commitments will have "medium" or "high" specificity. A commitment must lay out clearly defined activities and steps to make a judgment about its potential impact.
- The commitment's 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.
- The commitment would have a "transformative" potential impact if completely implemented.[3]
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.

Based on these criteria, Côte d'Ivoire's action plan did not contain any starred commitments.

Finally, the tables in this section present an excerpt of the wealth of data the IRM collects during its progress reporting process. For the full data set for Côte d'Ivoire and all OGP-participating countries, see the OGP Explorer.[4]

General Overview of the Commitments

Côte d'Ivoire's national action plan is based on four key areas: better management of public resources, the improvement of public services, the development of public integrity, and an increase in the responsibility of businesses.

Themes

Commitments 1, 2, 3, 4 and 5 relate to more effective management of public resources. Commitments 6, 7 and 8 relate to the improvement of public services. Commitments 9, 10, 11, 12, 13 and 14 relate to the development of public integrity. Commitment 15 relates to the responsibility of businesses.

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[1] Open Government Partnership: Articles of Governance, June 2012 (Updated March 2014 and April 2015), https://www.opengovpartnership.org/sites/default/files/attachments/OGP_Articles-Gov_Apr-21-2015.pdf.

[2] IRM Procedures Manual. Available at: http://www.opengovpartnership.org/sites/default/files/IRM-Procedures-Manual-v3_July-2016.docx.

[3] The International Experts Panel changed this criterion in 2015. For more information visit: http://www.opengovpartnership.org/node/5919.

[4] OGP Explorer: bit.ly/1KE2WII.

1. Publish the number of carats of diamonds exported

Commitment Text:
To Publish the number of carats of diamond exported from Côte d'Ivoire as well as the accompanying Kimberly Process certificates, each year

Brief description of the commitment:
- Accompany all parcels of exported diamond by a certificate of origin
- issue cards for various actors
- record production and sales in the sales and production books
- release the number of carats exported and the Kimberly certificates accompanying them on the website of the Ministry in charge of mines

Verifiable and measurable steps to implement the commitment
1. *A road-map has been established with the support of countries of Côte d'Ivoire 's friends Group*
2. *Strengthening the governance framework (institutional, regulatory)*
3. *Establishment of legally incorporated purchasing offices*
4. *Capacity building in assessment*
5. *Implementation and development of measures to fight against fraud*
6. *Regional harmonization*

Editorial Note: Three of the six milestones were completed before the implementation period of this commitment. This evaluation will concentrate on the three that took place during the implementation period. However, four milestones were added by the IRM researcher to reflect the brief description and the aspirations of the national action plan. These milestones were: (i) to ensure a certificate of origin accompanies each batch of diamonds exported, (ii) to allocate cards to the different actors, (iii) to register the production and sales in record books, and (iv) to publish on the website of the Ministry of Industry and Mines the number of carats and the relevant Kimberley Process certificates.

Responsible institution: Ministry of Industry and Mines

Supporting institutions: Permanent Secretary representing the Kimberley Process in the Côte d'Ivoire/ Society for Mining Development in the Côte d'Ivoire/ Directorate General of Customs.

Start date: 2013

End date: Continuing

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
1. Publish the number of carats		✔			✔					✔			Yes		✔		

Context and Objectives

This commitment seeks to offer the citizens of Côte d'Ivoire a way to trace uncut diamonds. It can show transparency but also manage the lines of production through registration and traceability. Registration and traceability efforts include the issuing of cards to different actors and the issuing of Kimberley Process certificates. The commitment aims to correct problems that occurred before 2000, when natural resources were used to fuel conflicts. In effect, according to the *Practical Guide to the Kimberley Process*,[1] the strategy of certain sides in the conflict was to seize control of diamond-rich zones, which gave them a source of income from the taxation or sale of diamonds. As the guide points out, diamonds were also used as currency to pay for heavy weapons. They were also used by rebel factions or their allies to finance armed conflict that aimed to destabilize legitimate governments.

By making information on diamond exports public, the government hopes to provide more transparency and obligations with respect to this procedure. The government also seeks to avoid all forms of corruption and conflicts associated with diamond production. According to the previously mentioned guide, the Kimberley Process brings together participating countries and their observers twice a year to debate the problems and questions concerning the fight against conflict diamonds. Recognized by the United Nations, the Kimberley Process Certification Scheme defines the conditions for the control of the production and commercialization of uncut diamonds.

This commitment contains several inconsistencies. According to its title, it concerns the publishing of the number of carats of diamonds each year. Ostensibly, the commitment aims to improve transparency by informing citizens on the commercialization of Ivorian diamonds. As Chantal Angoua indicated, "for the embargo to be lifted, the country had to conform to the objectives of the Kimberley Process. By taking this commitment, our intention was to show that after lifting the embargo, Côte d'Ivoire will continue to be transparent."[2] Despite the intent, none of the commitment milestones reflect the goal of informing citizens on the sale of diamonds. However, the "brief description" in the commitment contains a milestone on publishing information. The commitment is pertinent to access to information. According to civil society representatives,[3] civil society questioned the government about the pertinence and consistency of this commitment, and it was a subject of great debate.

The level of the specificity of this commitment is low. Certain milestones, such as the establishment of a route map, were quantifiable. However, most milestones did not contain any quantifiable elements. For example, the milestone on the reinforcement of the governance framework did not clarify which parts of the framework were targeted.

The potential impact of the commitment is minor. The participation of the country in the Kimberley Process guarantees that diamonds do not help to fuel conflicts. In this sense, the commitment would help to achieve the stated objective. The certification process provides controls at all levels of production, from the mine to the marketing. With the resultant transparency, the Kimberley Process could also help to ensure that revenue from diamond sales is reinvested and aids sustainable development.[4] However, as it is written, the commitment does not clearly or specifically give all the conditions of membership of the Kimberley Process. Because of its shortfalls and the lack of consistency among the title, its description, and its various milestones, the commitment is difficult to quantify. Thus, the IRM researcher considered its potential impact to be minor.

Completion

Reinforcement of the governance framework (institutional, regulatory)

The level of implementation of this milestone is limited. The commitment text is vague and does not specify which elements of the governance framework should be strengthened. The government issued six decrees, but they all date from 2013 and 2014. No regulatory texts dated within the implementation period were given to the IRM researcher. However, the government took certain actions, such as establishing purchase offices, to reinforce governance. (This relates to milestone 3 in the original text of

the commitment.) These offices were authorized to buy uncut diamonds from collectors and certified operators across the country, allowing the monitoring of all uncut diamond transactions. The Ministry of Industry and Mines website provides no information on the number of offices in the country. A 1 May 2014 article[5] announced, "Diamond purchasing offices opening soon in Côte d'Ivoire."

Implementation and development of actions to fight fraud
The implementation of this milestone had not started during the implementation period. The language in the commitment does not specify the type of actions included in the milestone. Nevertheless, a spokesperson from the government[6] stated that two measures had been taken by the government to fight fraud. (i) The government has raised awareness among actors who have control on the ground. These include the police, the local police, customs officers, mining agents, and mining administration; (ii) The government trains these actors on anti-fraud techniques and has conducted workshops and assessments. The government provided the IRM researcher with a final report on the workshop, which focused on the approach and methods of fighting fraud in the Côte d'Ivoire diamond sector. However, the report carries a 2004 date. A list of participant names was not included with the report. The government supplied none of the evidence from the period that was examined by the IRM researcher. However, the government specified that these measures are effective and are still being implemented.

Regional harmonization
This milestone was fully implemented. Côte d'Ivoire has used a regional approach with the Mano River countries (Guinea, Sierra Leone, and Liberia), which share common borders.[7] These countries have the same Kimberley Process challenges as Côte d'Ivoire. This milestone has encouraged the standardization of the fiscal regime for operations, as Côte d'Ivoire does not process diamonds like the other countries. As stated in the Kimberley Process guide, the region of the Mano River Union shares characteristics and important commercial ties concerning the diamond industry. Different fiscal regimes and insecure conditions could facilitate smuggling across these permeable borders. So the Kimberley Process created a framework of cooperation and harmonization among these countries, using a regional approach.

This framework involves a sharing of information, exchanges on best practices, coordination between security forces, and the determining of duties and taxes appropriate for the subregion.
Thus, the government adopted a ruling concerning export taxes. It provided text of the ruling and a circular regarding it to the IRM researcher. However, the two texts carry the dates 2013 and 2015, respectively, and the national action plan has a completion date of 30 June 2018. The government provided no evidence of this milestone's implementation from the implementation period to the IRM researcher. However, since this milestone had a series of measures that were limited in time, the IRM researcher considered it completed.

Accompany all batches of exported diamonds with a certificate of origin
This milestone has not started. Its implementation is ongoing, according to the government. However, no evidence has been provided, as the certificates are confidential documents and cannot be shared with the public, according to a government representative.[8] The IRM researcher found no information concerning the number of batches of diamonds that were exported. The researcher also could not find information concerning certificates of origin issued during the implementation period. In the absence of any proof, the degree of execution is not complete.

The issue of cards to various actors
This milestone has not been completed. The cards identify the people associated with production, the collectors, the operators, and the employees working in the diamond mining sector. When questioned,[9] the government representative said that all cards are entered into a database and each one has an identification number. The IRM researcher was not allowed access to this database, due to the confidentiality of the contents. Thus, the researcher was not able to question representatives from civil society to confirm whether the actors did indeed have cards.

Recording of production and sales in logbooks
This milestone is mostly completed. The Ministry of Industry and Mines stated that it had drafted quarterly reports on exports and biannual reports on production that were published on the Kimberley Process website. These reports are not available to the public. The IRM researcher found no trace of them on the website, which is only accessible in Côte d'Ivoire. The volume and the values of production and exports are, however, accessible online. The last entry dates are from 2016.[10]

Publication of the number of exported carats and the associated Kimberley certificates on the Ministry of Industry and Mines website
This milestone has not started. The IRM researcher found no such information on the ministry's website.

According to the Ministry of Industry and Mines, the website is regularly updated each time there is an export. The ministry notes that the information has been updated quarterly on the Kimberley Process website since 2015 and that citizens have access to these.[11] But stakeholders who were questioned remarked that the sites publish only the number of Kimberley certificates, not the certificates themselves, as the commitment requires. The last entry for the number of carats and certificates on the Kimberley Process website is dated 2016 and indicates that there were 21,724.34 carats and 17 export certificates for Côte d'Ivoire.[12]

Early Results (if any)
At the implementation halfway point, the only result to report involves the publication of production and sales on the Kimberley Process website. Civil society representatives[13] noted that information is not published regularly and, consequently, cannot be verified in real time.

To date, as stated by Ministry of Industry and Mines representatives,[14] the government has had no feedback from citizens concerning the traceability of diamonds and the certification system.

Next Steps
According to the IRM researcher, the commitment could be extended in the next action plan, on the condition that it includes actions that were not implemented. These actions should be quantifiable and verifiable, and they should contribute to a more open and responsible government, in accordance with OGP values. Civil society representatives[15] would like to see a future commitment that is related to "a better collaboration between the OGP procedure and the Extractive Industries Transparency Initiative (EITI)[16] in order to improve the governance of the extractive sector."

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[1] Secrétariat Permanent de la Représentation du Processus de Kimberley en Côte d'Ivoire, *Guide Pratique du Processus de Kimberley*, remis en copie physique au chercheur du IRM.

[2] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, main contact in the government for the OGP process, interview by IRM researcher, 24 January 2018, followed by email and telephone conversation.

[3] Civil society platform representative, interview by IRM research, 2018, followed by phone and email exchanges; and civil society representative wishing to remain anonymous, interview by IRM research, February 2018.

[4] BICC Focus, *Conflict Diamonds and Peace Process in Côte d'Ivoire*, June 2008, https://www.files.ethz.ch/isn/57307/focus_8_ivory_coast.pdf.

[5] Zunon Tape Alban Serges, "Ouverture Prochaine en Côte d'Ivoire de Bureaux d'Achat de Diamants," Abidjan.net, 1 May 2014, http://news.abidjan.net/h/496365.html.

[6] Fatoumata Thes Olemou, Permanent Secretary of the Kimberley Process, Secrétariat, Permanent representation of the Kimberley Process in Côte d'Ivoire, Ministry of Industry and Mines, interview by IRM researcher, 15 February 2018.

[7] *Guide Pratique du Processus de Kimberley*, permanent representation of the Kimberley Process in Côte d'Ivoire, remis en copie physique au chercheur du IRM.

[8] Fatoumata Thes Olemou, Permanent Secretary of the Kimberley Process, Secrétariat, Permanent representation of the Kimberley Process in Côte d'Ivoire, Ministry of Industry and Mines, interview by IRM researcher, 15 February 2018.

[9] Ibid.

[10] "Côte d'Ivoire, Annual Rough Diamond Summary: 2016," Kimberley Process, https://www.kimberleyprocess.com/en/c%C3%B4te-divoire#2015.

[11] Ibid.

[12] Ibid.

[13] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[14] Mme Fatoumata Thes Olemou, Secrétaire Permanente du Processus de Kimberley, Secrétariat Permanent de la représentation du Processus de Kimberley en Côte d'Ivoire, Ministry of Industry and Mines, rencontre en personne le 15 février 2018.

[15] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[16] http://www.cnitie.ci

2. Create and operationalize 5 Local Mining Development Committees (CDLM)

Commitment Text:
Create and operationalize 5 Local Mining Development Committees (CDLM)

Brief description of the commitment
- *For each operating company an inter-ministerial decree showing the creation of a Local Mining Development Committee (CDLM) Set up the CDLM comprising:*
  - *The Department Prefect (Committee Chairman)*
  - *The President of the Regional Council (Vice-chairman)*
  - *The sub prefects, Members of Parliament, Mayors of impacted localities*
  - *The representatives of the impacted localities*
  - *The mining Administration (Technical Secretariat)*
  - *The representative of the mining company*
- *Opening of a specific bank account for the Fund (0.5% of the turnover by the mining company)*
- *Monitor the implementation of the community development projects*

Verifiable and quantifiable stages to carry out the commitment: Issue a departmental order on the establishment a local mining development committee for each mining company
- *Set up the CDLM*
- *Open the bank account for the Fund (0,5% of the turnover by the mining company)*
- *Implement community development projects*
- *Monitor the implementation of the projects*

Responsible institution: Ministry of Industry and Mines

Supporting institutions: General Directorate of Mines and Geology (DGMG)/ Directorate of Mining Development

Start date: 2016   **End date:** May 2018

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
2. Create and operationalize 5 Local Mining Development Committees (CDLM)			✔			✔					✔		No		✔		

Context and Objectives

The main objective of this commitment is the appropriation of mining projects by the public. A lack of appropriation could lead to conflict between mine operators and local communities. In March 2016, for example, the authorities should have intervened in a conflict between residents who lived close to the Divo gold mines and the mine operators by talking to residents to calm the situation.[1] The residents, who had relinquished their land, considered afterward that compensation had been insufficient compared to the profits they imagined the mine operators made.[2] More recently, in February 2018, after four years of unrest and tension, an agreement was at last reached between the Agbaou mine management and the representatives of local inhabitants.[3]

Through this commitment, those who live close to operating mines will help choose how to use funds allocated by mining companies for socioeconomic endeavors. A government representative[4] stated that the presence of a mine in a region contributed to development due to the additional activities connected with its presence. Thus, stated a government representative, local populations should be involved in mining projects. Such involvement enables the mining company to gain a "social permit," an approbation that is only a tacit agreement. However, consequently, the operations can be conducted without conflict between the company and the local population.

The commitment also provides for the creation of Local Mining Development Committees (CDLMs). The regional prefect presides over these committees, which should represent all the layers of the populations in question. According to their missions, the committees manage the local mining development plan, drawn up by civil society, in collaboration with neighboring communities and the territorial local authority administration. The CDLMs hold five priorities. The promotion of employment is one priority of strategic importance.[5] The director of Mining Development confirmed in February 2018 that revenue-generating projects were being created. The CDLMs should therefore contribute to promoting employment among the populations neighboring the mines. The CDLMs should also promote company responsibility to ensure that profits from the exploitation of natural resources benefit the community, the mine companies, and the state. The government ensures that the mining companies fulfill their commitments (e.g., compensation payments, generation of employment) and that populations bordering mines profit financially from the presence of mines in their communities.

Before the commitment and the mining code of 2014,[6] social action and consequent projects depended on the goodwill of the mining company. Such companies had no obligations in this area, and no laws existed on the matter. Local populations were not truly involved and did not benefit financially or socially from the presence of mines in their communities.[7] The major innovation in the code is the aspect of community development. The code now obligates mine companies to involve the community, which is now represented in the CDLMs. This committee holds responsibility for implementing and monitoring projects, for managing local development funds, and for overseeing spending. The opinion of the population will now be considered in project implementations. The potential impact of this commitment is moderate. If actuallly implemented as written, these milestones would certainly contribute to the main objectives of this commitment—that is, civic participation and community development.

However, the Mining Development director raised some challenges. The manner in which the CDLMs address the challenges will reflect their effectiveness. The director notes that among the populations affected on the ground, some are closer to the mines than others. Those situated closer to the mines believe they should benefit more from the projects than those who are further away. In general, the regional prefect has managed to settle such issues, according to a government representative. Another challenge lies in whether nonqualified employment should be offered first to the affected populations. Each sector of the population felt that the CDLM procedure took too long, and sometimes residents negotiated directly with the company.

The commitment, as written, is consistent with OGP values in the sense that it encourages a dialogue among and participation of citizens.

Completion:

2.1. A ministerial decree for each mining company for the creation of a Local Mining Development Committee (CDLM): This milestone was substantially implemented. The government issued seven ministerial decrees regarding the creation, attribution, organization, and functioning of CDLMs.[8] Only two decrees were issued during the implementation period. These include the 6 February 2017 Kaniasso department decree (involving the Ziemougoula mine in Odienné) and the 20 June 2017 Dikodougou department decree (involving the Sholoh Manganese SA mine in Korhogo). The government issued four other decrees on 27 November 2014 and one on 22 December 2015.

2.2. Setting up the Local Mining Development Committee (CDLM): This milestone is substantially completed. According to the director of Mining Development,[9] there are now seven operating CDLMs.[10] According to the civil society assessment dated October 2017, six CDLMs have been established, of which three are working and three are not. The Ministry of Industry and Mines website[11] stated, "To date three Local Mining development Committees have been set up."[12]

The website does not appear to be up to date, as other webpages state that five CDLMs have been established in total. Consequently, there is confusion and inconsistency concerning the exact number of CDLMs created. The IRM researcher's investigation showed that eight CDLMs had been created.[13] Further evidence provided by the government[14] showed that seven CDLMs were created—six working and one not.[15]

In further investigation of the existence of CDLMs, the director of Mining Development[16] stated that each year the CDLMs write a report that is sent to the Ministry of Industry and Mines. Chantal Angoua provided a meeting report from the Bondoukou CDLM, but it is dated January 2018, after the implementation period under consideration. According to another report,[17] of the three CDLMs in the Divo locality, the local mining development plan created by the mine was provided to the Agbaou CDLM on 30 June 2017. The Hiré CDLM was created on 25 July 2016, but as specified in its report, the CDLM bureau was effective as of on 1 April 2017 and does not contain any implemented report.

2.3. The operating company is to open an account and credit funds to 0.5 percent of its turnover: This milestone saw limited completion. Representatives of civil society stated that some operating companies had not opened accounts. These representatives also stated that the civil society platform assessment report had recommended that the local mining development communities (CDLMs) should be rendered functional by opening their accounts and by promoting the local mining development plan to settle legal quarreling. Nevertheless, the activity report of the three Divo CDLMs[18] specifies that an amount was "made available to the CDLM of the Agbaou by Côte d'Ivoire" without explaining whether that sum was wired to the CDLM's account. The Hiré CDLM received wires in 2017, therefore indicating that the CDLM possesses an open account. Funds were also wired to the Lauzoua CDLM account in 2017. The government did not provide evidence of accounts for any other CDLM. In government documents, the actual opening date of the existing account is not available. This information would have allowed the IRM researcher to determine if these accounts were opened during the implementation period.

2.4. Undertake community development projects: This milestone has not started. Chantal Angoua provided records of temporary receipt of a local mining development community (CDLM) project for the Bondoukou mine.[19] However, the records are dated January 2018, which is after the

review period. The activity reports[20] from the three CDLMs of Divo clearly indicate that there are no projects implemented in the Lauzoua and Hiré CDLMs. Pictures provided by the government that depict, according to the government, community development projects are insufficient to determine the implementation of this commitment. According to a civil society platform representative,[21] the state of implementation of community development projects is incomplete.

2.5. Monitor the realization of projects: This milestone has not begun because the projects themselves have not begun.

Early Results (if any)

To date, according to a civil society representative,[22] some local mining development communities (CDLMs) are functional, with an account opened. These are effective, involving the population in accordance with the terms of the commitment. They are also developing community projects. This information primarily reflects operations at the Bondoukou, Lauzoua, Hiré (all in the Divo locality), and Iti CDLMs, which are functioning at 80 or even 90 percent.[23] The representative added that the established CDLMs executed projects that improved the living conditions of the local populations. However, according to the representative, the majority of the CDLMs still do not have a local development plan, despite the fact that this is why the funds are provided.

Next Steps

The commitment, as written, should be extended in the next action plan, with clear, specific, quantifiable, and verifiable milestones that will be effectively implemented during the action plan period. More specifically, civil society has three recommendations: (i) Documents regarding the local mining development plan, the budget, and the advancement of community projects should be available and easily accessible to citizens; (ii) a directory of the members of the local mining development community (CDLM) should be prepared; and (iii) all information regarding the CDLM (e.g., local development plans, budget, advancement) is published on the Ministry of Industry and Mines website.

If these guidelines are followed, and if the commitment is extended in the next action plan, it should be more transparent, notably in terms of advancement and completion of projects.

[1] "Crises Répétées dans les Mines d'or à Divo/L'Etat Doit Trancher Avant l'Irréparable (Analyse)," Agence Ivoirienne de Presse, 22 March 2016, http://aip.ci/crises-repetees-dans-les-mines-dor-a-divoletat-doit-trancher-avant-lirreparable-analyse/.
[2] Ibid.
[3] Jacques Deveaux, "Côte d'Ivoire: La Population Fait Plier la Compagnie Minière à Agbaou," France TV Info, 12 February 2018, http://geopolis.francetvinfo.fr/cote-d-ivoire-la-population-fait-plier-la-compagnie-miniere-a-agbaou-178689.
[4] Niansounou Jean-Albert, Director of Mining Development, Ministry of Industry and Mines, interview by IRM researcher, 16 February 2018.
[5] The other four are the infrastructure and development equipment, social services development, local economy development, and human capital development.
[6] Republique de Côte d'Ivoire, *Loi N° 2014-138 du 24 Mars 2014 Portant Code Minier*, http://www.gouv.ci/doc/accords/1449057553code-minier-2014.pdf.
[7] "Contestations des Projets Miniers en Côte d'Ivoire: Vers la Reconnaissance du Droit au Développement Humain Durable des Populations et Collectivités Locales (Contribution)," Abidjan.net, 1 August 2014, http://news.abidjan.net/h/504867.html.
[8] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.
[9] Niansounou Jean-Albert, Director of Mining Development, Ministry of Industry and Mines, interview by IRM researcher, 16 February 2018.
[10] Agbaou CDLM (Divo locality), Iti (the oldest), Hiré, Bondoukou Manganèse, d'Ivoire Maganèse de Kaniasso, Lauzoua (toward Grand-Lahou), and Lagnonkaha (toward Korhogo).
[11] "Mining Policies," Ministry of Industry and Mines, http://www.industrie.gouv.ci/?page=politique_miniere, accessed 2 April 2018.
[12] Bondoukou Manganèse SA mine CDLM, in February 2015; CDLM of the SMI mine, in June 2015; and CDLM of the Agbaou Gold Operations SA mine, in July 2015.

[13] Agbaou gold mine, Bondoukou manganese mine, Kaniasso manganese mine, Bonikro-Hiré-Dougbafla mine, Afema mine, Sissengué mine, Iti gold mine, and Lauzoua mine.

[14] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

[15] 4 CDLM ont été installés entre Février 2015 et Janvier 2016 soit avant la période d'étude; 2 CDLM ont été installés pendant la période d'étude; et 1 CDLM a été installé en Novembre 2017, soit après la période d'étude de ce rapport.

[16] Mr. Niansounou Jean-Albert, Director of Mining Development, Ministry of Industry and Mines, interview by IRM researcher, 16 February 2018.

[17] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

[18] Ibid.

[19] Ibid.

[20] Ibid.

[21] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[22] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[23] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

3., 4., and 5. Publishing information online

Commitment Text:
Commitment 3. *Online posting of all tax and customs regulations*
Commitment 4. *Release the Communications to the Councils of Ministers on the quarterly implementation of the budget (45 days after the end of the quarter)*
Commitment 5. *Publish Communications to the Councils of Ministers on contracting process on a quarterly basis (45 days after the end of the quarter)*

Brief description of the commitment
3. Online posting of all tax and customs regulations such as, Schedule to Finance Act, Tax and Customs Codes, etc.
4. Make the quarterly situation of State budget implementation available on line.
5. On line posting on the quarterly state of contract operations

Quantifiable and verifiable stages to achieve the commitment:
3. Online posting of all tax and customs regulations
4. Issue and make available online Communications to the Council of Ministers on State budget implementation on a quarterly basis (45 days after the end of the quarter)
5. Issue and post online Communications to the Council of Ministers on contracting process on a quarterly basis (45 days after the end of the quarter).

Responsible institution: Ministry reporting to the Prime Minister for the Budget and the State Portfolio

Supporting institutions: Cabinet of the ministry reporting to the Prime Minister on Budget and State Portfolio.

Start date: December 2016

End date: continuing

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
3. Online posting of all tax and customs regulations			✔		✔			✔			✔		Yes				✔
4. Publication of state budget implementation			✔		✔			✔	✔				Yes				✔

| 5. Publication on contracting process | | ✔ | ✔ | | ✔ | | ✔ | Yes | | | ✔ |

Context and Objectives

These commitments aim to inform the public regularly about current financial and customs measures, state budget implementation, and the awarding of procurement contracts. These commitments would result in the online publishing of all fiscal and customs papers, as well as discussions at the Council of Ministers concerning budget implementation and the awarding of procurement contacts. These commitments also highlight the government's will to be more transparent regarding the management of public finances. According to the director to the prime minister's office in charge of the budget and state portfolio,[1] the public and economic operators have little knowledge of current fiscal and customs measures, state budget implementation, or the awarding of procurement contracts within the implementation of the state budget.

Because the commitments concern the transparency of state action in the areas mentioned, they are relevant to the OGP value of access to information. However, the commitments' text lacks precision on the breakdown of data and does not mention whether the publications will be available in an open data format.

These commitments have a moderate potential impact. If implemented as written, the commitments will lead to the online availability of documents regarding fiscal texts and procurement contracts. The government[2] and civil society representatives[3] agreed that with this access, public services will improve, public integrity will increase, and public resources will be better managed. One of the commitments aims to improve the public's knowledge of fiscal and customs measures applicable to the country and to ensure better visibility of government action. Publishing the information does not guarantee that citizens will be able to understand the texts. Also, even if the information is published, the public will not necessarily have access to the publications, as many do not have internet access or cannot read.[4]

Regarding commitment 4, communications on how the budget is utilized have been published online since 2014. This commitment does not contribute any new element and consequently has no potential impact.

Completion

3. To publish the fiscal and customs texts online: This commitment has been completed. The fiscal and customs texts are available free on the Ministry of Budget and State Portfolio website. The latest publication is dated 8 July 2017.[5] According to the civil society assessment report dated October 2017, the texts published on the ministry website are up to date. Apart from the General Tax Code and the Guide to Fiscal Procedure, at least 50 other texts are published on the Tax Department's website, including information on parafiscal levies, various fiscal taxes, land rights, advertising, and taxation of territorial communities.[6] Civil society suggests, however, that the government publish this information in an open format, such as CSV or XML, and not as PDFs. The government confirmed that publications are systematically submitted for publication in accordance with this commitment.

4. To provide and publish online notices from the Council of Ministers regarding state finances (quarterly, 45 days after the end of the quarter): This commitment has been completed. According to the director of the prime minister's State Cabinet for Budget and State Portfolio,[7] the budget and all annexes are published in accordance with the quarterly monitoring principle. The information is available on the Ministry of Economy and Finance website. The latest publication dates from the end of March 2017.[8] Therefore, the online publication was up to date on 30 June 2017,[9] as confirmed by the president of the civil society platform. The Initial Finance Law is published on the General Directorate for Budget and Finance website. In accordance with the constitution, it should appear there until December. The 2018 version is available online.[10]

5. To provide and publish online notices from the Council of Ministers concerning the awarding of procurement contracts (45 days after the end of the quarter): This commitment has been completed. The government published information on the awarding of procurement contracts on the Procurement Directorate website. The website is up to date. It published communications between 1 July 2016[11] and 30 June 2017[12] in March, June, September, and December.

Early Results (if any)

According to the government, with these commitments, the public can research fiscal annexes from 2016 to 2017. They can also access the information free of charge online, which was not the case before the implementation of the commitments.

In addition, though it is not mentioned in the commitments' text, citizens can report any irregularities that stem from government communications. The director of the prime minister's State Cabinet for Budget and State Portfolio pointed out that within the framework of these commitments, an economic operator's information unit is available online and by email. The unit systematically produces monthly reports and an annual report that is presented to economic operators. The unit also distributes the reports to the Tax Department (a joint commission including the private sector and the Tax Office) and a public-private monitoring body that is responsible for any concerns. Also, according to the director, the private sector or citizens can mail or email the prime minister's State Cabinet for Budget and State Portfolio directly. The IRM researcher requested the economic operator's information unit reports from the same government representative in two emails dated 5 and 21 February 2018. However, no proof was provided.

Next Steps

Commitments 3, 4 and 5 should be part of the next action plan. They enable the government to improve the culture of inquiry among citizens. However, simply publishing information does not ensure that the population has the knowledge or a better understanding of government operations. The government should therefore go further in the next national action plan. It should propose more concrete and specific commitments that will increase citizens' knowledge and proactive participation in accessing information. The next action plan should also consider the barriers to accessing information.

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[1] Karim Traoré, Cabinet Director, Secretary of State for Budget and State Portfolio, interview by IRM researcher, 2 February 2018.
[2] Ibid.
[3] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[4] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[5] "Textes, Impôts," Secrétariat d'Etat Auprès du Premier Ministre Chargé du Budget et du Portefeuille de l'Etat, http://budget.gouv.ci/fr/textes/textes-references-impots.
[6] "Direction Générale des Impôts," Code General des Impots, http://www.dgi.cgici.com/indexs.htm.
[7] Karim Traoré, Cabinet Director, Secretary of State for Budget and State Portfolio, interview by IRM researcher, 2 February 2018.
[8] "Exécution Budgétaire," Eléments de Gouvernance, Exécution du Budget, Portail de l'Economie et des Finances, Ministère de l'Economie et des Finances, http://www.finances.gouv.ci/finances/execution-du-budget.
[9] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[10] "Loi de Finances Initiale de l'année 2018," Budget, Direction Générale du Budget et des Finances, Secrétariat d'Etat Auprès du Premier Ministre Chargé du Budget et du Portefeuille de l'Etat, http://dgbf.gouv.ci/loi- de-finances-initiales/.
[11] "Les Communications en Conseil des Ministres 2016," Direction des Marchés Publics, https://marchespublics.ci/fr/communication2.php?AN=2016.
[12] "Les Communications en Conseil des Ministres 2017," Direction des Marchés Publics, https://marchespublics.ci/fr/communication2.php?AN=2017.

6 and 7. Improve the quality of education

Commitment Text:
Commitment 6: *Interconnect five public (05) universities and two (02) Business Schools.*
Commitment 7: *Set up virtual university of Côte d'Ivoire*

Verifiable and quantifiable stages to implement this commitment

6.1. Construction of a data center.
6.2. Interconnection of 3 universities (2 in Abidjan and in Bouake)
6.3. Interconnection of the 2 other universities and 1 Business School (Korhogo, Daloa, INPHB)
6.4. Users' training in Korhogo, Daloa, INPHB
6.5. Interconnection of the African ICT Higher School
6.6. Strengthening of the local Intranet and Internet connectivity of public universities and business schools

7.1. Create the legal framework of Côte d'Ivoire Virtual University (UVCI) which is a national public body (EPN) by Decree n° 2015-775 du December 9, 2015
7.2. Establish the physical platform UVCI: acquisition and development office
7.3. Set up the digital platform: virtual library and educational resources
7.4 Establish the physical platform UVCI: arrange 4 recording studios (MOOC) and three labs (Fablab)
7.5. Organize the accompaniment of Man University: production of educational resources (in 2016 L1, L2 and L3 in 2017 in 2018)

Editorial Note: The commitments' text has been abridged. For the full text, see the national action plan. Two of six milestones were completed before the implementation period for commitment 6. One commitment 7 milestone out of the five had also been completed. This assessment will concentrate on the four milestones left in each commitment, which took place during the implementation period. The IRM research also added two and three milestones to commitments 6 and 7, respectively, to reflect the brief description and aims in the national action plan. Commitment 6 added milestones include 6.7 (the establishment and equipping of several Datacenters to house services) and 6.8 (the equipping of lecture halls for distance learning). Milestone 7.6 establishes methods for support, e.g., educational tutoring, social and technical support. Milestone 7.7 promotes distance training programs, and 7.8 gives students, teachers, and administrative and technical staff adequate internet access and digital resources.

Responsible institution: Ministry for Digital Economy and Post- Ministry of Higher Education and Scientific research

Supporting institutions: National Agency for Universal Telecommunication Services (ANSUT)/ Directorate of Scientific Information and technology

Start date: January 2015

End date: June 2018

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
6. Interconnect 5 universities and 2 business schools			✔		Unclear						✔		Yes		✔		
7. Set up virtual university of Côte d'Ivoire			✔		Unclear						✔		No			✔	

Context and Objectives

These commitments aim to facilitate students' access to information by connecting schools and universities to the internet. Commitment 6 was undertaken for three main reasons, according to the representative from the Ministry of Communication, Digital Economy, and Post:[1] (i) The state cannot build universities for the population quickly enough; (ii) teachers are not spread evenly throughout the territory, which leads to several billions being spent on transport expenses. Commitment 6 improves the quality of education by rendering teachers more available; and (iii) universities do not operate in the digital age. The government wants to progress on the digitalization of education materials.

Commitment 7 aims to create a Virtual University of Côte d'Ivoire (UVCI), a public university with a state-nominated governance. Established by the Ministry of Higher Education and Scientific Research, UVCI aims to develop digital education. It has the status of a public administrative establishment. Its missions are to develop distance learning, to partner with establishments developing Open Distance Training, and to spread digital culture.

If the country wishes to become an emerging nation it must, according to the director of the UVCI,[2] make higher education easily accessible and ensure that the infrastructure is suitable.[3] The director also states that the government sees digitalization as an avenue for educational advancement. Thus, it considered decentralization programs, as well as the degree-master-doctorate system, which had been under deliberation since 2005 and was implemented in 2012. The government primarily aims to facilitate mobility through higher education. The UVCI was thus seen as the missing link in this move.

These commitments have a moderate impact because they not only improve the quality of higher education but also spread the availability of education. Civil society representatives[4] considered the creation of the UVCI a good initiative, because it enabled Côte d'Ivoire students to study as long as they had a good internet connection. The problem of internet access counts as a limitation of this commitment, as only 22 percent of the population has internet access.[5] The commitments—as written, as well as the milestones—also do not reflect OGP values, even though a well-educated population is necessary to attain its goals. Above all, the commitments are basic, positive measures for developing the education sector in Côte d'Ivoire. The measures have great specificity and are clearly defined. Thus, they enable the monitoring of their completion regarding the stated aims.

Completion

6.3. The interconnection of two universities and a business school (Korhogo, Daloa, Institut National Polytechnique): This milestone has had limited progress. However, according to a representative from the Ministry of Communication, Digital Economy, and Post,[6] it has been completed. The ministry submitted a provisional written accord of the work that was dated 5 September 2015. The National Board for Technical Study and Development drafted the accord,which requires that work for interconnection be executed by Orange Côte d'Ivoire. But it is only a provisional order, not a reflection of completed work. This document was approved on 24 September 2014 and indicates that work will start on 11 October, lasting three months. It can therefore be assumed that the work was completed, but no evidence to this effect was submitted by the team representing the Ministry of Communication, Digital Economy, and Post. The IRM researcher requested such information during a meeting with these representatives. The researcher followed up that request with three emails on 7, 21, and 22 February 2018. The national action plan, however, notes this milestone's date of completion as September 2016. However, according to the provisional accord, it had been carried out before the implementation of the national action plan.

6.4. The training of users at Korhogo, Daloa, and Institut National Polytechnique: This milestone has been noted as incomplete because of lack of proof. However, according to the representative of the Ministry of Communication, Digital Economy, and Post, it was completed. The ministry submitted no evidence of completion. The researcher requested such information during a meeting with the ministry and again via three emails on 7, 21, and 22 February 2018. Neither civil society (in its assessment) nor the IRM researcher found evidence of completion in their investigations.

6.5. Interconnection of the African ICT Business School: This milestone is noted as not completed due to lack of proof. However, according to the representative from the Ministry of Communication, Digital Economy, and Post,[7] the commitment was completed. The ministry provided no evidence of completion. During an interview, the IRM researcher requested such information. It was not submitted then, nor after three email requests on 7, 21, and 22 February 2018. Civil society did not mention in its assessment report what level of completion this milestone had achieved. The IRM researcher did not find evidence of completion during the investigation.

6.6. Consolidation of the local intranet and connectivity in public universities and business schools: This milestone was completed according to the representative from the Ministry of Communication, Digital Economy, and Post. However, according to a civil society representative, the civil society platform gathered information from students who said that the connection on campus was insufficient and of bad quality. In the civil society platform's report, it noted that a strike in February 2017 demanded a high-speed internet connection on campus to enable students to work better in the LMD system, which required a lot of research from the students.[8]

Also, according to the website for the Program for the Decentralization of the Universities (PDU), malfunctions in the network infrastructure were observed, as well as late payment to the internet provider. The late payment led to interruptions in the connection links in universities, notably those of Korhogo, Daloa, Bouake, and the Institut National Polytechnique of Yamoussoukro.[9] The PDU is an Ivorian government initiative established in 2014 to speed up the development of investment in universities. Chantal Angoua mentioned that "the beneficiary is responsible to procure internet for its users. An internet outage cannot be blamed on the Ministry of Communication, Digital Economy and Post."[10]

6.7. The installation of several Datacenters to house services: This milestone is at a substantial level of implementation. It has been completed, according to a director in the Ministry of Communication, Digital Economy, and Post. The ministry submitted a provisional work order issued by the National Board of Technical Study and Development and dated 5 September 2015. It orders Orange Côte d'Ivoire to carry out work on the Yamoussoukro Datacenter. A provisional work order shared by

the government and approved on 24 September 2014 shows that work was completed in that center. However, the government provided no evidence for other centers. It provided another provisional work order dated 4 December 2015. This order was regarding teleconference rooms and was executed by the ACS/SI group. The group did the work from 11 October 2014 to 5 September 2015. This work was completed prior to the implementation period.

6.8. Equipment of lecture hall for distance learning: According to the adjunct director of the Ministry of Communication, Digital Economy, and Post, this milestone was completed. However, the last action will be the extension of the Wi-Fi network, which will be paid for by the university itself. This raises a problem for the university budget, because it has not allocated the necessary resources to cover this expense. However, the government submitted no evidence that the work was done. According to civil society representatives, students complain of a bad internet connection in the lecture halls. The civil society platform questioned whether the state had effectively financed the installation of fiber optics on the different campus.

7.2. Setting up a physical Virtual University of Côte d'Ivoire platform: The purchase and development of the website: This stage has been completed. The Virtual University of Côte d'Ivoire (UVCI) does, in effect, have buildings. This is where meetings with the IRM researcher took place. The decree for the creation of the UVCI, dated 9 December 2015—along with the deed of purchase, dated 1 March 2017—was presented to the IRM researcher. The official UVCI opening ceremony took place on 16 November 2017.[11] In attendance were the spokesperson for the government and the minister of communication, digital economy, and post, who represented the prime minister and the minister of budget and state portfolio.

7.3. Setting up the digital platform: A virtual library and educational resources: The Virtual University of Côte d'Ivoire (UVCI) digital platform is functional. Officials gave the URL addresses for all the UVCI platforms to the IRM researcher. The university also created a virtual library,[12] educational resources for distance learning,[13] a platform for scholars,[14] a platform for professional certification,[15] and a platform for UVCI-TV[16] (on which webinars can be held).

7.4. Setting up a physical platform for the Virtual University of Côte d'Ivoire (UVCI): To install four lecture recording studios and three laboratories: This milestone has been implemented substantially. It was readjusted by the government, because it concerned a virtual university centered on the others. Students gain access through a special channel whose resources are available to UVCI. Three recording studios were installed, according to the director of the UVCI: one at headquarters, one at Institut National Polytechnique (INPHB), and one at Cocody University.

The opening of the educational recording studio at INPHB was held on 20 July 2017.[17] Three more studios will be established in Bouaké and Daloa, and at the National Statistics Institute. As for the laboratories, they are more like computer rooms. According to the government, there is a multimedia room at UVCI and another that is nearly finished in the central library of Félix Houphouet Boigny University. These had been repositioned so that the laboratories were in the libraries. The government aims to install them in seven other universities. An article on the UVCI website, dated 24 September 2017, states that the general director proposes the construction of a large conference room on the third floor at headquarters, and another room that will serve the laboratories.[18]

7.5. Organize support for Man University: Production of educational resources (L1 in 2016, L2 in 2017, and L3 in 2018): This milestone has seen limited progress. According to the director of Virtual University of Côte d'Ivoire (UVCI),[19] work is just beginning. The UVCI must first put distance learning training in place. Man benefits from digital rooms, but the university would like to ensure that educational resources in the virtual library are available to all. On the 20 February 2018, the director of UVCI went to Man to meet the students. The director intended to present the UVCI

educational model.[20] The deadline for the completion of this milestone is June 2018. Thus, the government is within the timeframe.

7.6. Setting up support methods (e.g., educational, social and technical tutoring):
This milestone has largely been completed. According to the general director of Virtual University of Côte d'Ivoire (UVCI),[21] keys to UVCI success include the tutorial method, the coaching, and the mentoring. The virtual classes each include 25 students. For each class, there is a tutor, whose role is also one of mentoring. The tutor gives a weekly report on the educational monitoring activities for each student. This method shows how the students are improving academically. The government showed three tutors' reports to the IRM researcher. Each class also has a student delegate, who in turn writes reports on their tutor. The government also showed three examples of delegate reports.

7.7. To promote the distance-learning training program (FOAD): This milestone has been completed. One of the Virtual University of Côte d'Ivoire (UVCI) missions involves supporting the implementation of the FOAD in other public universities. Thus, it organized three teacher training workshops in the Language Department of UFR and the Literature and Civilization Department at Félix Houphouet Boigny University in Cocody.[22] Thirty teachers attended. At the end of these workshops, the dean of UFR noted that in 2018 UVCI wanted to assist instructors with the implementation of master in FOAD. The university gave the report on these workshops to the IRM researcher, who met the UVCI director's team.

7.8. To endow the students, teachers, and administrative and technical staff with adequate internet access and digital resources: This milestone's level of implementation is substantial. The students and teachers, as well as Virtual University of Côte d'Ivoire (UVCI) staff, benefit from adequate access to digital resources. Civil society recommended in its assessment report that UVCI plan to take charge of the costs regarding connection.

Early Results
According to the Virtual University of Côte d'Ivoire (UVCI) director, UVCI has 64,000 educational resources that can be available to other universities. The government is working on a strategy to spread the availability of these resources.

Furthermore, the director pointed out that the number of scientists in Côte d'Ivoire had increased by five points. Despite citizen skepticism about online courses and degrees, the success of UVCI is changing that view. The government anticipated this challenge and was trying to change the view of citizens. The director stated that he had conducted awareness programs at the Félix Houphouet Boigny University and that there had been a lot of coverage in the press and on television. UVCI representatives noted that their students were not affected by the often frequent strikes, or by the rainy season, which was not the case for physical universities. The director also said that the university encouraged business degrees and that it established an incubator as a result of a competition called Genie. The incubator aims to encourage the establishment of small businesses in the space of a year. It would also showcase the success of students who had not yet earned their degrees, but who were already running their own businesses. Several online blogs mentioned this competition.[23]

Finally, this educational model enables illiterate people to study, because the classes are offered via video. According to the civil society platform, UVCI is a good initiative. It allows students all over the country access to online classes.

Next Steps
As was shown in the civil society assessment report, these two commitments are difficult to classify under OGP values. The commitments themselves make no reference to any OGP value. It is therefore difficult to recommend their renewal in the next national action plan, despite the successes of the Virtual University of Côte d'Ivoire in particular.

[1] Ahmed Sako, Deputy Cabinet Director, Ministry of Communication, Digital Economy, and Post, interview by IRM researcher, 5 February 2018.

[2] Professor Tiemoman Kone, Director General of the Virtual University of Côte d'Ivoire, Ministry of Higher Education and Scientific Research, interview by IRM researcher, 8 February 2018.

[3] Ibid.

[4] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[5] "Côte d'Ivoire Internet Users," Internet Live Stats, 1 July 2016, http://www.internetlivestats.com/internet-users/cote-d-ivoire/.

[6] Ahmed Sako, Deputy Cabinet Director, Ministry of Communication, Digital Economy, and Post, interview by IRM researcher, 5 February 2018.

[7] Ibid.

[8] Claire Rainfroy, "Côte d'Ivoire: Grève dans les Universités à l'Appel de la Fesci," Jeune Afrique, 7 February 2017, http://www.jeuneafrique.com/401313/societe/cote-divoire-universites-greve-a-lappel-de-fesci/.

[9] "Le Projet d'Interconnexion des Universités," Programme de Décentralisation des Universités, https://www.pdu.ci/index.php/le-projet-d-interconnexion-des-universites.

[10] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

[11] "Université Virtuelle de Côte d'Ivoire (UVCI): Mon Université Avec Moi Partout et à Tout Moment," Agence Universitaire de la Francophonie, 25 October 2016, https://www.uvci.edu.ci/index.php/fr/accordion-1/286-lancement-officiel-de-l-uvci-la-cote-d-ivoire-aux-portes-de-l-emergence.

[12] "Bibliothèque Virtuelle de l'Enseignement Supérieur et de la Recherche Scientifique de Côte d'Ivoire," Universite Virtuelle de Côte d'Ivoire, https://biblio.uvci.edu.ci/.

[13] "Accueil," Universite Virtuelle de Côte d'Ivoire, http://campus.uvci.edu.ci/.

[14] "Plateforme de la Scolarité," Universite Virtuelle de Côte d'Ivoire, http://scolarite.uvci.edu.ci/etudiant.

[15] "Nos Certifications Professionnelles," Universite Virtuelle de Côte d'Ivoire, https://www.certification.uvci.edu.ci/.

[16] "TV Université Virtuelle de Côte d'Ivoire," Universite Virtuelle de Côte d'Ivoire, http://www.uvci.tv.

[17] "Inauguration du Studio d'Enregistrement de Vidéo Pédagogique à l'Antenne UVCI," Universite Virtuelle de Côte d'Ivoire, July 2017, https://www.uvci.edu.ci/index.php/fr/accordion-1/253-inauguration-du-studio-d-enregistrement-de-video-pedagogique-a-l-antenne-uvci.

[18] Ange Martial, "Remise des Clés de Bureaux au Siège de l'UVCI," Universite Virtuelle de Côte d'Ivoire, 24 November 2017, http://www.uvci.edu.ci/index.php/fr/accordion-1/288-remise-des-cles-du-premier-niveau-du-siege-de-l-uvci.

[19] Professor Tiemoman Kone, Director General of the Virtual University of Côte d'Ivoire, Ministry of Higher Education and Scientific Research, interview by IRM researcher, 8 February 2018.

[20] "Rencontre DG UVCI-Personnel de l'U-Man et les Etudiants Résidents de Man," Universite Virtuelle de Côte d'Ivoire, 20 February 2018, https://uvci.edu.ci/index.php/fr/accordion-1/306-rencontre-dg-uvci-personnel-de-l-u-man-et-les-etudiants-residents-de-man.

[21] Professor Tiemoman Kone, Director General of the Virtual University of Côte d'Ivoire, Ministry of Higher Education and Scientific Research, interview by IRM researcher, 8 February 2018.

[22] "Co-construction de Formation à Distance: l'UFR-LLC de l'UFHB et l'UVCI s'Engagent," Universite Virtuelle de Côte d'Ivoire, https://www.uvci.edu.ci/index.php/fr/accordion-1/217-co-construction-de-formation-a-distance-l-ufr-llc- de-l-ufhb-et-l-uvci-s-engagent.

[23] Tra Bi, "L'UVCI lance les Génies de l'Education Numérique Ivoirienne (GENI)," tdlnumérique-blog.com, 23 August 2017, http://uvci-tdl-groupe.over-blog.com/2017/10/rencontre-entre-l-aee-et- le-groupes-tdl-uvci-groupe-a-l-universite-virtuels-de-cote-d-ivoire.html.

8. Facilitate access to public information

Commitment Text:
Install a virtual single window for public service request and receipt in order to facilitate access to public information

- *Brief description of the Commitment*
- *Users will request and receive services on line.*
- *The pilot project addresses 40 procedures from four (04) ministries: tourism, agriculture, health and national education*

Verifiable and quantifiable stages for implementing this commitment
- *Implementation of the management tool of the "administrative procedures portal"*
- *Pilot phase study of online posting of 40 administrative procedures of 4 departments*
- *Issuing the call for tenders for pilot procures dematerialization*
- *Development of the first e-service of the pilot phase*
- *Development of the last e-service of the pilot phase*

Editorial Note: One out of five milestones was completed before the start of the implementation period. This report focuses on the four remaining milestones.

Responsible institution: Ministry of Public Office and the modernization of administration.

Supporting institution: General Directorate of Modernization of

Start date: 2015

End date: 2017

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
8. Facilitate access to public information			✔		✔			✔		✔			Yes		✔		

Context and Objectives

This commitment aims to enable citizens to more easily access information about the performance of public administration by making it available online. The government created the commitment to support the president's ambition to make Côte d'Ivoire an emerging country by 2020.

The government seeks to implement reforms by using information and communications technology (ICT). The director general of the Ministry for the Modernization of Administration and the Innovation of Public Service stated that the executive had instructed the ministry to use ICT "to bring together the

administration and the administrated."[1] According to the same government representative, the ministry faces obstacles to transparency. These include lack of communication about services, difficulties in internet access, lack of computer and electrical equipment, and an insufficient computer culture.[2]

The representative also added that among the 5,000 services available, about 30 percent of them are found in Abidjan, compelling people in the rest of the country to travel.[3] The government would like to dematerialize certain procedures.

Establishing a virtual window for public service inquiries and reception would make access to information easier, according to the government, because it would offer centralized and permanent availability in all areas. The commitment, as it stands, appears relevant to OGP values. Providing access to information and technology and improving transparency and responsibility would improve the quality and quantity of information the government transmits to the public. Providing these services via internet is a real innovation.

The potential impact of this commitment is minor. It remains difficult to obtain documents and services due to lengthy administrative processing times, corruption, low awareness of services and procedures, and unqualified administrative staff. According to the government representative,[4] citizens who cannot read and write face those barriers to accessing information. Fifty-seven percent[5] of the population is illiterate, and only 22 percent[6] of the population has internet access. This commitment does not consider these factors.

Completion
8.1. Implementation of the administrative procedures portal: This milestone has a limited implementation level.[7] The general director of the Ministry for the Modernization of Administration and the Innovation of Public Service stated that communication as well as changes had been implemented. Civil society representatives, however, stated that the portal existed in an experimental phase and was not yet operational. The portal is online and contains links to different procedures. However, none of these pages have been completed.

8.2. Launch of the tender for the dematerialization of pilot procedures: This milestone has been completed. A government representative stated that the call for tender had been done and was accepted in April 2016, before the review period.[8] The ministry supplied no evidence concerning the tender. The IRM researcher requested such information during a meeting with the director and followed that request with three emails on 7, 21 and 22 February 2018. However, some dematerialized procedures can be found on the online portal, though they are not all operational at the moment. This is the situation, for example, for cases of litigation and the security of private individuals.[9]

8.3. Development of the first e-services of the pilot phase: This milestone has not been implemented, according to the government.

8.4. Development of the last e-services of the pilot phase: This milestone has not been implemented, according to the government.

On 21 February 2018, in an email, the technical advisor to the director general and the person at the focal point of this commitment stated that 30 procedures had been dematerialized.[10] The assessment report from civil society, however, states that it was 36 procedures. That same number was reported in a September 2017 article on this issue.[11]

Early Results
The portal is not yet operational.

Next Steps

Due to the reasons stated above, the IRM researcher recommends that this commitment be better defined in the next national action plan. It should include more detail about each milestone and its impact. As confirmed in a 30 October 2017 article submitted to the IRM researcher by the government, this procedure aims to improve the quality of institutions and continuing governance. It requires a structural transformation of public administration, but the online platform should be improved and extended, which would encourage true open government.

[1] Dr. Ibrahim Lokpo, General Director, Ministry for the Modernization of Administration and the Innovation of Public Service, interview by IRM researcher, 7 February 2018.

[2] Ibid.

[3] Ibid.

[4] Ibid.

[5] "Le Taux d'Analphabétisme a Chuté de 7.2% en Côte d'Ivoire," Official Portal of the Côte d'Ivoire Government, 9 October 2017, http://www.gouv.ci/_actualite-article.php?d=6&recordID=8173.

[6] "Côte d'Ivoire Internet Users," Internet Live Stats, 1 July 2016, http://www.internetlivestats.com/internet-users/cote-d-ivoire/.

[7] "Vos Demarches par Theme," Portail de l'Administration Ivoirienne, http://www.servicepublic.gouv.ci/.

[8] Dr. Ibrahim Lokpo, General Director, Ministry for the Modernization of Administration and the Innovation of Public Service, interview by the IRM researcher, 7 February 2018.

[9] "Contentieux," Justice et Sécurité, Particuliers, Portail de l'Administration Ivoirienne, http://www.servicepublic.gouv.ci/accueil/demarcheparticulier/1/59/4.

[10] Kacou Gustave, Technical Advisor, OGP point of contact at the Ministry for the Modernization of Administration and the Innovation of Public Service, contact by IRM researcher via email, 21 February 2018.

[11] "Administration Ivoirienne: La Côte d'Ivoire va Procéder à l'Opérationnalisation de 36 Procédures," Abidjan.net, 29 September 2017, https://news.abidjan.net/h/623201.html.

9. Open Data Côte d'Ivoire

Commitment Text:
Create and operationalize an Open Data portal for Côte d'Ivoire

Brief description of the commitment
Operationally, this commitment has three (03) phases as follows:
- *Design an online post an "open data" web platform*
- *Sensitize, train and mobilize public, private structures and the civil society with a view to:*
  - o *Inform and sensitize overall public structures which will take part in Open Data process by making public documents available in reusable formats;*
  - o *Train focal points established by public structures to manage the platform;*
  - o *Work on capacity building among civil society in order to improve their participation in the platform enhancement*
  - o *Disclose the platform to citizens, NGO, international organizations, technical and financial partners (TFP)*
- *Promote the open data platform by launching a national and international communication campaign to popularize the tool.*

Verifiable and quantifiable stages to implement this commitment Develop an online Open Data Platform
9.2 Sensitize, train and mobilize public, private structures and the Civil Society
Promote open data platform
9.3. Promote open data platform

Editorial Note: The first milestone was completed prior to the implementation period. This report will focus on those milestones that were implemented during the period under consideration.

Responsible institution: The Prime Minister's Cabinet

Supporting institution: the Center for Information and Government communication (CICG)

Start date: October 2015

End date: December 2017

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
9. Open Data Côte d'Ivoire		✔			✔			✔		✔			No		✔		

Context and Objectives

This commitment seeks to create a web platform that centralizes all the data open to the public. It also aims to offer citizens a way to consult, share, and re-use the data to improve its openness.

According to the representative from the Center for Information and Government Communication (CICG), having an open data portal is part of the government's transparency initiative.[1] The government already has an official internet portal that includes all its activities.[2] The open data portal will continue the action of making information accessible to the public. This commitment is relevant to OGP values, notably access to information and innovation for transparency and responsibility.

The potential level of impact is minor. The commitment not only calls for open data[3] to make data available to citizens but also encourages government bodies to structure their information. To this end, the platform constitutes a resource center for government and citizens to obtain necessary information. The representative from the CICG said there was a tangible commitment to verify all that the state did. However, the language of the commitment does not detail what type of information will be available online, how many records will be available, and in what format data will be published. Thus, it is difficult to judge whether the information the government likely publishes online will meet users' expectations. Furthermore, the potential impact of this commitment is limited by the number of people who have internet access.[4]

Completion:

9.2. To raise awareness among, train, and mobilize public and private structures and civil society: This milestone is considered incomplete due to lack of proof. According to the representative from the Center for Information and Government Communication (CICG), the center launched workshops on 5 October 2016 and the 1 December 2016[5] to engage civil society. Despite several requests to the CICG from the IRM researcher, the center produced no evidence during their meeting with the researcher or after two emails sent 5 and 21 February 2018. According to an article published on the open data website on 7 October 2016,[6] (prior to the second workshop), the workshops had taken place. The article stated that key representatives from the ministries and public structures had been invited to attend to reinforce their responsibilities regarding the openness of public data. The article mentioned no civil society representatives as invitees to this workshop. In the absence of any proof, there remains doubt about civil society's participation.

9.3. Promote the open data platform: This milestone is considered complete to a limited degree. The Center for Information and Government Communication (CICG) representative stated there had not been an official launch of the platform because only 17 themes are mentioned to date. The representative noted that the government team working on the portal was small.[7] Consequently, there had been no promotion. According to the CICG representative,[8] bloggers are aware of this, as they and the CICG participated in seminars on this subject.[9] The government produced no evidence of these seminars. The IRM researcher made several requests to the CICG representative for such information during their meeting and followed up with two emails sent 5 and 21 February 2018. The IRM researcher found a 1 December 2016 article mentioning the seminar between the CICG and bloggers.[10] This meeting aimed to mobilize actors on social networks in the construction of Open Data Côte d'Ivoire.

Early Results (if any)

According to the Center for Information and Government Communication (CICG) representative, the government aims to promote the re-use of data and to create a community focused on open data. All citizens can access the portal freely. However, to re-use data, the citizen must create an account via email.

Still, according to the CICG representative, open data needed to collaborate with other platforms, but it is intended to be the state data platform. But civil society representatives stated that only some information is made public.[11] According to one civil society representative, not all data published is usable. The representative said the challenge lies in open data perhaps not being fully understood by the government.

Next Steps

The milestones mentioned in this commitment should, according to the IRM researcher, be implemented effectively during the remaining time left in the action plan. The researcher recommends a significant increase in the themes developed on the platform as well as the publication of data in a usable format. This would ensure that this commitment has a significant and quantifiable impact on citizens' access to information.

[1] Michel Behe, Representative of the Director of the Center for Information and Governmental Communication, prime minister's cabinet, interview by the IRM researcher, 2 February 2018.

[2] Official Portal of the Côte d'Ivoire Government, http://www.gouv.ci/Main.php.

[3] "Côte d'Ivoire, L'initiative Ivoirienne de l'Open Data, Plateforme en Ligne de l'Open Data Côte d'Ivoire," https://data.gouv.ci/opendata/open_data/cte-d-ivoire746

[4] "Côte d'Ivoire Internet Users," Internet Live Stats, 1 July 2016, http://www.internetlivestats.com/internet-users/cote-d-ivoire/.

[5] Michel Behe, Representative of the Director of the Center for Information and Governmental Communication, prime minister's cabinet, interview by the IRM researcher, 2 February 2018.

[6] "Ouverture des Données en Côte d'Ivoire: Le CICG Lance le Processus à Travers 'Les Ateliers de l'Open Data,'" 7 October 2016, https://data.gouv.ci/blog/details/ouverture-des-donnees-en-cote-d-ivoire-le-cicg-lance-le- processus-a-travers-les-ateliers-de-l-open-data845.

[7] Michel Behe, Representative of the Director of the Center for Information and Governmental Communication, prime minister's cabinet, interview by the IRM researcher, 2 February 2018.

[8] Ibid.

[9] Ibid.

[10] "Les Ateliers de l'Open Data: Le CICG Implique les Blogueurs dans la Construction de l'Open Data en Côte d'Ivoire," Official Portal of the Côte d'Ivoire Government, 1 December 2016, http://www.gouv.ci/_actualite-article.php?recordID=7151.

[11] Civil society platform representative, interview by the IRM researcher, 2018, followed by phone and email exchanges.

10. National competitiveness monitoring body

Commitment Text:
Set up and operationalize a national competitiveness monitoring body

Brief description of the commitment: The purpose of the competitiveness Monitoring body is to:
- *Define the indicators of the competitiveness of enterprises in Côte d'Ivoire ;*
- *Collect data and information;*
- *Analyze variances and changes;*
- *Ensure the centralization, the processing, the analysis and the competitiveness data control;*
- *Ensure the provision of information on Côte d'Ivoire 's competitiveness indicators;*
- *Carry out necessary studies to enable the government to provide appropriate solutions to Private Sector's request in line with competitiveness;*
- *Propose to the government measures to strengthen the competitiveness of the Ivorian economy.*

Quantifiable and verifiable stages on implementing this commitment.
Drafting of the technical note on the Monitoring body/Benchmarking on competitiveness Monitoring bodies in the world
10.1. Preparation of a draft decree on competitiveness Monitoring body
10.2. Adoption of the decree on the Monitoring body
10.3.The work of the ad hoc Committee on the definition of the operational framework of the Monitoring body on competitiveness/feasibility study
10.4. Establishment and initial operation of the Monitoring body

Editorial Note: Milestones 10.1 and 10.2 were completed prior to the implementation period. The report will focus on those milestones that were implemented during the period under review.

Responsible institution: the Minister for Economy and Finance.

Supporting institutions: Committee for the concertation of the private sector. (CCESP)

Start date: March 2016

End date: June 2017

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
10. National competitiveness monitoring body			✔				Unclear			✔			No	✔			

Context and Objectives

The Ivorian authorities have decided to create a monitoring body for business competitiveness. The government anticipates that the body will create benchmarks for the evolution of competitiveness and to assess the competitiveness of Côte d'Ivoire. The Committee for the Concertation of the Private Sector (CCESP), a platform to manage relations between government and the private sector, proposed this initiative. The CCESP has authority to make proposals linked to questions of competitiveness and to the improvement of the business environment. Since 2014, the Ivorian market has been opening up, hence the necessity for the government to have such a body.[1] According to the CCESP, in the current context of globalization, it is essential to look at competition, to improve policies, and to oversee certain indicators. There was, therefore, a need for the private sector to be able to respond, in terms of standards and organization, to the multinationals. They had to adapt to the opening up of markets.

Competitiveness is rated based on World Economic Forum methods. Côte d'Ivoire, according to CCESP representatives, faces constraints linked to (i) human capital (the labor force is not developed, especially in the secondary sector), (ii) high energy costs, despite satisfactory quality, and (iii) logistics, transport, and infrastructure.[2] Because certain areas of growth have begun to recede and the private sector to stagnate, the government believes that having indicators will contribute to growth.

As confirmed by CCESP representatives, civil society should initially have been a full member of the monitoring body, but their participation is not mentioned in the decree as it is drafted.[3] Even if civil society could be involved via the distribution of reports and the mobilization of data, the CCESP representatives feel that this commitment should come from internal government reform. Therefore, it does not fall within the scope of the OGP analysis.[4] The CCESP feels that civil society should be associated, but this would be a political decision.[5]

The potential impact of this commitment is minor. The creation of the monitoring body will facilitate the use of indicators that could help advise the government. These indicators should then enable them to see stumbling blocks to the competitiveness of businesses. Thus, the government could enact policies to remedy the shortcomings. Nonetheless, such measures and benchmarks have their limits, particularly in terms of methodology. In addition, the capacity for action and the impact of such a monitoring body is by definition linked to the government's willingness to act on relevant public policies. This essential link should be better clarified.

Completion

This commitment as it is drafted was not started on 30 June 2017. It does not, therefore, fall within the time frame, as the date for completion of milestone implementation was December 2017.

10.1 Adoption of the monitoring body decree: This milestone had not been started in the first year of implementation. The decree for the creation, granting, organization, and functioning of the National Monitor on the Competitiveness of Business has since been adopted. This progress will be reflected in the end-of-term report.

10.2 Work by the ad hoc committee to define the operational framework for the monitoring body on the competitiveness of business/feasibility study: This milestone has not been completed. As CCESP representatives[6] and civil society[7] have confirmed, by 30 June the monitoring body was not established or operational.

10.3 Implementation and launching of the monitoring body's activities: This milestone has not started. As confirmed by CCESP representatives[8] and civil society,[9] the body is neither established nor functional.

Next Steps

The IRM researcher does not recommend the pursuit of this commitment, as it is drafted, in the next action plan. This commitment is not appropriate within the OGP framework.

[1] Ismael Coulibaly, Georges Copre, and Serge Esso, Committee for the Concertation of the Private Sector, Ministry of Economy and Finance, interview by the IRM researcher, 16 February 2018.

[2] Ibid.

[3] Ibid.

[4] Ibid.

[5] Ibid.

[6] Ibid.

[7] Civil society platform representative, interview by IRM researcher, Month 2018, followed by phone and email exchanges.

[8] Ismael Coulibaly, Georges Copre, and Serge Esso, Committee for the Concertation of the Private Sector), Ministry of Economy and Finance, interview by IRM researcher, 16 February 2018.

[9] Civil society platform representative, interview by IRM researcher, Month 2018, followed by phone and email exchanges.

11. Promote Access to Public Information Act

Commitment Text:
Promote Access to Public information Act n° 2013-867 of December 23, 2013

- *Brief description of the commitment*
- *Popularize the Act concerning access to public interest information;*
- *Get public bodies to make public interest information available;*
- *inform citizens on the existence of the Commission for Access to Public Interest Information and Public Documents (CAIDP).*

Quantifiable and verifiable stages for implementing his commitment.
11.1. Sensitization on the Act (several ownership seminars on the Act have already been held and others are planned to make the Act known)

Editorial Note: Milestone 11.2 was added to the commitment by the IRM researcher to reflect the brief description and the goals as specified in the national action plan. The milestone aims to increase awareness of the role of the Commission for Access to Information of Public Interest and to Public Documents in the access to information procedure.

Responsible institution: Ministry for Communication

Supporting institution: Ministry for Communication

Start date: December 2015

End date: Continuing

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
11. Promote Access to Information Act		✔			✔		✔				✔		Yes				✔

Context and Objectives

This commitment seeks to promote Law No. 2013-867, passed on 23 December 2013, regarding access to public-interest information. It also aims to inform citizens of the existence of the Commission for Access to Information of Public Interest and Public Documents (CAIDP). This commitment reflects the OGP values regarding access to information and public accountability.

According to the director to the deputy head of staff at the Ministry of Communication, Digital Economy, and Post, this commitment is essentially supported by CAIDP.[1] As indicated on the CAIDP website, the right to information has a legal basis in various national and international laws.[2]

A regulatory body, the CAIDP aims to ensure that public bodies respect citizens' right to access, without discrimination, documents and information of public interest. It is also appraised of litigation regarding access to information of public interest and can intervene in these matters. Finally, as a consultative body, the CAIDP can be approached by anyone with questions regarding access to public-interest information. When the CAIDP is approached, the administration has two weeks to satisfy the request.

The potential impact of this commitment is moderate. That there is a commitment to make the public aware of the law and how they can use it shows that the government is willing to grant a right of scrutiny to the people. The commitment also reflects government interest in public action to promote democracy and good governance. Furthermore, the commitment also seeks to promote the role of the CAIDP among the public, a key element in ensuring government accountability regarding requests for information. As it is drafted, the commitment is vague and does not explain in what manner (online, in person, or via the press) the public will be made aware. It also does not describe the geographical extent of the commitment's efforts or their duration. Without knowing these factors, it is difficult to assess the potential impact of this commitment. In addition, as civil society representatives pointed out,[3] the CAIDP has suffered criticism over its passivity. For example, it does not travel. Consequently, it has no access to citizens outside of Abidjan.

Completion

This commitment is considered complete, although, according to the representative of the civil society platform, much needs to be done to implement it.[4] According to the representative, the platform has not been able to assess these milestones because of a lack of specific measures. The IRM researcher notes the efforts made by the Commission for Access to Information of Public Interest and Public Documents to promote the Access to Public Information Act.

11.1 Awareness of the law: This milestone is completed. According to the director of the deputy head of staff at the Ministry for Communication, Digital Economy, and Post, communication regarding the law was disseminated only in the town of Abidjan. Such communication should have been distributed throughout the country.[5] Also according to the director, the Commission for Access to Information of Public Interest and to Public Documents (CAIDP) faced financial problems.[6] In its assessment report, the civil society platform stressed that an awareness program had started in 2015, prior to the implementation period. This was in fact mentioned in the milestone of the commitment as drafted in the action plan. The CAIDP director of operations[7] gave the IRM researcher several reports and seminar papers, articles, information on training sessions, and CAIDP explanations regarding the awareness program.[8] Notes from workshops held between January 2016 and October 2017 were also provided to the IRM researcher. The government[9] noted that "a collection of legislative and regulatory texts regarding access to information was transmitted electronically to the persons registered on the CAIDP email list. Also transmitted were numerous radio and television programs that the CAIDP released in its promotion of the right of access to information."

11.2 To make citizens aware of the existence of the Commission for Access to Information of Public Interest and to Public Documents: This milestone was completed. The Commission for Access to Information of Public Interest and to Public Documents (CAIDP) operations director[10] provided the IRM researcher with several reports and newspaper articles regarding seminars and training workshops conducted by the CAIDP before, during, and after the implementation period.[11] Before the implementation period, these trainings were aimed at journalists,

media professionals, editors, governmental communication networks, and civil society representatives. During the implementation period (28 July and 22 December 2016), the trainings were aimed at 100 local radio stations and information officers. After the period of implementation (July and August 2017), the trainings targeted the National Côte d'Ivoire Blogger Union, information officers, professors, researchers, and professional networks of online press and archivists.

Early results (if any)

It takes citizens 30 to 45 days to receive a document after an access-to-information request. Under the Access to Public Information Act, each public body and private structure of public interest has to designate someone to be in charge of information. This person is responsible for receiving and processing requests from users. The document in question must be of public interest. According to the director of the Commission for Access to Information of Public Interest and to Public Documents (CAIDP),[12] from January 2016 to August 2017, 263 public government bodies received such requests. According to the director, 167 (63.5 percent) of them had designated a person to deal with such requests. Users can send a copy of their request to the CAIDP so that it can, if necessary, intervene with the body in question on their behalf. Such intervention would facilitate the processing of any dispute. It must be pointed out that public documents were released only between September 2016 and September 2017. The CAIDP was solicited 11 times (nine litigious cases and two consultative), according to its director of operations.

However, the CAIDP is situated in Abidjan, so does not cover the whole country, even though the CAIDP can be used electronically.[13]

Next Steps

Since this commitment satisfies its objectives of facilitating citizen access to information and documents of public interest, the IRM researcher recommends that it be continued in the next action plan. In the next plan, it must have concrete, quantifiable, and verifiable milestones that are addressed during the implementation period. According to the civil society platform, the Commission for Access to Information of Public Interest and to Public Documents should not only cover all 31 regions, but also do more to make people aware of the commission and other decentralized agencies so that they can be used when necessary.

[1] Ahmed Sako, Adjunct Cabinet Director, Ministère de la Communication, de l'Economie Numérique et de la Poste, interview by IRM researcher, 5 February 2018.

[2] "Historique," Commission d'Accès à l'Information d'Intérêt Public et aux Documents Publics, http://www.caidp.ci/accueil/caidp/historique; Il s'agit de la Constitution Ivoirienne, la Déclaration Universelle des Droits de l'Homme du 10 décembre 1948, la Charte Africaine des Droits de l'Homme et des Peuples du 27 juin 1981, le Projet de Loi Type Relatif à l'Accès à l'Information Adopté par la Commission des Droits de l'Homme et des Peuples de l'Union Africaine, le 8 Juin 2010.

[3] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.

[4] Civil society platform representative interview by IRM researcher, 2018, followed by phone and email exchanges.

[5] Ahmed Sako, Adjunct Cabinet Director, Ministère de la Communication, de l'Economie Numérique et de la Poste, interview by IRM researcher, 5 February 2018.

[6] Ibid.

[7] Brice N'Guessan-Balle, Director of Operations, Commission d'Accès à l'Information d'Intérêt Public et aux Documents Publics, phone interview and email exchanges with IRM researcher, 22 and 23 February 2018.

[8] See https://bit.ly/2HmhXGG for a copy of these documents.

[9] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

[10] Brice N'Guessan-Balle, Director of Operations, Commission d'Accès à l'Information d'Intérêt Public et aux Documents Publics, phone and email exchanges with IRM researcher, 22 and 23 February 2018.

[11] See https://bit.ly/2HmhXGG for a copy of these documents.

[12] Brice N'Guessan-Balle, Director of Operations, Commission d'Accès à l'Information d'Intérêt Oublic et aux Documents Publics, phone and email exchanges with IRM researcher, 22 and 23 February 2018.

[13] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

12. Ensure the freedom of the press and plurality of expression

Commitment Text:
- *Brief description of the Commitment*
- *Liberalization of the television sector;*
- *Financial and material support to print media.*

Quantifiable and verfiable stages for implemention of the commitment. Grant-making
12.1. Liberalization of the television sector

Responsible institution: Ministry of Communication

Supporting institution: Ministry of Communication

Start date: 2009

End date: continuing

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
12. Ensure the freedom of the press and plurality of expression		✔			Unclear					✔			Yes				✔

Context and Objectives

This commitment aims to encourage freedom of the press and the diversity of expression within it.[1] The press in Côte d'Ivoire is not completely free. For example, in 2016, two journalists from the news site Koaci were imprisoned for "broadcasting fake news"[2] after talking about political prisoners in the country. In 2017, the government put pressure on the *Expression* newspaper to fire journalist Bernard Kra, who had voiced his opinion on the increase in the price of public services. In that same year, six journalists were arrested for reporting a military mutiny. Before this, in 2016, Kra had been suspended for writing "President, this is a serious time, beware of the social bomb."[3]

This commitment aims to work through two actions. Firstly, it will allocate grants to the press working in print to help newspapers distribute their papers more widely. According to the cabinet director of the Ministry of Communication, Digital Economy, and Post, in Côte d'Ivoire, there were problems regarding the content of newspapers, which was very political, and problems of distribution and professionalism in the sector.[4] Secondly, it aims to liberalize the television sector. Two existing national channels have a state bias, according to a member of the Ivorian League for Human Rights,[5] which specializes in freedom of the press. That member also claims that the news is tailor-made to please the government. Citizens were obliged to turn to foreign satellite channels to find news about their country. He also says that there is a real need for news to reflect reality.

This commitment concerns citizens' access to information. According to civil society representatives, conditions for setting up television channels should be made easier. Civil society also states that restrictions should be lifted to allow the channels to cover political questions and to encourage debate, which is a sign of democracy.

The potential impact of this commitment is low. According to a member of the Ivorian League for Human Rights,[6] this commitment should serve to de-penalize offenses committed by the press and to diversify expression. However, without knowing what form this liberalization will take, concerns remain that private operators are not permitted to broadcast on certain subjects.

Completion

12.1. The allocation of printing grants: This milestone has been completed. According to the representative from the Ministry of Communication, Digital Economy, and Post, the conditions for receiving the newspaper printing grant have been established by decree and are strictly applied. He adds that, to date, these conditions have not been respected and that grants have been allocated to presses that do not meet the criteria.[7] However, the president insisted that the criteria be objective to avoid such challenges.[8] This grant is allocated by the Development Support Fund (FSDP), which acts as a sort of guarantee fund. As stated by the government representative, this fund held 700 million CFA francs in 2015 and 1.7 billion in 2017. As planned, the sum should increase this year.

According to Chantal Angoua:[9] "Côte d'Ivoire, through FSDP, provided in 2017 a six months of printing subsidy to newspapers to 22 private companies across all types of press for a total of a little over 701 million CFAs. The amount of subsidies of activities in the public interest, of the functioning of professional organizations is more than 338 CFAs to 12 organizations. To this amount, one can add the financing of journalists and communications professionals training, of more than 40 million CFAs and the budget to a borrowing fund guarantee of more than 164 million CFAs. Together this brings the total contribution of FSDP to the private media sector for 2017 to 1,245 billion CFA." This information was confirmed by various press articles.[10]

According to a member of the Ivorian League for Human Rights, which specializes in freedom of the press,[11] to receive this grant, an organization must—among other stipulations—be a legally established body, be up to date with taxes, have a majority of professional journalists within its organization, and have a pyramid organization with a press magnate at the head. All the grant conditions for the written press and audiovisual communication channels are available on FSDP's website.[12] Eligibility criteria are also available online.[13]

12.2. Liberalization of the television sector: This milestone was completed before the implementation period. According to representatives from the Ministry of Communication, Digital Economy, and Post, three new satellite channels have been introduced,[14] four permits have been granted,[15] and two new operators have been identified.[16] The ministry provided the IRM researcher with an extract from a Council of Ministers communication concerning a decree on the creation of an Ivorian broadcasting company, named Ivorienne de Télédiffusion. According to the deputy director from the ministry, the involvement of civil society in the implementation of this milestone will be put to the High Authority for Audiovisual Communication. Implementation was supposed to have been completed in May 2018.

Early Results

According to the member of the Ivorian League for Human Rights,[17] this commitment has encouraged the de-penalization of offenses by the press. It encourages a diversity of expression and support to the press from private and legal structures. The passing of a law in June 2017 for the liberalization of the television sector also played a part in this support. The league member added that private operators were not permitted to broadcast on certain subjects. The civil society representatives noted that[18] restricting television channels does not encourage a culture of democracy. The league member[19] added

that a deposit of 500 million CFA—demanded before setting up any new television channel—was too high, acted as a deterrent, and must be renegotiated. A November 2016 article[20] mentions a minimum of a billion FCFA, or 1.52 million euros, and a minimum capital of 100 million FCFA, or just over 152,000 euros, being asked of any interested companies. As the Ivorian League for Human Rights points out,[21] true liberalization of the television sector cannot be assessed at this time, because of all the previously stated limitations. A 27 December 2017 law related to legal rights for the press will be discussed in the end-of-term report.

According to the deputy director of the Ministry of Communication, Digital Economy, and Post, there is obvious support for the press, but it does not work. The deputy director feels that some press agencies flaunt the law but continue to receive the grants. The law will be strictly applied from now on, according to him.

On another note, according to a Radio Télévision Ivoirienne (RTI) website article, the RTI license fee is justified by the minister of communication, digital economy, and post as being a patriotic act and a national contribution.[22] The license fee is set at 2,000 CFA and paid via electricity bills.

Next Steps

The IRM researcher recommends that in the next action plan, the liberalization of the television sector be the object of a specific commitment, with specific milestones that are clear, quantifiable, and verifiable. For example, the milestones could call for the review of the specifications for promoters who wish to introduce a new channel in Côte d'Ivoire. Among other things, goals for openness and the liberalization of television content should be included.

[1] Ahmed Sako, Deputy Cabinet Director, Ministry of Communication, Digital Economy, and Post, interview by IRM researcher, 5 February 2018.

[2] "Côte d'Ivoire: Michel Gbagbo Inculpé pour "Divulgation de Fausses Nouvelles," Jeune Afrique, 26 May 2016, http://www.jeuneafrique.com/328756/societe/cote-divoire-michel-gbagbo-inculpe-divulgation-de-fausses-nouvelles/.

[3] "Côte d'Ivoire–Le Journaliste Kra Bernard Suspend pour Avoir Ecrit 'President l'Heure est Grave!'" Connection Ivoirienne, 26 April 2016, https://www.connectionivoirienne.net/117800/cote-divoire-journaliste-kra-bernard-suspendu-decriture-ecrit-president-lheure-grave.

[4] Ahmed Sako, Deputy Cabinet Director, Ministry of Communication, Digital Economy, and Post, interview by IRM researcher, 5 February 2018.

[5] Kouadjo Moro, Deputy General Secretary, Commission for Citizen Control of Public Policy, Ivorian Human Rights League, , telephone conversation with IRM researcher, 23 April 2018.

[6] Ibid.

[7] Ahmed Sako, Deputy Cabinet Director, Ministry of Communication, Digital Economy, and Post, interview by IRM researcher, 5 February 2018.

[8] Ibid.

[9] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by IRM researcher 18 June 2018.

[10] "Côte d'Ivoire/ Des dons et Subventions d'Une Valeur de Plus d'un Milliard FCFA du FSDP à la Presse," Agence Ivoirienne de Presse, 3 November 2017; "La Subvention à la Presse en Côte-d'Ivoire Passe de 595 Millions à un Milliard de FCFA en 2018 (Ouattara)," Connectionvioirienne.net, 25 January 2018, https://www.connectionivoirienne.net/132278/la-subvention-a-la-presse-en-cote-divoire-passe-de-595-millions-a-un-milliard-de-fcfa-en-2018-ouattara; and "22 Entreprises de Presse Privées et des Associations Reçoivent des Subventions-Côte d'Ivoire," AfrikiPresse, 3 November 2017, http://www.afrikipresse.fr/societe/22-entreprises-de-presse-privees-et-des- associations-recoivent-des-subventions-cote-d-ivoire.

[11] Kouadjo Moro, Deputy General Secretary, Commission for Citizen Control of Public Policy, Ivorian Human Rights League, telephone conversation with IRM researcher, 23 April 2018.

[12] "Conditions d'Accès," Fonds de Soutien et de Développement de la Presse, http://www.fsdp.ci/in/con_ac.php#ent_presse.

[13] "Conditions d'Eligibilité," Fonds de Soutien et de Développement de la Presse, http://www.fsdp.ci/in/con_eli.php.

[14] Baudelaire Mieu, "Télévision: Trois Nouveaux Concurrents pour Canal+ en Côte d'Ivoire," Jeune Afrique, 1 March 2016, http://www.jeuneafrique.com/306605/economie/trois-nouveaux-concurrents-canal-cote-ivoire/.

[15] "Côte d'Ivoire: Quatre Chaînes de Télévision Privées Autorisées à Émettre dans le Pays," Jeune Afrique, 15 December 2016, http://www.jeuneafrique.com/384123/economie/cote-divoire-quatre-chaines-de-television-privees- autorisees-a-emettre-pays/.

[16] "L'identité des Trois Nouveaux Opérateurs de Réseau de Distribution de Bouquet Dévoilée," Abidjan.net, 29 February 2016, http://news.abidjan.net/h/583356.html.

[17] Kouadjo Moro, Deputy General Secretary, Commission for Citizen Control of Public Policy, Ivorian Human Rights League, telephone conversation with IRM researcher, 23 April 2018.

[18] Civil society representative, interview by IRM researcher, 2018, followed by email and phone exchanges.

[19] Kouadjo Moro, Deputy General Secretary, Commission for Citizen Control of Public Policy, Ivorian Human Rights League, telephone conversation with IRM researcher, 23 April 2018.

[20] Georges Moihet, "Côte d'Ivoire: Bientôt Une Dizaine de Télés Privées Autorisées," Le360Afrique.com, 9 November 2016, http://afrique.le360.ma/cote-divoire/medias/2016/11/09/7396-cote-divoire-bientot-une-dizaine-de-teles-privees-autorisees-7396.

[21] Kouadjo Moro, Deputy General Secretary, Commission for Citizen Control of Public Policy, Ivorian Human Rights League, telephone conversation with IRM researcher, 23 April 2018.

[22] "Côte d'Ivoire: Le Déploiement de la TNT s'Achèvera fin Mars 2018 (Bruno Koné)," Radio Télévision Ivoirienne, http://www.rti.ci/info/5/Hightech/19296/cote-divoire-le-deploiement-de-la-tnt-sachevera-fin- mars-2018-bruno-kone.

13. Fight against racketeering

Commitment Text:
Set up five (05) municipal committees to fight against racketeering

Brief description of the commitment:
This activity consists in a local ownership of the fight against racketeering in all of its aspects through the establishing local Monitoring and control mechanisms which are local anti-racketeering committees;

The local committees emanate from civil society organizations and local public administrations, chaired by the local elected representative or his or her representative and established by municipal decree of the local elected representative

They meet periodically to analyze the situation about racketeering in the light of missions they carry out in the administrations or of the populations complaints in order to make proposals to local authorities

Their role is to sensitize, denounce and monitor:

The service bulleting, an official document which deploys policemen will be popularized, in their specific case

A sensitization campaign will be carried out with the heads of the other local public administrations so that the payable costs of actions can be posted and their time limit known.

Verifiable and quantifiable stages for implementing this commitment:
13.1   The local elected representatives take ownership of racketeering-fighting strategy
13.2   Five (5) Municipal anti-racketeering committees are set up and their operational capacities are built
13.3   The Civil society is involved and actually participates in decision-making processes in line with fight against racketeering
13.4   A local integrity improvement policy is drafted
13.5   Public servants and private sector workers are sensitized on dangers associated with corruption on potential penalties.
13.6   Policemen on mission have their mission order: the service bulletin

Editorial Note: In addition to the six milestones listed above, four more were added by the IRM researcher to reflect the brief description and the goals of this commitment, as indicated in the national action plan. Two of the new milestones cover displaying posters in public places to make people aware of racketeering and its penalties (13.7) and the organization of regular meetings with all those concerned (the public and private sectors, locally elected representatives, civil society organizations) (13.8). The other two cover the creation of a listing of local fraud techniques (13.9) and making public service officials and their families aware of the dangers and penalties of corruption (13.10).

Responsible institution: Ministry of State, Ministry of the Interior and Security.

Supporting institutions: Cabinet of the Ministry of State, Ministry of the Interior and Security, General Directorate for Decentralization and Local development.

Start date: April 2016

End date: May 2018

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
13. Fight against racketeering			✔			✔					✔		Yes			✔	

Context and Objectives

This commitment seeks to fight against racketeering and to experiment with local appropriation of the fight against racketeering in public administration. According to the representative from the General Directorate of Decentralization and Local Development at the Ministry of the Interior and Security, this commitment is connected to Côte d'Ivoire's application for the Millennium Challenge Corporation, a program for which the section on the fight against racketeering is eliminatory.[1] Also according to the representative, there had been much waste at the state level. The representative noted that the government must rectify this but that corrective action will work only if the population understands the importance of good management of public funds.[2] The government originally intended to eradicate racketeering in town halls through administrative acts. But the population complained about the uniformed services and the armed services, hence the reason for this commitment.[3]

Under this commitment, communal committees make the public aware of how to report abuse. A locally-elected representative will head these committees. According to the representative from the Ministry of the Interior and Security, it was acknowledged that Côte d'Ivoire was a relatively corrupt country. A 2008 World Bank study indicated that corruption had reached a level of 100 billion CFA francs per year, the equivalent of about 178 million American dollars—0.5 percent of gross domestic product.[4] According to the ministry, this figure reaches 400 billion CFA francs in the transport sector in West Africa because of highway racketeering.[5] This commitment engages civil society, as it is already involved in the fight against racketeering. As the civil society specialist in corruption stated,[6] this commitment assumes that wrongdoers' acts have an implication at the state level. Thus, it is necessary to punish those who use the image of the state to carry out acts of corruption.

This commitment adheres to OGP values concerning civic engagement based on the involvement of the municipal committees and the responsibility of the public concerning the rendering of public accounts (with emphasis on the sanctions imposed on public servants who perpetrate acts of corruption). It also concerns access to information, as it involves communication to the public about the risks of corruption.

As it stands, the commitment is moderately specific. Certain milestones—such as 13.2, concerning the establishment of five committees—are clear and quantifiable. Others, such as 13.1, do not elaborate on the means to enable "the local elected representatives to appropriate" the fight against racketeering and are therefore difficult to measure.

If implemented as stated, this commitment would have a moderate impact. On one hand, the activities anticipated in it have the potential to reduce racketeering by giving people the means to report racketeering. On the other hand, it is limited at the moment, due to the fact that its implementation is restricted to a local level. However, it is uncertain whether people will report offenses if they do not feel safe from reprisals. This is the commitment's major limitation.

Completion

13.1. Local elected representatives take on the strategy for the fight against racketeering: This milestone has achieved limited completion. According to a government representative, "taking on" the strategy happens via a municipal decree.[7] The government transmitted examples of decrees to the researcher. Nevertheless, the majority of those decrees were issued during the second year of implementation (after 30 June 2017). Implementation will be updated in the end-of-term report.

13.2. Five communal committees are established and their operational capacity is strengthened: This milestone has largely been completed. According to the report on the establishment of the communal committees against racketeering, supplied by the representative from the Ministry of the Interior and Security, 13 committees had been set up to date.[8] Three had already been set up before the development of the action plan, and five were set up during the period covered by the present assessment (between 1 July 2016 and 30 June 2017). The Grand-Lahou committee was set up in April 2017. The Gagnoa committee was established in May 2017. The Yamoussoukro and Bouaké committees were set up in June 2017. Each committee has between 30 and 40 members. A local official or their representative presides over the committee. The committees are tasked with two principal activities: to meet all the parties concerned to raise awareness on racketeering on a local and economic level and to establish the committee officially by decree. Decrees are not available online, but the government supplied the IRM researcher with copies of the eight decrees for the establishment of the committees. During the meeting with the IRM researcher, the government representative provided no proof concerning the strengthening of the operational capacity of the committees. The IRM researcher requested such information again by email on 19 and 22 February 2018.

13.3. Civil society is involved and participates in decisions concerning the fight against racketeering: This milestone is completed. According to the Ministry of the Interior and Security representative, civil society is involved and participates actively in decisions concerning the fight against racketeering. Civil society is represented on the communal committees, alongside local public administration. The representative also mentioned that a minimum of a third, and a maximum of two-thirds, of the seats on the committee are allocated to civil society.[9] He also stated that civil society representatives attended the awareness program. Civil society representation at that event included local business associations, transport unions, women's groups, and human rights associations, among others. The representative provided a list of the attendees to the IRM researcher, along with the decrees that listed the committee members and showed the inclusion of civil society.

13.4. A policy for the improvement of local integrity is drafted: This milestone has not started. As confirmed by the representative from the Ministry of the Interior and Security, the implementation of this milestone has been delayed due to lack of financing.[10] As some committees are having trouble getting started, the government prefers to complete the OGP procedures scheduled for June 2018 before each committee drafts their own charters of integrity. Nevertheless, to get started on this milestone, the government stated it administered a questionnaire to target populations about the "perception of corruption" in their municipality.[11] An example of that questionnaire was provided to the IRM researcher. The government did not specify when it administered the questionnaire.[12]

13.5. Public service and private officials are made aware of the dangers of corruption and the sanctions risked: This milestone has been completed. According to the representative from the Ministry of the Interior and Security, officials from associations, opinion leaders, and local administration should in their turn, make the populations that they represent.[13] Several lists of participants on the Millennium Challenge Corporation program—dated from April, May, and June 2017—were shown to the IRM researcher. These participants were elected representatives, civil society representatives, and officials of public and private administration. But since the subject of these workshops was not communicated, it is difficult to ascertain whether they were specifically about the

danger and risks of corruption. The ministry representative also gave the IRM researcher several audiotapes of local radio programs on awareness.

13.6. Police officers currently on mission are given their orders (service bulletin): This milestone saw limited completion. According to the representative from the Ministry of the Interior and Security, police officers on mission are supplied with their service bulletin, which is now popularized.[14] The government provided the IRM researcher with an example of a bulletin. The bulletins were first put in service in 1991. The text of the milestone is vague (e.g., is it all officers across the country?), and the extent to which it was completed is difficult to assess. A government representative did mention that "police officers are in possession of the service bulletin in the context of their mission. If not, notes are taken in police stations."[15]

13.7. Posters about the offense of racketeering and the sanctions risked are displayed in public places: This milestone has been completed, but to a limited degree due to a lack of evidence. According to the representative from the Ministry of the Interior and Security, the milestone has been effective.[16] The representative points out that flyers prepared by the Authority for Good Governance were distributed in places offering public services, notably in town halls. Flyers were shown to the IRM researcher, but it was difficult for the researcher to confirm whether the flyers had in fact been distributed to public services. The representative also added that it is intended that correspondence be sent to the minister of the interior and security to widen this distribution to other administrations.[17]

13.8. Regular meetings with all the parties concerned (public, private elected representatives, civil society organizations) are organized: This milestone has been completed. The government provided to the IRM researcher attendance lists of several workshops that had been organized between April and June 2017. It also provided press clippings and the minutes from a committee meeting.[18]

13.9. A record book of local fraud methods is created: This milestone has not been completed. The record book has not been created. The representative from the Ministry of the Interior and Security confirmed that the government intended to do this at the end of the OGP process—in other words, at the end of June 2018.[19] Nevertheless, the government stated it administered to target populations a questionnaire regarding the "perception of corruption" in their town to get work started on this milestone.[20] The government provided the researcher with a blank copy of the questionnaire.[21] It did not specify when the questionnaires were administered.

13.10. Public service officials and their families are made aware of the dangers of corruption and the sanctions risked: This milestone is considered incomplete due to lack of proof. The representative from the Ministry of the Interior and Security said that leaders are made aware of the dangers via the awareness program so that they in turn can inform their communities.[22] The government submitted no evidence of this program to the IRM researcher, despite a request made to the Ministry of the Interior and Security during the meeting and by email on 19 and 22 February 2018.

Early Results (if any)
According to the representative from the Ministry of the Interior and Security, resultant changes cannot be quantified because no study has been conducted within public services to determine any impact on the level of racketeering.[23]

He also stated that financing represented a challenge for the implementation of this commitment. Some committees members, despite being willing to work, did not always meet expectations due to their volunteer status.[24] He added that the diversity of members on the committees meant that their capabilities, notably in the field of reporting offenses, needed to be consolidated. There is, nevertheless,

a keen interest by local elected officials in setting up these committees in their areas. The ministry representative noted that the government's expectations had doubled because of elected representatives' requests to establish committees. He also stated that the government recognized that giving local populations the opportunity to voice their feelings and make suggestions concerning corruption in general and racketeering in particular constituted a positive step toward improving governance in the country.

Next Steps

Because of the potential impact of this commitment, if thoroughly implemented, the IRM researcher recommends its continuation in the next action plan, on condition that the proposed milestones are specific, verifiable, and quantifiable. The IRM researcher also strongly recommends the effective involvement of civil society in the implementation and assessment of this commitment. The researcher recommends an expansion of the commitment's implementation (wider than the local level) and specific budget allocation. The government should strive for more transparency toward its citizens concerning documents for this commitment. Adding measures to protect those who alert authorities to corruption would reinforce and complete this commitment.

According to the civil society platform assessment report during the OGP process, the government should take three actions: (i) publish the municipal decrees concerning the creation of the communal committees to fight racketeering on the General Directorate of Decentralization and Local Development website; (ii) make available documents relating to the activities of the committees, their management, and the method for distributing service bulletins, and create a strategy for making the committees aware; and (iii) in each commune, prepare and publish a directory of members of the committee for fighting racketeering.

[1] Jean Jacques Yapo, Deputy Director of the Partnership for Decentralization and Assistant to the Director General at the Partnership for Decentralization and Local Development, Ministry of the Interior and Security, interview by the IRM researcher, 16 February 2018.
[2] Ibid.
[3] Ibid.
[4] Ibid.
[5] Ibid.
[6] Civil society representative specializing in corruption and participatory budgeting, phone conversation with IRM researcher, 23 April 2018.
[7] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.
[8] Jean Jacques Yapo, Deputy Director of the Partnership for Decentralization and Assistant to the Director General at the Partnership for Decentralization and Local Development, Ministry of the Interior and Security, interview by the IRM researcher, 16 February 2018.
[9] Ibid.
[10] Ibid.
[11] "Conditions d'Accès," Fonds de Soutien et de Développement de la Presse, http://www.fsdp.ci/in/con_ac.php#ent_presse
[12] Please see https://bit.ly/2HmhXGG for a copy of these documents.
[13] Jean Jacques Yapo, Deputy Director of the Partnership for Decentralization and Assistant to the Director General at the Partnership for Decentralization and Local Development, Ministry of the Interior and Security, interview by the IRM researcher, 16 February 2018.
[14] Ibid.
[15] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.
[16] Jean Jacques Yapo, Deputy Director of the Partnership for Decentralization and Assistant to the Director General at the Partnership for Decentralization and Local Development, Ministry of the Interior and Security, interview by the IRM researcher, 16 February 2018.
[17] Ibid.
[18] Please see https://bit.ly/2HmhXGG for a copy of these documents.
[19] Jean Jacques Yapo, Deputy Director of the Partnership for Decentralization and Assistant to the Director General at the Partnership for Decentralization and Local Development, Ministry of the Interior and Security, interview by the IRM researcher, 16 February 2018.

[20] Chantal Angoua, Technical Advisor, Ministry of Industry and Mines, point of contact for the OGP process, comments on the progress report received by the IRM researcher 18 June 2018.

[21] Please see https://bit.ly/2HmhXGG for a copy of these documents.

[22] Jean Jacques Yapo, Deputy Director of the Partnership for Decentralization and Assistant to the Director General at the Partnership for Decentralization and Local Development, Ministry of the Interior and Security, interview by the IRM researcher, 16 February 2018.

[23] Ibid.

[24] Ibid.

14. Promote participatory budgeting

Commitment Text:
Brief description of the commitment:
Create conditions to ensure the participation of all local players in decentralized authorities budget development and implementation.

Verifiable and measurable steps to implement the commitment:

14.1. Promote an active and participative citizenship
14.2. Strengthen the operational capacities of civil society organizations in terms of participative approach and commitment in public interest actions
14.3. Strengthen the capacities of women's groups in the target collectivities in planning and budgeting processes at local level.
14.4. Initiate and propose exchange and consultation mechanisms about gender planning and budgeting performance
14.5. FIVE Communes are experimenting with the participative budgeting.

Responsible institution: Ministry of State, Ministry of the Interior and Security

Supporting institutions: Cabinet to the Ministry of State for the Interior and Security, General Directorate for Decentralization and Local Development.

Start date: May 2016

End date: June 2018

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
14. Promote participatory budgeting			✔			✔					✔		Yes			✔	

Context and Objectives

This commitment aims to encourage local authorities to engage in participatory budgeting. According to the representative from the Ministry of the Interior and Security, the promotion of participatory budgeting among elected representatives can improve governance at the local level and drive the population to participate in decision making.[1] The process allows the government to authorize the population's appropriation of their own development, so they are involved and benefit from it. Participatory budgeting also promotes transparency in local budgets and expands local resources.[2] The representative also declared that the process could provide an improved contribution to the community budget. This last point relates to the government's obligation to be transparent and acceptable in its management of public affairs and to encourage citizen participation and control over public action.

According to the representative from the Ministry of the Interior and Security, civil society is an essential actor in this activity. The ministry incites the localities to adopt participatory budgeting, but civil society takes on the work of training populations to use a participatory budget. He added that civil society has the support of the European Union in this activity.

If implemented as is, the commitment has a moderate potential impact. The commitment can contribute (according to the government) to more efficient management of public resources by the setting up organisms and putting them into operation.[3] Thus, the operationalization should allow better population participation in the management of public affairs and more awareness of their concerns. According to a civil society representative who is a specialist in corruption and participatory budgeting,[4] a participatory budget allows the true needs of the population to be identified and then included in the management of projects. However, he says that the process is complex because it is not compulsory. Only town halls that volunteer to establish a participatory budget do so. This commitment is relevant to the OGP value of civic participation. The commitment is verifiable but contains milestones that are not quantifiable (e.g., the promotion of an active and participatory citizenship).

Completion

14.1. To promote an active and participatory citizenship: This milestone was substantially completed, although it is difficult to measure its effectiveness. According to the representative from the Ministry of the Interior and Security, the government carried out the commitment by involving civil society in the choice and execution of development projects. The government provided the IRM researcher with a report regarding participatory budgeting in Yamoussoukro from January to December 2017. According to this report, the project is relevant to "access to information, reinforcement of capacity of thought leaders and running community forums for the promotion of participatory budgeting in the towns of Abengourou, Bondoukou, Daloa, Divo, Duekoué, Ferkessédougou, Gagnoa, Korhogo, Man, and Yamoussoukro."[5]

14.2 and 14.3. To strengthen the operational capabilities of civil society organizations in their participatory approach and commitment in actions of public interest

To strengthen the capabilities of women's groups within the targeted localities concerning local planning and budgeting: These milestones have been completed. According to the first intermediary narrative report on the participatory budget, between January and December 2017, the capability of 300 opinion leaders and 50 facilitators were strengthened in social accountability methods and in techniques for the facilitation and prioritizing of community projects. The report also noted that several forums for promoting the participatory budget were held in Abengourou, Bondoukou, Daloa, Divo, Duekoué, Ferkessédougou, Gagnoa, Korhogo, Man, and Yamoussoukro. The ministry representative showed this report to the IRM researcher.

14.4. To initiate and propose exchange and consultation mechanisms concerning gender planning and budgeting performance: This milestone is considered incomplete due to lack of proof. According to the representative from the Ministry of the Interior and Security, several exchange and consultation mechanisms for gender planning and budget performance were initiated and proposed. The first intermediary narrative report on the participatory budget indicated that a module on budgeting for gender planning had been included in a workshop, but the contents of the module are not noted. The ministry made the report available to the researcher.

14.5. Five communes experiment with participatory budgeting: This milestone has been completed. The representative of the civil society platform said that some communes of Abidjan are

currently experimenting with participatory budgeting with the support of the United Nations Development Program.[6] He added that many civil society representatives had been involved with making local authorities and populations aware of participatory budgeting. They traveled to many areas to explain how participatory budgeting works and the role of each party. They also helped to establish local committees to monitor projects and budgets at the community level. Evidence of these workshops being held or reports from the nongovernmental organization Social Justice were not given to the IRM researcher.

Next Steps

The IRM researcher recommends that these activities be continued in the next national action plan. An important process, participatory budgeting is pertinent to budget transparency and the involvement of populations in the management of public affairs. The civil society platform feels that the milestones should be more specific. They could include, for example, indicators on the number of organizations targeted in populations that have been trained. The IRM researcher recommends that the government reformulate the milestones and ensure an implementation that is complete, quantifiable, verifiable, effective, and efficient. According to a civil society representative who is a specialist in corruption and participatory budgeting,[7] the town halls should be made more aware of the process, so they can accept the mechanism. They should be shown its advantages. Civil society representatives felt the government could go as far as putting pressure on citizens financially so that they implement this mechanism to create an incentive at commune level.

[1] Jean Jacques Yapo, Deputy Director of the Partnership for Decentralization and Assistant to the Director General at the Partnership for Decentralization and Local Development, Ministry of the Interior and Security, interview by the IRM researcher, 16 February 2018.
[2] Ibid.
[3] Ibid.
[4] Civil society representative specializing in corruption and participatory budgeting, phone interview with IRM researcher, 23 April 2018.
[5] Please see https://bit.ly/2HmhXGG for a copy of these documents.
[6] Civil society platform representative, interview by IRM researcher, 2018, followed by phone and email exchanges.
[7] Civil society representative specializing in corruption and participatory budgeting, phone interview with IRM researcher, 23 April 2018.

15. National monitoring body for the quality of financial services

Commitment Text:
Brief description of the commitment
The purpose of the Monitoring body of the Quality of Financial Services is to:
- *Inform the public on financial services and their costs;*
- *Ensure mediation between financial institutions and their clients in case of dispute; and*
- *Promote financial education.*

Verifiable and quantifiable stage for the implementation of this commitment: Preparation of the institutional legal framework of the monitoring body.
15.1. Adoption of the decree establishing the monitoring body
15.2. Implementation of the monitoring body
15.3. Operationalization of the monitoring body

Editorial Note: Milestone 15.1 was implemented before the implementation period. This report focuses on those milestones that were implemented during the period under consideration.

Responsible institution: Ministry Responsible for the Economy and Finances.

Supporting institution: Program for the Development of the Financial Sector

Start date: May 2016

End date: Continuing

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
15. National monitoring body for the quality of financial services			✔		Unclear						✔		Yes			✔	

Context and Objectives

This commitment seeks to encourage consumer protection in financial services and to better acknowledge and more conscientiously process customer complaints. The image of financial services and their customer relations needs to be improved. Ivorians do not have confidence in banking services, as in the past, several banks have been shut down, reorganized, or privatized.[1] This commitment also aims to improve confidence in the financial system.

In addition, this commitment aims to make information available about financial services. According to the representative from the Ministry of Economy and Finance, the financial institutions in Côte d'Ivoire

function normally, the number of agencies in areas of important economic activity has increased, and the mechanisms for managing customer relations have been modernized. These advances show that the financial sector is in a good state of health.[2] However, the representative also pointed out that some of these services did not live up to the expectations of their customers.[3] There exist many financial services sector failings in customer protection, such as ignorance of alternative means for settling any conflicts, (arbitration, legal mediation transactions, conciliation, etc.). Other shortcomings include the inherent difficulties concerning regulated inflation in the economic and financial environment and the absence of a method for consumers to compare services between different suppliers of financial services. Consequently, there is mistrust of financial services, which leads people not to put their savings in banks, for example.[4] Only one person in eight puts their savings in a bank, which is less than half the average for the African continent.[5] This low participation is connected to a loss of earnings.[6] Regarding transparency in the financial services, the failings highlighted by the government are associated with the disparity in information and the complex tariffs of products and services.[7]

It is important therefore for the government to create and render operational a National Monitoring Body for the Quality of Financial Services. This monitoring body will encourage improved quality of financial products and services through action promoting the development of financial leasing. It will also reinforce relations between financial service operators and their clients with the establishment of an office for credit information.[8] The monitoring body will also have a mechanism for mediation, to encourage the amicable resolution of disputes between financial organizations and their clients. This will generate greater confidence in the sector,[9] which would aid its development.

This commitment has a moderate potential impact. The creation of a monitoring body should help restore faith in the banking system, which should encourage its use. However, the commitment does not contain measures to inform the public of the body's existence, which would ensure the body is used. There is a similar monitoring body in Senegal, but it is not well known by the public and consequently not well used.[10]

This commitment does not have a direct link with the measures assessed by OGP. It concerns financial services and banks, not information relating to the government itself. Nevertheless, the commitment as it is drafted in the action plan is clear and contains implementation milestones that are verifiable and quantifiable.

Completion
15.1. Establishment of the institutional and legal framework for the monitoring body: This milestone has been completed. The legal framework for the monitoring body has been available since December 2016, according to the representative from the Ministry of Economy and Finance. The representative noted that civil society had been involved.[11] The Federal Union of Consumers and the National Federation of Côte d'Ivoire Consumers Associations had been involved and are members of the steering committee of the monitoring body. On 21 December 2016,[12] the Inter-ministerial Council announced the adoption of a decree bearing the mention of the creation, organization, and operation of the National Monitoring Body for the Quality of Financial Services in Côte d'Ivoire, or the OQSF-CI.

15.2. Adoption of the decree on the creation of the monitoring body: This milestone is largely completed. Decree No. 2016-1136 for the creation, organization, and operation of the National Monitoring Body for the Quality of Financial Services in Côte d'Ivoire was adopted on 21 December 2016.[13]

15.3 and 15.4. Establishment and operation of the monitoring body: This milestone has not been completed. According to a representative from the Ministry of Economy and Finance, the minister of economy and finance adopted a decree showing the nomination of the members of the body's steering committee. The director general of treasury and public accounting presides over this committee.[14] The executive secretary of the National Monitoring Body for the Quality of Financial

Services (OQSF-CI), according to this representative, was also nominated by the Ministry of Economy and Finances decree. The representative confirmed that OQSF-CI is not fully operational. The government submitted no evidence to the IRM researcher, who also found no evidence following their investigations.

Early Results (if any)

As the monitoring body is not operational, it is too soon to judge its effectiveness. Civil society, represented by consumers associations and professionals, reacted positively to the creation of the body, according to the government representative.[15]

The representative added that the financial mediation mechanism is being created. This mechanism will be responsible for settling legal disputes between financial organizations and their clients concerning financial products. When asked whether he thought that the public's opinions of and confidence in the financial system had improved, he replied that he did not have enough factual information to reply to the question. The representative responded similarly to a question about the improvement of bank rates.

Next Steps

The civil society report suggests specifying the different milestones and the period needed to implement them. Doing so would provide a better vision for the final completion of this commitment.

According to the IRM researcher, this commitment should not be renewed in the next action plan, despite the fact that its impact will be positive if fully implemented. This commitment will protect citizens. However, it does not stem from information diffused by the government, but by banks.

[1] "Services Financiers en Côte d'Ivoire: Les Banques Delaisses au Profit du Mobile Money," La Banque Mondiale, July 2016, http://www.banquemondiale.org/fr/country/cotedivoire/publication/financial-services-in-cote-divoire-banks-set-aside-in-favor-of-mobile-money.

[2] Samuel Atchelo Kouadio, Head of Justice Department, Program for the Development of the Financial Sector, Ministry of Economy and Finance, email exchange with IRM researcher, 20 February 2018.

[3] Ibid.

[4] "Services Financiers en Côte d'Ivoire: Les Banques Delaisses au Profit du Mobile Money," La Banque Mondiale, Juillet 2016, http://www.banquemondiale.org/fr/country/cotedivoire/publication/financial-services-in-cote-divoire-banks-set-aside-in-favor-of-mobile-money.

[5] Ibid.

[6] Ibid.

[7] Samuel Atchelo Kouadio, Head of Justice Department, Program for the Development of the Financial Sector, Ministry of Economy and Finance, email exchange with IRM researcher, 20 February 2018.

[8] "Qualité des Services Financiers de Côte d'Ivoire: Le Ministre Adama KONE a Procédé au Lancement des Travaux de l'Observatoire," Abidjan.net, 26 May 2017, http://news.abidjan.net/h/615758.html.

[9] Fulbert Yao, "Côte d'Ivoire: Création d'un Observatoire de la Qualité des Services Financiers," La Synthese, 21 December 2016, http://lasynthese.net/wordpress/2016/12/21/cote-divoire-creation-dun-observatoire-de-la-qualite-des-services-financiers/.

[10] O. Fedior, "Observatoire de la Qualite dans les Banques: Les Clients en Sont-ils Conscients?" Reussir Business, 23 August 2014.

[11] Samuel Atchelo Kouadio, Head of Justice Department, Program for the Development of the Financial Sector, Ministry of Economy and Finance, email to the IRM researcher, 20 February 2018.

[12] "Conseil des Ministres du 21-12-2016," Portail Officiel du Gouvernement de Côte d'Ivoire, http://www.gouv.ci/_conseil-ministre-details.php?recordID=287.

[13] "Journal Officiel de la République de Côte d'Ivoire," Abidjan.net, 13 April 2017, http://abidjan.net/JO/JO/29342017.asp.

[14] Samuel Atchelo Kouadio, Head of Justice Department, Program for the Development of the Financial Sector, Ministry of Economy and Finance, email to the IRM researcher, 20 February 2018.

[15] Ibid.

V. General Recommendations

The IRM researcher recommends some points of improvement for conducting the development process, government monitoring of the action plan, and government collaboration with civil society. The IRM researcher also recommends adding commitments on corruption, health, freedom of the press, access to data, and social dialogue with citizens.

This section aims to inform development of the next action plan and guide completion of the current action plan. It is divided into two sections: 1) those civil society and government priorities identified while preparing this report, and 2) the recommendations of the IRM.

5.1 Stakeholder Priorities

According to civil society representatives, a number of milestones were not quantifiable or verifiable, while others had been completed before the implementation of the action plan. The civil society platform recommends that the government progress further on budget transparency. They suggest that areas concerning the establishment of a citizens' budget (a simplified budget made available to citizens) be introduced in the next action plan. They also recommend adding a specific commitment on money laundering in the overall policy for fighting corruption.

5.2 IRM Recommendations

Format:

- The challenge for the government in the OGP process is to set itself one or several goals to achieve. To achieve open government, the commitments should not be part of the government's work in progress. If commitments are part of the government's continuing work, the IRM assessment can be made only on milestones or activities completed before the beginning of the action plan. The purpose of the IRM process and the action plan is to assess the progress, on a national basis, of different important fields to improve governance, integrity, and transparency in collaboration with civil society for an effective understanding of the population's needs. This process allows the government to mobilize its efforts and to use the OGP process to move forward. Consequently, the action plan should include commitments whose activities will be put into action at the start of the implementation period.

- Ensure that all the milestones in the text of the commitment are reproduced in the activities that are implemented and subject to assessment. There must be consistency not only between the activities and the aim of the commitment, but also between the activities and the commitment itself. This should ensure that commitments are achieved in the manner that they are drafted. The contact information of all those involved in the process, including those from civil society, should be attached to the action plan. This would, apart from everything else, facilitate contact by the IRM researcher during the assessment. Ensure that the commitments themselves are clear. It would be preferable if they were listed in accordance with OGP values. This would make them easier to understand and, above all, would show their relevance. They could also be phrased better and described to a greater degree in the action plan. The commitments should also outline goals that are quantifiable and verifiable in the time allotted. They should also include a completion date.

- Ensure an accurate translation of the national action plan from French to English. There are numerous inconsistencies between the French and English versions. This can cause confusion.

- Effectively and regularly update the internet sites of the ministries responsible for the commitments. During the research period, the Ministry of Industry and Mines website was inaccessible on several occasions.

Participation:

- Strengthen the involvement of civil society. This means not only considering their comments, suggestions, and ideas throughout all the stages of the process, but also considering them before the government's final decision.

- Strengthen the coordination and collaboration between the Technical Committee and government organizations responsible for implementing the commitments. These organizations could, for example, be part of the Technical Committee, to avoid being on the sidelines of the action plan implementation.

Future areas of action:

- The government should push further with its open data proposal by publishing usable data on time and in a usable format (Word or Excel, for example).

- Establish a specific protection system for whistleblowers in cases of racketeering.

- In the fight against corruption, the government could create a transparent mechanism to fight money laundering. The mechanism would answer to the president and ensure that citizens see greater traceability of money circulating in the country.

- The government could also prepare a generalized national plan for fighting corruption and more specific plans for fighting racketeering, money laundering, use of influence as a form of corruption, and administrative and political corruption.

- In addition, the government should initiate a strategy for reforming the financial sector. It should promote the creation of a monitoring body responsible for assessing financial products. The body could also assess organizations regarding quality, transparency, and competitiveness. This would protect consumers. However, merely establishing a monitoring body does not guarantee better consumer protection.

Table 5.1: Five Key Recommendations

1	Involve and fully engage civil society in decision making, so it can play a role in monitoring and citizenship. The number of civil society representatives on the Technical Committee should be increased, and the civil society platform should be fully involved in the choice of their representatives on the committee.
2	The government could develop more commitments on corruption. For example, it could set up an anti-corruption policy or develop a national anti-corruption plan (written and adopted by government). The policy or plan could include elements linked to corruption, racketeering, and money laundering.
3	The government could develop more commitments for press freedom and the diversity of expression. It could ease conditions for the liberalization of the televisual sector and extend the subjects on which private channels can broadcast.
4	The action plan should be more detailed and consistent, with specific, quantifiable, and verifiable goals.
5	Regularly monitor progress during the implementation of the action plan, in collaboration with civil society. The Technical Committee and civil society platform could, for example, meet every three or four months to steadily monitor the progress of each commitment. Civil society could also be better represented during on-the-ground monitoring missions.

VI. Methodology and Sources

The IRM progress report is written by researchers based in each OGP-participating country. All IRM reports undergo a process of quality control to ensure that the highest standards of research and due diligence have been applied.

Analysis of progress on OGP action plans is a combination of interviews, desk research, and feedback from nongovernmental stakeholder meetings. The IRM report builds on the findings of the government's own self-assessment report and any other assessments of progress put out by civil society, the private sector, or international organizations.

Each IRM researcher carries out stakeholder meetings to ensure an accurate portrayal of events. Given budgetary and calendar constraints, the IRM cannot consult all interested or affected parties. Consequently, the IRM strives for methodological transparency and therefore, where possible, makes public the process of stakeholder engagement in research (detailed later in this section). Some contexts require anonymity of interviewees and the IRM reviews the right to remove personal identifying information of these participants. Due to the necessary limitations of the method, the IRM strongly encourages commentary on public drafts of each report.

Each report undergoes a four-step review and quality-control process:

1. Staff review: IRM staff reviews the report for grammar, readability, content, and adherence to IRM methodology.

2. International Experts Panel (IEP) review: IEP reviews the content of the report for rigorous evidence to support findings, evaluates the extent to which the action plan applies OGP values, and provides technical recommendations for improving the implementation of commitments and realization of OGP values through the action plan as a whole. (See below for IEP membership.)

3. Prepublication review: Government and select civil society organizations are invited to provide comments on content of the draft IRM report.

4. Public comment period: The public is invited to provide comments on the content of the draft IRM report.

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual.

Interviews and Focus Groups

Each IRM researcher is required to hold at least one public information-gathering event. Researchers should make a genuine effort to invite stakeholders outside of the "usual suspects" list of invitees already participating in existing processes. Supplementary means may be needed to gather the inputs of stakeholders in a more meaningful way (e.g., online surveys, written responses, follow-up interviews). Additionally, researchers perform specific interviews with responsible agencies when the commitments require more information than is provided in the self-assessment or is accessible online.

By email on 29 November 2017, the IRM team officially introduced the researcher to the general representative of the government. Following this, a list of contacts for the people responsible for each commitment, as well as the OGP point of contact, was given to the IRM researcher by the government. The OGP team gave the researcher contacts for three members of civil society. The IRM researcher contacted all of these people. The researcher also had face-to-face contact with the following people:

> 1. Chantal Angoua, Technical Advisor at the Ministry of Industry and Mines, the general point of contact for the OGP process.
> Date: 24 January 2018
> Also present: Mr. Coulibaly, Research Officer at the Ministry of Industry and Mines.

Form: Interview, followed by discussions by telephone and email, as well as comments received on the progress report.
Summary of the meeting: Discussions on the process, the context relative to the country, the action plan and research in general, and the review of the progress report.

2. A representative from the civil society platform wishing to retain anonymity.
Form: Interview, followed by several telephone and email discussions.
Summary of the meeting: Discussions concerning the process, the country context, the action plan and research, the level of implementation, the potential impact, and the civil society assessment for each commitment.

3. Karim Traoré, Cabinet Director, Secretary of State to the Prime Minister, Head of Budget and the State Portfolio.
Date: 2 February 2018
Also present: Adopo Fiacre, Policy and Budget Summary Director, OGP point of contact.
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the level of implementation and potential impact of commitments 3, 4, and 5.

4. Michel Behe, Representative of the Director of the Center for Information and Government Communication, prime minister's cabinet.
Date: 2 February 2018
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the level of implementation and potential impact of commitment 9.

5. Ahmed Sako, Deputy Cabinet Director, Ministry of Communication, Digital Economy, and Post.
Date: 5 February 2018
Also present: Three research officers from the Ministry of Communication, Digital Economy, and Post, one of which was Kabore Baba.
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the level of implementation and potential impact of commitments 6, 11, and 12.

6. Dr. Ibrahim Lokpo, Director General, Ministry for the Modernization of Administration and the Innovation of Public Service
Date: 7 February 2018
Also present: Kacou Gustave, Technical Advisor, OGP point of contact.
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the implementation level and impact of commitment 8.

7. Professeur Tiemoman Kone, Director General of the Virtual University of Côte d'Ivoire, Ministry of Higher Education and Scientific Research.
Date: 8 February 2018
Also present: Jeremie Kouassi, Head of Budget and Accounting Department for UVCI and OGP point of contact.
Format: Interview.
Summary of the meeting: Discussion concerning the general context and implementation level and impact of commitment 7.

8. Fatoumata Thes Olemou, Permanent Secretary for the Kimberley Process, Permanent Secretariat for the Kimberley Process in Côte d'Ivoire, Ministry of Industry and Mines.
Date: 15 February 2018
Also present: Kanon Ghislain Ada, Research Officer.
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the level of implementation and potential impact of commitment 1.

9. Niansounou Jean-Albert, Director of Mining Development, Ministry of Industry and Mines
Date: 16 February 2018
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the level of implementation and potential impact of commitment 2.

10. Jean Jacques Yapo, Deputy Director of the Decentralization Partnership and Assistant to the Director General for Local Decentralization and Development, Ministry of the Interior and Security
Date: 16 February 2018
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the level of implementation and potential impact of commitments 13 and 14.

11. Ismael Coulibaly, Committee for the Concertation of the Private Sector (CCESP), Ministry for Economy and Finance.
Date: 16 February 2018
Also present: Georges Copre et Serge Esso, CCESP.
Form: Interview.
Summary of the meeting: Discussion concerning the general context and the level of implementation and potential impact of commitment 10.

12. Brice N'Guessan-Balle, Director of Operations, Commission for Access to Information of Public Interest and to Public Documents
Date: 22 and 23 February 2018
Form: Telephone conversations and emails.
Summary of discussions: Discussion concerning the general context and the level of implementation and potential impact of commitment 11.

13. Anonymous representative from civil society
Date: February 2018
Form: Interview.
Summary of the meeting: Discussions concerning the general context and the implementation of the national action plan.

14. Samuel Atchelo Kouadio, Manager of the Legal Department, Program for the Development of the Financial Sector, Ministry of Economy and Finance
Date: 20 February 2018
Form: Email (after three emails sent to the person responsible for the commitment by the IRM researcher, with the OGP point of contact copied).
Summary of discussions: Discussions concerning the general context and the level of implementation and potential impact of commitment 15.

15. Kouadjo Moro, Deputy Secretary, Citizens Commission for the Control of Public Policy, Ivorian League for Human Rights
Date: 23 April 2018
Form: Telephone discussion.
Summary of the discussion: Implementation of commitment 12.

16. Representative from an international organization working on OGP in Côte d'Ivoire and wishing to remain anonymous.
Date: 29 June 2018
Form: Telephone conversation.
Summary of the discussion: Civil society and government co-creation process.

Furthermore, the IRM researcher exchanged emails (to supplement answers and share documents as evidence of answers that had been given) and had several telephone conversations (notably, with civil society for supplementary answers) with civil society and the government.

Document Library
The IRM uses publicly accessible online libraries as a repository for the information gathered throughout the course of the research process. All the original documents, as well as several documents cited within this report, are available for viewing and comments in the IRM Online Library in Côte d'Ivoire at https://bit.ly/2HmhXGG.

About the Independent Reporting Mechanism
The IRM is a key means by which government, civil society, and the private sector can track government development and implementation of OGP action plans on an annual basis. The design of research and quality control of such reports is carried out by the International Experts Panel, comprised of experts in transparency, participation, accountability, and social science research methods.

The current membership of the International Experts Panel is

- César Cruz-Rubio
- Hazel Feigenblatt
- Mary Francoli
- Brendan Halloran
- Hille Hinsberg
- Anuradha Joshi
- Jeff Lovitt
- Fredline M'Cormack-Hale
- Showers Mawowa
- Ernesto Velasco

A small staff based in Washington, DC, shepherds reports through the IRM process in close coordination with the researchers. Questions and comments about this report can be directed to the staff at irm@opengovpartnership.org

VII. Eligibility Requirements Annex

The OGP Support Unit collates eligibility criteria on an annual basis. These scores are presented below.[1] When appropriate, the IRM reports will discuss the context surrounding progress or regress on specific criteria in the Country Context section.

In September 2012, OGP officially encouraged governments to adopt ambitious commitments that relate to eligibility.

Table 7.1: Eligibility Annex for Côte d'Ivoire

Criteria	2011	Current	Change	Explanation
Budget Transparency[2]	ND	4	N/A	4 = Executive's Budget Proposal and Audit Report published 2 = One of two published 0 = Neither published
Access to Information[3]	0	4	Increased	4 = Access to information (ATI) Law 3 = Constitutional ATI provision 1 = Draft ATI law 0 = No ATI law
Asset Declaration[4]	0	2	Increased	4 = Asset disclosure law, data public 2 = Asset disclosure law, no public data 0 = No law
Citizen Engagement (Raw score)	2 (3.82)[5]	2 (3.82)[6]	No change	*EIU Citizen Engagement Index* raw score: 1 > 0 2 > 2.5 3 > 5 4 > 7.5
Total / Possible (Percent)	2/12 (16%)	12/16 (75%)	Increased	75% of possible points to be eligible

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[1] For more information, see http://www.opengovpartnership.org/how-it-works/eligibility-criteria.

[2] For more information, see Table 1 in http://internationalbudget.org/what-we-do/open-budget-survey/. For up-to-date assessments, see http://www.obstracker.org/.

[3] The two databases used are Constitutional Provisions at http://www.right2info.org/constitutional-protections and Laws and draft laws at http://www.right2info.org/access-to-information-laws.

[4] Simeon Djankov, Rafael La Porta, Florencio Lopez-de-Silanes, and Andrei Shleifer, "Disclosure by Politicians," (Tuck School of Business Working Paper 2009-60, 2009), http://bit.ly/19nDEfK; Organization for Economic Cooperation and Development (OECD), "Types of Information Decision Makers Are Required to Formally Disclose, and Level Of Transparency," in Government at a Glance 2009, (OECD, 2009), http://bit.ly/13vGtqS; Ricard Messick, "Income and Asset Disclosure by World Bank Client Countries" (Washington, DC: World Bank, 2009), http://bit.ly/1clokyf. For more recent information, see http://publicofficialsfinancialdisclosure.worldbank.org. In 2014, the OGP Steering Committee approved a change in the asset disclosure measurement. The existence of a law and de facto public access to the disclosed information replaced the old measures of disclosure by politicians and disclosure of high-level officials. For additional information, see the guidance note on 2014 OGP Eligibility Requirements at http://bit.ly/1EjLJ4Y.

[5] "Democracy Index 2010: Democracy in Retreat," The Economist Intelligence Unit (London: Economist, 2010), http://bit.ly/eLC1rE.

[6] "Democracy Index 2014: Democracy and its Discontents," The Economist Intelligence Unit (London: Economist, 2014), http://bit.ly/18kEzCt.