

Independent Reporting Mechanism

Results Report:
Côte d'Ivoire 2020-2022

Open
Government
Partnership



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Executive Summary

Côte d'Ivoire's third OGP action plan saw a high level of completion but limited early open government results. Modest progress was made regarding civil society participation in the budget process and greater transparency of public officials' asset declarations. Administrative turnover following elections, the COVID-19 pandemic, and slow bureaucratic processes inhibited implementation of several commitments' more ambitious elements during the implementation period. Nevertheless, Côte d'Ivoire's action plan cycle was highly participatory, with the Civil Society Platform-OGP playing a central role in public consultations and monitoring commitment implementation.

Early Results

Côte d'Ivoire's four promising commitments sought to open the budget process to citizens (Commitments 1 and 2) and strengthen transparency of the asset declarations system (Commitments 4 and 5). Progress was made in both reform areas but fell short of their aim to institutionalize significant changes across government. The change in administration and the process to amend or adopt laws limited implementation of key elements of these reforms. Resultantly, this action plan achieved fewer early results than the previous 2018-2020 action plan.

Early results of the action plan include civil society consultations that informed the Multi-Year Budget and Economic Programming Documents and the National Anti-Corruption Strategy. Progress was also made towards strengthening the institutional and technical framework for public officials' asset declarations. Legal amendments to standardize participatory budgeting as a practice in territorial collectives and to mandate and publish asset declarations are in progress but not yet passed into law. Côte d'Ivoire intends to continue building towards these reforms in the next action plan.

Completion

The action plan saw strong completion with four commitments completed, five substantially complete, and two with limited completion. All activities foreseen under the promising commitments were substantially or entirely complete by the end of the implementation period. This level of completion is similar to that of the previous plan.

Three key factors explain the mixed nature of the achieved results. First, Côte d'Ivoire experienced elections in 2020 and 2021, which led to staff reorganizations within the public administration. Second, the COVID-19 pandemic led to government restrictions that limited meetings and involved reprioritization in the administration. Third, the lengthy process to adopt

IMPLEMENTATION AT A GLANCE

LEVEL OF COMPLETION

9/10

Complete or substantially complete commitments

EARLY RESULTS

4/10

Commitments with early results

0/10

Commitments with major or outstanding early results

COMPLIANCE WITH MINIMUM

Acting according to OGP process.

and amend laws and regulations inhibited completion of some of the action plan's potentially impactful aims within the two-year implementation period.

Participation and Co-Creation

Côte d'Ivoire's government and civil society stakeholders undertook a highly collaborative partnership during both the co-creation and implementation of commitments. This is, in part, thanks to institutionalization of OGP in Côte d'Ivoire that establishes clear processes for civil society engagement. The OGP process is steered by a multi-stakeholder Technical Committee (CT-OGP) supervised by an Interministerial Committee chaired by the Prime Minister. The Civil Society OGP Platform (PSCI-OGP) remains a central partner. Both government and civil society representatives reported that this process marked an improvement from previous cycles.¹

During the implementation period, civil society was involved in both contributing to and monitoring progress. Specifically, PSCI-OGP carried out public consultations and civil society organizations (CSOs) participated in activities such as the drafting of strategy documents or proposed legislation across commitments and monitoring implementation through visits organized by CT-OGP. A PSCI-OGP member reported that the Technical Committee set up groups of three people that included a civil society representative to ensure follow-up with the commitment holders.² Delegations that visited commitment implementers included members of both CT-OGP and PSCI-OGP.

Implementation in Context

The implementation of Côte d'Ivoire's third OGP action plan took place in the context of the COVID-19 health crisis and the legislative and presidential elections. These two situations slowed down or prevented the completion of some commitments. The first cases of COVID-19 were detected in Côte d'Ivoire in March 2020,³ leading to strong restrictions,⁴ including a ban on gatherings and lockdown. From then, Technical Committee meetings were held with difficulty until 2021,⁵ as most of these meetings were online. The pandemic also inhibited planned public consultations in various localities. Regarding elections, the presidential⁶ elections on 31 October 2020 and the parliamentary⁷ elections on 6 March 2021 led to a change of government on 6 April 2021⁸ and 20 April 2022.⁹ These changes in administration impacted some commitment holders and the Technical Committee, including the representatives of ministries in charge of security, public service, and the digital economy. The OGP Focal Point Minister signs a decree each year to legalize CT-OGP membership. During the third action plan, two decrees were issued with the latest being Order No. 0484 MCIPPME/CAB of 2 November 2022 appointing the members of the CT-OGP.¹⁰ Beyond slowing down the process, the elections also led to modifications in some commitments, such as Commitment 1 on participatory budgeting.¹¹

¹ Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 September 2022; Civil society member of PSCI-OGP platform, interview/email exchange with IRM researcher, September-October 2022.

² Kouassi Edmond BLA, Member of REJECI, the PSCI-OGP and the Technical Committee, WhatsApp call on 12 November 2022.

³ WHO Côte d'Ivoire website: <https://www.afro.who.int/fr/countries/cote-divoire/news/deux-ans-apres-le-premier-cas-de-covid-19-la-cote-divoire-travaille-batir-une-communaute-resiliente>.

⁴ CIV government website: <http://info-covid19.gouv.ci/welcome/mesure/pandemie-de-la-maladie-a-coronavirus-2019-covid-19-messages-a-la-nation-de-s-e-m-le-president-de-la-republique-lundi-23-mars-2020514> and <http://info-covid19.gouv.ci/welcome/mesure/conseil-national-de-securite-jeudi-11-juin-202084>.

⁵ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, and Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 and 29 September 2022.

⁶ <https://news.abidjan.net/articles/683008/election-presidentielle-2020-fermeture-des-bureaux-de-votes-et-debut-du-depouillement>.

⁷ <https://www.gouv.ci/actualite-article.php?recordID=11856&d=3>.

⁸ <https://www.gouv.ci/actualite-article.php?recordID=12106>.

⁹ <https://www.gouv.ci/actualite-article.php?recordID=13419>.

¹⁰ Comments submitted to the IRM by the Government of Côte d'Ivoire during the prepublication comment period, 27 February 2023.

¹¹ Donald BEUGRE KOFFI (Head of Office) and Raïssa N'CHO (Head of studies), from the General Directorate of Decentralization and Local Development, interviewed by the IRM researcher by phone and email on 7 October 2022.

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Section I: Key Observations

The IRM has identified four key observations for consideration based on the 2020-2022 action plan within the wider context of Côte d'Ivoire's open government journey. Côte d'Ivoire achieved a commendable level of participation from civil society and the public throughout the action plan cycle. Likewise, the action plan saw a high level of completion with 9 out of 10 commitments substantially or entirely completed by the end of the implementation period. Consequently, this section considers why these positive factors did not translate to transformative early open government results.

Observation 1: The action plan's early open government results were limited by a weak open government lens across several commitments.

Côte d'Ivoire's OGP team has made commendable progress to establish a collaborative co-creation process and sensitize new members to open government values. Civil society and the private sector were fully involved throughout,¹² particularly in regard to proposing commitments.¹³ PSCI-PGO, through the Francophone Program for Open Government (PAGOF), organized training sessions to inform civil society and the private sector of the OGP principles before co-creation and during implementation for new members.¹⁴ The Technical Committee also asked commitment proposers to explain how their commitment aligned with OGP values.

Despite these training and sensitization sessions, nearly half the commitments in the third action plan lacked a clear open government lens (Commitments 6 to 10). This is a contributing factor to the limited early open government results achieved, despite a high level of completion of the action plan. Technical Committee Chair Mariama Koné stated that the committee chose not to exclude commitments that lacked a strong open government lens to encourage public participation and reflect citizens' priorities in the action plan. The committee felt that excluding proposed commitments would discourage participation and give the impression that commitments were being imposed.¹⁵ A preliminary and informal review of Côte d'Ivoire's 2022-2024 action plan suggests that forthcoming commitments include a strong open government lens, as recommended in the IRM Co-Creation Brief.¹⁶ This suggests improved consideration by the drafters of how public priorities can be addressed through open government reforms.

Observation 2: Despite implementers' notable efforts, administrative turnover and slow legislative processes inhibited completion of key promising commitment activities.

The lengthy process to adopt or amend laws inhibited implementation of several activities with the greatest potential to open government. For instance, Commitments 3, 4, and 5 included important and interrelated activities to advance the transparency of public officials' assets. The aim of Commitment 4 to establish a digital platform for asset declarations required adoption of the decree foreseen under Commitment 5. The National Anti-Corruption Strategy included under Commitment 3 addresses asset declaration as well. Neither the decree on asset transparency nor the strategy were adopted within the implementation period.

Moreover, changes in administration following Côte d'Ivoire's elections led to new strategies to embed open government reforms in law. Regarding Commitment 1 on participatory budgeting,

the new Managing Director of the General Directorate of Decentralization and Local Development decided against passing a decree on participatory budgeting as planned in the initial commitment. Instead, he proposed including participatory budgeting in the revisions to the law on decentralization that were already underway.¹⁷ In regard to asset transparency, implementers decided to take a more ambitious approach and to expand the plan from amending existing law to passing a new decree with multiple elements to strengthen the asset declaration regime. Adjustments to commitments partway through the implementation period slowed progress but may result in better institutionalization of the reforms in the longer term.

Looking ahead, the Interministerial and Technical Committees and civil society platform could consider aligning future action plan cycles with national processes to facilitate results. The updated OGP National Handbook¹⁸ provides information on opportunities to choose between a two or a four-year action plan, to choose a 'June 30' or 'December 31' delivery window,¹⁹ and/or to submit a new action plan up to a year from the end of the previous one.

Observation 3: The Technical Committee's efforts to institutionalize OGP has the potential to strengthen the continuity of the OGP process during political transitions.

Elections and the resulting changes to administration in 2021²⁰ and 2022²¹ led to high turnover within the Technical Committee and among commitment holders.²² These repeated changes slowed implementation progress. New ministerial members of the Technical Committee now include Amoncou Fidel YAPI, representing the Ministry of Interior and Security (November 2021), Auguste YEBOUE, representing the Ministry of Civil Service (September 2022), and Abraham DJEKOU, representing the Ministry of Digital Economy (February 2022). Although these changes have not yet been formalized through official decree,²³ they were made official by the Ministerial Focal Point for OGP.

During implementation, participants in Technical Committee meetings often changed for the same ministries and the same commitment. To address these challenges, the Technical Committee is currently reviewing the institutional framework of OGP Côte d'Ivoire. Together with civil society, the Technical Committee suggested that the government considers establishing an Executive Secretariat in addition to the Technical Committee to ensure the sustainability of the committee's work. This Executive Secretariat shall consist of permanent employees dedicated to OGP and insulated from changes in the administration. Mrs. Koné, the Technical Committee Government Chair, expressed hope that the proposed decree can be validated by 2023.²⁴ As part of this review, the Technical Committee could also consider how to bring more bodies of government, such as parliament and local government, into the OGP process.

Observation 4: Côte d'Ivoire's participatory budgeting commitments across action plans could culminate in transformative open government changes in the longer term.

Under previous commitments in Côte d'Ivoire's 2016 and 2018 action plans, implementing partners have made some progress towards introducing participatory budgeting (PB) in a greater number of territorial collectives, increasing public and officials' understanding, and preparing to develop a best practice guide and monitoring body. However, the absence of an overarching legal framework has hindered country-wide and systematic implementation of PB. The formalization of PB in law has the potential to organize and progress these aims towards comprehensive implementation of PB. Importantly, Côte d'Ivoire's 2022-2024 action plan commits to amending

the Decentralization Law to create a legal framework for and adopt a decree to establish the PB monitoring body.²⁵

Notably, existing efforts and evidence have the potential to expedite implementation of PB once the legal framework is in place. Past commitments have also aimed to collect learnings from pioneer commune experiences. Separately, a December 2020 study²⁶ on PB implementation in several Ivorian municipalities highlighted the importance of involving local elected officials and local civil society. Engaging both groups during implementation—such as consultations on amendments to the Decentralization Law—is an opportunity to build buy-in from essential stakeholders. Further collection and analysis of PB experiences in the nearly 50 communes that had adopted PB could be a useful exercise to inform implementation of the amended Law.²⁷

¹² Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, and Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 and 29 September 2022.

¹³ Mr. GNAHORE (Member of ADJL-CI) and Kouassi Edmond BLA (Member of REJECI), both members of the PSCI-PGO and the Technical Committee, WhatsApp call on 29 and 30 September 2022.

¹⁴ Idem, November 2022.

¹⁵ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, and Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call on 22 November 2022.

¹⁶ Côte d'Ivoire Co-Creation Brief. 2022. Independent Reporting Mechanism.

<https://www.opengovpartnership.org/documents/cote-divoire-co-creation-brief-2022/>.

¹⁷ Donald BEUGRE KOFFI (Head of Office) and Raïssa N'CHO (Head of studies), from the General Directorate of Decentralization and Local Development, interviewed by the IRM researcher by phone and on 22 November 2022.

¹⁸ OGP National Handbook. 2022. Open Government Partnership. <https://www.opengovpartnership.org/wp-content/uploads/2022/03/Manuel-National-du-PGO-2022.pdf>.

¹⁹ Countries can submit for the 'June 30' window or 'December 31' window. If a country submits in the 'June 30' window, they can submit anytime from December 31 to August 31 and their end date is June 30, two (or four) years later. If a country submits in the 'December 31' window, they can submit anytime from June 30 to February 28 and their end date is December 31, two (or four) years later. See the OGP National Handbook for more details: <https://www.opengovpartnership.org/wp-content/uploads/2022/03/Manuel-National-du-PGO-2022.pdf>.

²⁰ https://www.gouv.ci/_actualite-article.php?recordID=121106.

²¹ https://www.gouv.ci/_actualite-article.php?recordID=13419.

²² Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 September 2022.

²³ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

²⁴ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

²⁵ https://www.opengovpartnership.org/wp-content/uploads/2023/01/Cote-dIvoire_Action-Plan_2022-2024_FR.pdf.

²⁶ https://drive.google.com/file/d/1LYXzm7qj5Hx9xxU5eEVgUycPxfpKaCW/view?usp=share_link.

²⁷ See the overview of the panel through

https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKewi4oqHP_Yf8AhVuU6QEZHwBCl4QFnoECBIQAQ&url=https%3A%2F%2Fwww.oidp.net%2Fdocs%2Frepo%2Fdoc1061.pdf&usg=AOvVaw21alrvPt1VsUwAwoZRSAl4.

Section II: Implementation and Early Results

The following section looks at the two clusters that the IRM identified as having the strongest results from implementation. To assess early results, the IRM referred to commitments or clusters identified as promising in the Action Plan Review as a starting point. After verification of completion evidence, the IRM also took into account commitments or clusters that were not determined as promising but that, as implemented, yielded significant results.

Commitments 1 & 2: Open Budget Cluster [Ministry of Interior and Security, General Directorate for Decentralization and Local Development; Ministry of Budget and State Portfolio]

Context and Objectives:

This policy cluster aimed to increase citizen participation in national and local budget processes. Under Commitment 1, the government aimed to issue a decree, order, and guidelines to standardize participatory budgeting across local governments. The government also sought to invite civil society organizations (CSOs) to participate in annual plenary sessions to pre-validate national budget guidelines, thereby shaping the Multi-Year Budget and Economic Programming Document from 2021 onwards through Commitment 2.

The progress of Commitment 1 was slowed due to a change of approach to institutionalizing participatory budgeting into law. The new administration chose to amend an existing law rather than draft a standalone decree as initially intended in the action plan. While a working group has made some progress in drafting an order for a participatory monitoring body and implementation guide, the finalization of these activities is dependent on enshrining participatory budgeting into law. Regarding Commitment 2, the Ministry of Budget and State Portfolio consulted civil society on the Multi-Year Budget and Economic Programming Documents. However, a lack of understanding on the budget process and content inhibited informed contribution from civil society members.

Did It Open Government? Marginal

There has been modest progress towards Commitment 1's objective to institutionalize participatory budgeting across Côte d'Ivoire. The appointment of a new General Director of Decentralization and Local Development led to a revised approach to enshrine participatory budgeting into law. The General Director felt it was more pertinent to include participatory budgeting into the ongoing process to revise budget elements of an existing decentralization law (Decree No. 82-1092 of 24 November 1982) than to draft a standalone decree as initially planned.²⁸ This shift in approach slowed completion of the commitment as remaining milestones were contingent on the existence of a legal framework for participatory budgeting. Regardless, a working group made up of seven people, five from the administration and two from the civil society platform, was established to draft a participatory budgeting decree, an order to establish a participatory budget, and a guide to implementing participatory budgeting.

This working group drafted a participatory budgeting decree that was ultimately abandoned in favour of amending the decentralization law. The decree provided for the establishment of a monitoring body and development of the guide. The monitoring body would include representatives of the ministries responsible for local authorities and the budget as well as local

authority umbrella organizations and CSOs. In addition to this committee, the decree provided for a citizen participation committee and neighbourhood, village, or community forums to mobilize residents to discuss neighbourhood problems, define their priorities, and choose delegates for the arbitration and arranging of meetings on these priorities.

The working group has also drafted an order to establish a participatory budget monitoring body. This order provides for a monitoring body composed of nine members, six from the administration and three from civil society. In partnership with civil society, the working group commenced drafting a guide to implementing participatory budgeting. The working group is waiting to finalize the guide and to conduct awareness raising until after the legal documents are in place. Representatives from the General Directorate of Decentralization and Local Development stated that the next steps include an upcoming workshop, the establishment of a dedicated committee to draft amendments, and the appointment of a consultant to finalize the guide.²⁹ As of the end of the implementation period, participatory budgeting has not yet been standardized across communes as envisioned by the commitment. Based on figures from the General Directorate of Decentralization and Local Development, Côte d'Ivoire has currently strengthened the capacities of more than 30 communes (out of 201), including 24 active participatory budgeting experiments, 15 of which have taken deliberations instituting the participatory budgeting.³⁰ These figures are similar to those at the time the commitment was drafted. However, implementation has laid groundwork for the expansion of participatory budgeting once the legal framework is finalized.

Commitment 2 has partially advanced the participation of civil society in the elaboration of national budget documents. Civil society was involved in the drafting of the Multi-Year Budget and Economic Programming Document (DPBEP). The sessions were attended by members of civil society designated by the PSCI-OGP, namely Social Justice and IDEF (an association for Community Development and Forest Conservation). Following consultations, the two budget documents were pre-validated and published on the government website.³¹ Session reports, attendance lists, and discussion points were not published but were made available to the IRM researcher. The IRM did not find evidence that pre-validation activity was promoted either in the media or on government platforms. Civil society participants reported that they could not meaningfully participate in plenary sessions to pre-validate budgetary guidelines as they did not understand all the aspects of the exercise. They therefore could not bring contributions likely to modify the proposed document. However, they expressed confidence in their ability to better participate in future budget discussions. PSCI-OGP is currently working with the Directorate of the General Budget to schedule training sessions for civil society members to make informed contributions to future budget documents.³² While Commitment 2 did not achieve its aim to incorporate public priorities in the budget planning documents, both government and civil society have indicated their commitment to addressing the challenges and ensuring future opportunities for meaningful participation.

Looking Ahead:

CSOs have expressed interest in understanding more about opportunities to participate in national budget planning, starting with training. PSCI-OGP is actively working with the Ministry of Budget on a plan to train CSOs on the budget process and content to facilitate more informed participation in the future. Given civil society interest, the IRM recommends that the Ministry of Budget and PSCI-OGP use the next action plan to identify the objectives for civil society participation in the budget process. These objectives could include ensuring that informed public inputs are incorporated into the final budget document and seeking broad participation across representative

groups. The Ministry of Budget and PSCI-OGP could then use these objectives to develop a strategy concerning CSOs to facilitate meaningful public participation in national budget planning.

Regarding Commitment 1, the IRM recommends that Côte d'Ivoire involve civil society and local elected officials in the whole process, including amendment of the Decentralization Law. The government could also consider making the guide(s) on the PB available in local languages to facilitate understanding. Moreover, the amended law could potentially include incentives to encourage the implementation of PB, as in Colombia,³³ where a law provides that the mayor or governor who gives the most support to participatory budgeting be awarded a national prize for such support. Finally, the government could legislate and set up a monitoring and assessment system of the Ivorian experiences to facilitate learning and course-correction.

Commitments 4 & 5: Asset Transparency Cluster [High Authority for Good Governance]

Context and Objectives:

Commitments 4 and 5 sought to strengthen the legal and technical framework in Côte d'Ivoire to increase government and public access to information on assets held by individuals in position of authority. Specifically, Commitment 5 promised to review the current legislation to ensure that asset declaration is mandatory for public officials and civil servants while in office. Commitment 4 aimed to gather all declarations in an online platform and publish disaggregated statistics. The government also intended to establish online channels for submission and management of declaration forms, but obstacles such as security concerns and limited internet penetration in Côte d'Ivoire have inhibited this aim.³⁴

These commitments build on the previous action plan, which laid the groundwork for legislation on the declaration of assets and on the fight against corruption. The High Authority for Good Governance (HABG) has committed to drafting a decree to mandate public officials' declaration of assets during their term of office or when their position in office changes. Moreover, progress has been made to develop an online platform to collect asset declarations. Neither the decree nor the platform was finalized by the end of the implementation period. However, reformers are committed to continuing efforts in the forthcoming action plan.

Did It Open Government? Marginal

Côte d'Ivoire further developed the technical and legal framework for public officials' asset declaration. However, the full potential of this reform had not yet been achieved by the end of the implementation period, as the decree to mandate the declaration of asset information while in office was not yet adopted. As planned in the milestones for Commitment 4, the National Bureau of Technical Studies and Development (BNETD) developed an IT system to automate the declaration of assets. Focal points have been identified in the administrations (but are waiting to be officially designated by decree) to manage the system. The system was presented to the HABG Council at the end of September 2022 (after the implementation period). The deployment and training of the focal points is expected by the end of 2022 and disaggregated statistics are already available on the HABG website.³⁵ However, current legislation does not mandate the publication of assets. Moreover, there is no evidence of civil society participation in identifying the platform's criteria for online reporting and publication of disaggregated data, or on the nature and content of the platform, as there is nothing official yet. It is not known, officially at this time, whether the

texts will include online reporting or whether the public will have access to the portal. However, the implementation process has revealed some shortcomings of the asset declaration system, including the identification of the subjects' names and the disaggregation of the data, including at the regional level.

As for Commitment 5, the HABG, with input from civil society, has prepared the draft texts to mandate asset declaration while in office. An HABG committee is currently validating the text, which will then be sent to the General Secretariat of Government for adoption. Although the texts have not yet been adopted, there has been significant progress in the content of the new decree. According to an HABG representative, the text, which was originally intended to specify the deadline for renewing the declaration of assets, has been extended to 10 other points.³⁶ These include, among other things, providing for online declaration, the accessibility of certain declarations to citizens (lifting of confidentiality), as requested by civil society, the number of declaration forms (two instead of three), and administrative sanctions against those who do not comply with the law. The interviewee stated that once the decree is adopted, it will strengthen the system of transparency in the management of public finances in Côte d'Ivoire.³⁷

Looking Ahead:

Côte d'Ivoire intends to continue to pursue strengthening asset declarations and developing the national anticorruption strategy in the next action plan.³⁸ The IRM recommends that Côte d'Ivoire continue efforts to adopt the decree on the declaration of assets and developing a digital asset declarations platform. Ideally, this platform would go beyond a channel for public officials to upload information to also being a space where citizens can access information to hold public officials to account. Transparency International notes that a robust asset transparency platform includes functions to capture, cross-reference, and publish asset and interest declarations. A platform that enables civil society, the media, and the public to verify and monitor declarations and to alert the government of suspicious cases greatly increases its potential as an effective anticorruption tool.³⁹

²⁸ Donald BEUGRE KOFFI (Head of Office) and Raïssa N'CHO (Head of studies), from the General Directorate of Decentralization and Local Development, interviewed by the IRM researcher by phone and email on 7 October 2022; https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKEwiq8MuA_fj6AhUVQ_E DHSnMAUIQFnoECBQQAQ&url=https%3A%2F%2Fknowledge.uclga.org%2FIMG%2Fpdf%2F_del-cote-d_ivoire_-web.pdf&usg=AOvVaw2FzL4WMHIOHZUOxeMfUZO_.

²⁹ Donald BEUGRE KOFFI (Head of Office) and Raïssa N'CHO (Head of studies), from the General Directorate of Decentralization and Local Development, interviewed by the IRM researcher by phone and email on 7 October 2022.

³⁰ Idem.

³¹ https://www.gouv.ci/_actualite-article.php?d=1&recordID=12241&p=5.

³² Civil society members of PSCI-OGP platform, interview/email exchange with IRM researcher, September-October 2022.

³³ See the report here: https://drive.google.com/file/d/1dNGEQRKRrCh0jYWBGgelcTn2CWk0MTbY/view?usp=share_link.

³⁴ <https://www.opengovpartnership.org/documents/cote-divoire-action-plan-review-2020-2022/>.

³⁵ <https://habg.ci/blog/Tableau-de-synthese-generale-des-Declarations-de-prise-de-fonction-ou-de-debut-de-mandat-de-2015-au-31-07-2022>.

³⁶ Representative of the HABG, interviewed by the IRM researcher by phone and email on 29 September & 9 November 2022.

³⁷ Representative of the HABG, interviewed by the IRM researcher by phone and email on 29 September & 9 November 2022.

³⁸ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 15 November 2022.

³⁹ <https://www.transparency.org/en/publications/recommendations-on-asset-and-interest-declarations-for-ogp-action-plans>.

Section III. Participation and Co-Creation

The OGP community in Côte d'Ivoire has achieved a high level of collaboration in the action plan development process. Civil society participated in public consultations across regions and segments of society. The action plan directly reflects public priorities despite challenges such as changes in administration and the COVID-19 pandemic. Moving forward, the creation of a funded OGP Secretariat in government could help insulate progress from political transitions.

OGP Côte d'Ivoire is made up of two committees in addition to the civil society platform, PSCI-PGO. An Interministerial Committee gives the political orientation of the OGP process and leads implementation.⁴⁰ It is comprised of 11 members who represent ministerial departments and state institutions, and is chaired by the Prime Minister.⁴¹ The 22-member Technical Committee is responsible for operationalizing the OGP process, with eleven members from the administration, eight from civil society and three from the private sector. This Technical Committee is chaired by the OGP Focal Point of Côte d'Ivoire, the Ministry of Trade, Industry, and the Promotion of SMEs. According to the texts, the Interministerial Committee meets once a quarter and the Technical Committee as many times as necessary.⁴² However, in practice, "the Interministerial Committee meets twice a year and the Technical Committee at least four times, once per quarter and as many times as necessary."⁴³

The represented government bodies that sit on the two committees has not changed since Côte d'Ivoire joined the OGP, apart from the changes in the names of certain ministerial departments as a result of ministerial reshuffles. However, the members representing these bodies has changed regularly, most recently in 2020, 2021,⁴⁴ and 2022. This has somewhat slowed down but not fundamentally affected collaboration between the administration and civil society. Arrangements were made to ensure continuity. Within the Ministry Focal Point, Chantal Angoua, who was the representative of the Ministry of Industry and Chair of the Technical Committee, has been replaced by Mariama Koné since late 2019, but she remains an advisor and resource person. The Technical Committee is currently studying the institutionalization of OGP in Côte d'Ivoire and considering means to ensure continuity of representation through political transitions, such as the establishment of a permanent OGP Secretariat in government.

Administration and civil society members of the Technical Committee noted that the committee does not have sufficient financial resources to properly conduct public consultations and raise public awareness on OGP. However, this insufficiency has not prevented the involvement of civil society in public consultation missions or statutory meetings. A civil society member has stated that they have conducted public consultation missions on behalf of the Technical Committee.⁴⁵

The Technical Committee invited PSCI-PGO to designate representatives for a subcommittee to oversee public consultations. Civil society representatives ended up leading public consultation efforts, indicating a new level of collaboration between government and civil society in managing the co-creation process.⁴⁶ Nine in-person public consultations were held in 2021 and 2022. In 2021, consultations were held in Dimbokro, Ferkessédougou, Bouaflé, and Katiola, and for 2022 in Abidjan, Toumodi, Boundiali, Issia, and Bonoua. More than 450 people participated in these meetings, an average of 50 people per locality. All components of society were represented, including administration representatives (prefects, mayors, regional directorates, defense and

security members), CSOs, traditional chiefs, religious groups, women's and youth associations, members of the OGP Technical Committee, and even representatives of Côte d'Ivoire community residents who originate from neighbouring countries.

Côte d'Ivoire's third action plan reflects a high level of collaboration between the government and civil society. Technical Committee Chairperson Mrs. Kone⁴⁷ believes that a community was formed that defends the interests of Ivorians. Mrs. Angoua⁴⁸ adds that civil society has understood its role and works proactively. PSCI-OGP has undertaken advocacy, sensitized citizens, and conducted public consultations to collect commitment proposals and then inform citizens on the selected commitments. As a result of civil society-led consultations, eight commitments were proposed by civil society and the remaining two commitments on teleworking were proposed by the private sector. The OGP committee⁴⁹ also conducted a public survey after the consultations,⁵⁰ to ensure that the proposed commitments reflect their expectations. The Technical Committee also organized large annual meetings to review OGP activities with commitment holders and the broader community of stakeholders in December 2021 and June 2022. These meetings sought to inform civil society on the level of progress of the commitment and to exchange directly with the commitment holders.⁵¹

Côte d'Ivoire is now encouraged to expand their collaborative practices during co-creation into the implementation period. Future action plans or supplementary implementation plans could explicitly ask commitment holders to state how civil society will be engaged in implementation. Furthermore, there is room to improve the reach of online public consultations, as online platforms do not yet collect the public proposals. There is also the issue of language, which constitutes a weakness for participation. In Côte d'Ivoire, the general illiteracy rate was 43.70% in 2019.⁵² The proportion of people who can neither read nor write remains high and does not favour understanding of the OGP process. Online platforms and public consultations have not yet integrated this reality.

Compliance with the Minimum Requirements

The IRM assesses whether member countries met the minimum requirements under OGP's Participation and Co-Creation Standards for the purposes of procedural review.⁵³ During co-creation, Côte d'Ivoire acted according to the OGP process.⁵⁴ The two minimum requirements listed below must achieve at least the level of 'in progress' for a country to have acted according to OGP process.

Key:

Green = Meets standard

Yellow = In progress (steps have been taken to meet this standard, but standard is not met)

Red = No evidence of action

Acted according to OGP process during the implementation period?	
The government maintained an OGP repository that is online, updated at least once during the action plan cycle, and contains evidence of development and implementation of the action plan.	Green

<p>Côte d'Ivoire's OGP website⁵⁵ and Facebook page⁵⁶ provide up-to-date information on OGP processes and commitment implementation.</p>	
<p>The government provided the public with information on the action plan during the implementation period. The Technical Committee organized annual meetings in December 2021 and June 2022 where commitment holders engaged with civil society on the progress of implementation.⁵⁷</p>	<p>Green</p>

⁴⁰ <http://commerce.gouv.ci/actualite.php?id=825>.

⁴¹ The decree establishing the inter-ministerial committee is published on the website of the OGP Côte d'Ivoire in the documentation section, <https://ogp.gouv.ci/documentation/>.

⁴² <https://ogp.gouv.ci/documentation/>.

⁴³ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

⁴⁴ Idem.

⁴⁵ Mr. GNAHORE (Member of ADJL-CI), member of the PSCI-PGO and the Technical Committee, WhatsApp call on 9 November 2022.

⁴⁶ Civil society members of PSCI-OGP platform, interview/email exchange with IRM researcher, September-October 2022; Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

⁴⁷ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

⁴⁸ Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 September 2022.

⁴⁹ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

⁵⁰ <https://ogp.gouv.ci/documentation/>.

⁵¹ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

⁵² <https://www.connectionivoirienne.net/2022/09/05/en-cote-divoire-le-taux-danalphabetisme-passe-de-51-en-2002-a-43/>.

⁵³ Please note that future IRM assessments will focus on compliance with the updated OGP Co-Creation and Participation Standards that came into effect on 1 January 2022: <https://www.opengovpartnership.org/ogp-participation-co-creation-standards/>.

⁵⁴ <https://www.opengovpartnership.org/documents/cote-divoire-action-plan-review-2020-2022/>.

⁵⁵ <https://ogp.gouv.ci/>.

⁵⁶ <https://www.facebook.com/ogpci/>.

⁵⁷ Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call and email on 29 September 2022.

Section IV. Methodology and IRM Indicators

This report supports members' accountability and learning through assessment of (i) commitment completion levels, (ii) early results for commitments with a high level of completion identified as promising or that yielded significant results through implementation, and (iii) participation and co-creation practices throughout the action plan cycle.⁵⁸ The IRM commenced the research process after the first year of implementation of the action plan with the development of a research plan, preliminary desk research, and verification of evidence provided in the country's OGP repository.⁵⁹

In 2022, OGP launched a consultation process to co-create a new strategy for 2023–2028.⁶⁰ The IRM will revisit its products, process, and indicators once the strategy co-creation is complete. Until then, the Results Reports continue to assess the same indicators as previous IRM reports.

Completion

The IRM assesses the level of completion for each commitment in the action plan, including commitments clustered in the Action Plan Review.⁶¹ The level of completion for all commitments is assessed as one of the following:

- *No evidence available*
- *Not started*
- *Limited*
- *Substantial*
- *Complete*

Did It Open Government?

The IRM assesses changes to government practices that are relevant to OGP values, as defined in the OGP Articles of Governance, under the "Did it open government?" indicator.⁶² To assess evidence of early results, the IRM refers to commitments or clusters identified as promising in the Action Plan Review as a starting point. The IRM also takes into account commitments or clusters with a high level of completion that may not have been determined as "promising" but that, as implemented, yielded significant results. For commitments that are clustered, the assessment of "Did it open government?" is conducted at the cluster level rather than the individual commitment level. Commitments or clusters without sufficient evidence of early results at the time of assessment are designated as "no early results to report yet." For commitments or clusters with evidence of early results, the IRM assesses "Did it open government?" as one of the following:

- *Marginal*: Some change, but minor in terms of its effect on level of openness
- *Major*: A step forward for government openness in the relevant policy area but remains limited in scope or scale
- *Outstanding*: A reform that has transformed "business as usual" in the relevant policy area by opening government

This report was prepared by the IRM in collaboration with Aimé Sawadogo and was reviewed by Brendan Halloran, IRM external expert. The IRM methodology, quality of IRM products, and review process is overseen by the IRM's International Experts Panel (IEP). The current IEP membership includes:

- Snjezana Bokulic
- Cesar Cruz-Rubio
- Mary Francoli
- Maha Jweied
- Rocio Moreno Lopez

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual⁶³ and in Côte d'Ivoire Action Plan Review 2020-2022. For more information, refer to the "IRM Overview" section of the OGP website, available [here](#).

⁵⁸ For definitions of OGP terms, such as co-creation and promising commitments, see "OGP Glossary." <https://www.opengovpartnership.org/glossary/>.

⁵⁹ Côte d'Ivoire OGP Repository. Date accessed: 20 October 2022: <https://ogp.gouv.ci/>.

⁶⁰ See OGP, "Creating OGP's Future Together: Strategic Planning 2023–2028," <https://www.opengovpartnership.org/creating-ogps-future-together/>.

⁶¹ The IRM clusters commitments that share a common policy objective during the Action Plan Review process. In these instances, the IRM assesses "Potential for results" and "Did it open government?" at the cluster level. The level of completion is assessed at the commitment level. For more information on how the IRM clusters commitments, see Section IV on Methodology and IRM Indicators of the Action Plan Review.

⁶² See OGP, *Open Government Partnership Articles of Governance*, published 17 June 2019, https://www.opengovpartnership.org/wp-content/uploads/2019/06/OGP_Articles-of-Governance_2019.pdf.

⁶³ Independent Reporting Mechanism, *IRM Procedures Manual, V.3*, 16 September 2017, <https://www.opengovpartnership.org/documents/irm-procedures-manual>.

Annex I. Commitment Data⁶⁴

Commitment 1: Participatory Budgeting in Local Authorities

Verifiable: Yes

Does it have an open government lens? Yes

This commitment has been clustered as: Open Budget (Commitments 1 and 2 of the action plan)

Potential for results: Substantial

- **Completion:** Substantial
- **Did it open government?** Marginal

This commitment is assessed in Section II above.

Commitment 2: Civil Society Participation in the Multi-Year Budget and Economic Program Document

- **Verifiable:** Yes

- **Does it have an open government lens?** Yes

- This commitment has been clustered as: Open Budget (Commitments 1 and 2 of the action plan)

- **Potential for results:** Substantial

- **Completion:** Complete
- **Did it open government?** Marginal

This commitment is assessed in Section II above.

Commitment 3: National Strategy for the Fight Against Corruption

- **Verifiable:** Yes

- **Does it have an open government lens?** Yes

- **Potential for results:** Modest

- **Completion:** Substantial
- **Did it open government?** No early results to report yet

The National Anti-Corruption Strategy was developed through a process that included validation workshops and a diagnostic. The document has been provisionally adopted by all workshop participants and is awaiting official validation by an internal HABG committee and then by the government. Civil society took part in the whole process.⁶⁵ Given that the draft strategy is not yet public, the IRM could not verify whether the final document addresses non-governmental priorities raised in consultations, nor whether it institutionalizes transparency, accountability, and participation across government. Therefore, the IRM is unable to report open government results at the time of writing.

Commitment 4: Public Official and Civil Servant Asset Transparency	
<ul style="list-style-type: none"> • Verifiable: Yes • Does it have an open government lens? Yes • This commitment has been clustered as: Asset Transparency (Commitments 4 and 5 of the action plan) • Potential for results: Substantial 	<ul style="list-style-type: none"> • Completion: Substantial • Did it open government? Marginal
<i>This commitment is assessed in Section II above.</i>	

Commitment 5: Asset Declaration Legal Framework	
<ul style="list-style-type: none"> • Verifiable: Yes • Does it have an open government lens? Yes • This commitment has been clustered as: Asset Transparency (Commitments 4 and 5 of the action plan) • Potential for results: Substantial 	<ul style="list-style-type: none"> • Completion: Substantial • Did it open government? Marginal
<i>This commitment is assessed in Section II above.</i>	

Commitment 6: Teleworking	
<ul style="list-style-type: none"> • Verifiable: Yes • Does it have an open government lens? Yes • Potential for results: Modest 	<ul style="list-style-type: none"> • Completion: Complete • Did it open government? No early results to report yet
<p>The teleworking commitment was seen as modest in the Côte d'Ivoire Action Plan Review. At the end of the implementation period, the commitment has been fully completed. A decree⁶⁶ was adopted on 12 January 2022 by the Council of Ministers to fix the modalities of implementation of teleworking for workers governed by the labour code. For this, a presidential order⁶⁷ was needed. Thus, teleworking is legally recognized in Côte d'Ivoire. The IRM researcher, despite several attempts and with the support of the Technical Committee, was not able to meet with the commitment holder to discuss implementation. Therefore, the IRM could not verify whether all the parties were involved in the elaboration of the texts that were adopted and published in the official gazette. Similarly, the IRM did not find evidence that the draft laws were reviewed by the various groups targeted in the action plan.</p> <p>Discussion on teleworking took place between the government and the public. Telecommunications company MTN organized a panel in May 2022 with the Ministry of Work on 'flexibility and equality in salaries for teleworking.' At a National Human Resources Day workshop in Yamoussoukro in July 2022, telework was highlighted with human resource professionals in companies.⁶⁸</p>	

Commitment 7: Teleworking Tools	
<ul style="list-style-type: none"> • Verifiable: Yes • Does it have an open government lens? No • Potential for results: Unclear 	<ul style="list-style-type: none"> • Completion: Complete • Did it open government? No early results to report yet
<p>This commitment aimed to implement teleworking as established in the decree passed in Commitment 6. This commitment lacked an open government lens and was therefore not found to have opened government to the public despite completion. The Government of Côte d'Ivoire launched Microsoft Teams as a teleworking tool⁶⁹ on 9 April 2020 under the e-Governance project (e-Gouv) with Microsoft, granting ministries and institutions of Côte d'Ivoire with 13,000 licenses. The government has tasked the National Agency for Universal Telecommunications Service (ANSUT) with supporting the various administrations in its operation. ANSUT has developed a user guide⁷⁰ with that purpose. The commitment holder did not respond to requests for an interview, but the IRM researcher determined this commitment was likely complete based on desk research.</p>	

Commitment 8: Purchase of Contraceptive Products	
<ul style="list-style-type: none"> • Verifiable: Yes • Does it have an open government lens? No • Potential for results: Unclear 	<ul style="list-style-type: none"> • Completion: Substantial • Did it open government? No early results to report yet
<p>In November 2022, the United Nations Agency of Family Planning transferred 400 000 000 CFR to the Côte d'Ivoire Ministry of Health for contraceptives.⁷¹ The process began with meetings and planning documents (ToR, technical notes), but did not directly reflect milestones stated in the action plan.⁷² This is due to changes in the budget process and the introduction of Integrated System for State Planning and Budget, which included contraceptives as a line in the General Budget of the State.⁷³</p> <p>On 26 September 2021, during the celebration of World Contraception Day in Agboville, the Minister of Health, Public Hygiene and Universal Health Coverage launched free family planning in five health districts in the regions of Sud-Comoé, Bélier, and Agnéby-Tiassa.⁷⁴ Before the commitment was abandoned, the process had nevertheless begun with meetings and documents drafted⁷⁵ (ToRs, technical note), but it did not reflect milestones set in the action plan.⁷⁶ Côte d'Ivoire has undertaken new family planning commitments for 2030 that include the adoption of a law on reproductive health to strengthen family planning and to make family planning free across Côte d'Ivoire.⁷⁷</p>	

Commitment 9: Contraceptives Transparency	
<ul style="list-style-type: none"> • Verifiable: Yes • Does it have an open government lens? Yes • Potential for results: Modest 	<ul style="list-style-type: none"> • Completion: Complete • Did it open government? No early results to report yet

According to Côte d'Ivoire's OGP self-evaluation report, the National Program for Health of the Mother and Child (PNSME) met with the Ministry of Health and developed a technical note on the publication of family planning information that the Ministry of Health signed. The communication teams from PNSME and the Ministry of Health have begun to coordinate on the publication of family planning information.⁷⁸ Information about free family planning can be found on the Ministry of Health's website⁷⁹ and on its Facebook page.⁸⁰

Commitment 10: Canteen Food Provision

- | | |
|--|---|
| <ul style="list-style-type: none"> • Verifiable: Yes • Does it have an open government lens? No • Potential for results: Unclear | <ul style="list-style-type: none"> • Completion: Limited • Did it open government? No early results to report yet |
|--|---|

This commitment did not aim to strengthen government transparency, enable citizens to better participate in government decision-making, or hold government officials to account and, therefore, there were no open government results to assess. The government and private initiatives supplemented school canteen capacity to provide meals as aimed for under this commitment.⁸¹ This commitment is therefore assessed as having a limited level of completion.

⁶⁴ Editorial notes:

1. For commitments that are clustered: The assessment of "Potential for results" and "Did it open government?" is conducted at the cluster level rather than the individual commitment level.
2. Short titles of commitments may have been edited for brevity. For the complete text of commitments, please see Côte d'Ivoire's action plan: <https://www.opengovpartnership.org/documents/cote-divoire-action-plan-2020-2022/>.
3. For more information on the assessment of the commitments' design, see Côte d'Ivoire's Action Plan Review: <https://www.opengovpartnership.org/documents/cote-divoire-action-plan-review-2020-2022/>.

⁶⁵ <https://news.abidjan.net/articles/697328/la-cote-divoire-peaufine-sa-strategie-de-lutte-contre-la-corruption>.

⁶⁶ Decree No. 2022-31 of 12 January 2022.

⁶⁷ Order No. 2021-902 of 22 December 2021 amending Law No. 2015-532 of 20 July 2015 on the Labour Code and integrating teleworking, as it contains all the texts governing labour law.

⁶⁸ Côte d'Ivoire OGP Self-Evaluation. Submitted to OGP. 2022.

⁶⁹ https://www.gouv.ci/_actualite-article.php?recordID=11023.

⁷⁰ https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKEwj-ZH36fb6AhXsgf0HHTX-AqQQFnoECA0QAQ&url=https%3A%2F%2Ffansut.ci%2Ffr%2Ffichier%2FGuide%2520d%2527utilisateur%2520Microsoft%2520Tears_vf.pdf&usq=AOvVaw0J9R_NVnqcAUOKJtDslg6m.

⁷¹ United Nations Agency for Family Planning. Documents shared by the Government of Côte d'Ivoire with the IRM. 2022.

⁷² Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 September 2022.

⁷³ Côte d'Ivoire OGP Self-Evaluation. Submitted to OGP. 2022.

⁷⁴ <https://news.abidjan.net/articles/698043/lancement-a-agboville-de-la-gratuite-de-la-planification-familiale>.

⁷⁵ Francisca GNEPROUST, In charge of integrating family planning into the social structures of the Ministry of Health.

⁷⁶ Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 September 2022.

⁷⁷ Côte d'Ivoire OGP Self-Evaluation. Submitted to OGP. 2022.

⁷⁸ Côte d'Ivoire OGP Self-Evaluation. Submitted to OGP. 2022.

⁷⁹ <https://www.sante.gouv.ci/welcome>.

⁸⁰ <https://web.facebook.com/profile/100064515441880/search/?q=Co%C3%BBt%20de%20la%20planification%20familiale>.

⁸¹ Chantal ANGOUA, resource person in the CT-OGP, interviewed by the IRM researcher by WhatsApp call and email on 22 September 2022.