

# Independent Reporting Mechanism

Action Plan Review:  
Côte d'Ivoire 2022-2024

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Mechanism

## Introduction

In January 2021, the Independent Reporting Mechanism (IRM) rolled out the new products that resulted from the IRM Refresh process.<sup>1</sup> The new approach builds on the lessons learned after more than 350 robust, independent, evidence-based assessments conducted by the IRM and inputs from the OGP community. The IRM seeks to put forth simple, timely, fit-for-purpose, and results-oriented products that contribute to learning and accountability in key moments of the OGP action plan cycle.

IRM products are:

- **Co-Creation Brief:** Brings in lessons from previous action plans, serves a learning purpose, and informs co-creation planning and design.
- **Action Plan Review:** A quick, independent technical review of the characteristics of the action plan and the strengths and challenges IRM identifies to inform a stronger implementation process.
- **Results Report:** An overall implementation assessment that focuses on policy-level results and how changes happen. It also checks compliance with OGP rules and informs accountability and longer-term learning. This product was rolled out in a transition phase in 2022, beginning with action plans ending implementation on 31 August 2022. Results Reports are delivered up to four months after the end of the implementation cycle.

This product consists of an IRM review of the Côte d'Ivoire 2022–2024 action plan. The action plan comprises eleven commitments. This review emphasizes its analysis on the strength of the action plan to contribute to implementation and results. For the commitment-by-commitment data, see Annex I. For details regarding the methodology and indicators used by the IRM for this Action Plan Review, see Section III.

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<sup>1</sup> IRM Refresh: <https://www.opengovpartnership.org/process/accountability/about-the-irm/irm-refresh/>.

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## Section I. Overview of the 2022–2024 Action Plan

**Côte d'Ivoire's fourth action plan continues reforms such as budget transparency, asset declaration, and the fight against corruption. It introduces aims to increase citizen participation in decision-making around inflation and land ownership, as well as greater accountability in public service. Strengthening commitments' direct contribution to government transparency, civic participation, and public accountability could increase the action plan's potential to achieve open government results.**

Côte d'Ivoire has developed a 2022–2024 Action Plan with 11 commitments covering 7 policy areas. Four commitments have evolved from the previous Action Plan, namely commitments on open budgets (1 and 2), the fight against corruption (4) and the asset transparency (5). The remaining commitments cover new policy areas such as the fight against inflation, the environment code, the building act, labor legislation, and security. All commitments align with the Côte d'Ivoire's 2021–2025 National Development Plan, particularly pillar No. 6 concerning strengthening governance and modernization of the State. The fourth action plan is similar in length, content, and level of ambition as the previous.

Côte d'Ivoire continued to broaden participation in the co-creation process through regional public consultations. Public consultations were held across several regions to gather proposals on topics to be addressed in the fourth action plan.<sup>1</sup> The Ivorian Civil Society Platform for OGP (PSCI-OGP) and the Technical Committee documented and analyzed public input. A meeting was then held with relevant government institutions to consider and refine the proposals.<sup>2</sup> The Technical Committee drafted and validated the final action plan based on the consultations with citizens and relevant government institutions.<sup>3</sup>

PSCI-OGP noted that synthesizing a large amount of public input in a short timeframe presented a challenge. Mariama Koné, President of the Technical Committee, also noted the lack of resources to develop a website to collect proposals online and house a wide range of information. Koné added that the Technical Committee members were not always available, and their proxies were not always able to provide up-to-date information.<sup>4</sup>

### AT A GLANCE

**Participating since:** 2015  
**Action plan under review:** Fourth  
**IRM product:** Action Plan Review  
**Number of commitments:** 11

### Overview of commitments:

Commitments with an open government lens: 8 (72%)  
 Commitments with substantial potential for results: 2 (18%)  
 Promising commitments: 3

### Policy areas:

Carried over from previous action plans:

- Open budgets
- Anti-corruption strategy
- Asset declarations

### Emerging in this action plan:

- Fight against inflation
- Security
- Environment
- Land conflicts/building Act
- Labor legislation

**Compliance with OGP minimum requirements for co-creation:** Yes

Commitments 1, 3, and 6 were identified by IRM as having the potential for promising results and are therefore assessed in detail. Commitments 1, 3, and 6 concern, respectively, the institutionalization of the participatory budgeting, participation in the fight against high living costs, and transparency in public administration through user satisfaction surveys. As currently written, these commitments have the greatest potential to generate binding and institutionalized changes within the Government.

The IRM was unable to assess whether Commitments 4 and 10 have significant potential to open government due to a lack of available information. Regarding Commitment 4, the content of the draft anti-corruption strategy is not available for review. Regarding Commitment 10, the IRM did not receive sufficient information to assess the nature of civil society's involvement in denouncing acts of uncivil behavior or potential accountability mechanisms in the construction sector.

Commitments 5 and 8, while having an open government lens, were assessed as having modest ambition. These commitments concern the declaration of assets and the establishment of community policing and do not bring significant changes compared to current practices. Finally, Commitments 7, 9, and 11 do not have clear links with the values of transparency, accountability, or citizen participation in government as currently written and therefore have an unclear potential to open government.

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<sup>1</sup> See public consultations reports: <https://ogp.gouv.ci/documentation/>.

<sup>2</sup> Government member of OGP Côte d'Ivoire, exchange with the IRM researcher, March 2023.

<sup>3</sup> Civil society members of PSCI-OGP platform, interview exchange with IRM researcher, February 2023.

<sup>4</sup> Mariama KONÉ, representative of the ministerial focal point for OGP and Chair of the Technical Committee, interviewed by the IRM researcher by WhatsApp call in March 2023.

## Section II. Promising Commitments in Côte d'Ivoire's 2022–2024 Action Plan

The following review looks at the three commitments that the IRM identified as having the potential to realize the most promising results. Promising commitments address a policy area that is important to stakeholders or the national context. They must be verifiable, have a relevant open government lens, and have modest or substantial potential for results. This review also provides an analysis of challenges, opportunities, and recommendations to contribute to the learning and implementation process of this action plan.

**Table 1. Promising commitments**

Promising Commitments
1. <b>Commitment 1:</b> Promises to institutionalize and generalize the practice of participatory budgeting in Ivorian local authorities by amending the decree No. 82-1092 on decentralization.
2. <b>Commitment 3:</b> Has the potential to strengthen consumer participation in government decision-making to address inflation.
3. <b>Commitment 6:</b> Promises to increase civil society participation in citizen satisfaction surveys of government financial and education services.

**Commitment 1: Institutionalize participatory budgeting in Ivorian local authorities by amending the decree on decentralization** [Ministry of Interior and Security / Executive Management of Decentralization and Local Development (DGDDL)]

For a complete description of the commitment, see Commitment 1 in the action plan: <https://www.opengovpartnership.org/documents/cote-divoire-action-plan-2022-2024/>.

### Context and objectives:

This commitment aims to move local governments towards collaboration with citizens by mandating participatory budgeting in local governments across the country. Currently, local authorities' budgets are most often drawn up by elected officials and their advisors, without always informing citizens of the budgetary content, and without reporting on and considering the views and needs of citizens. There is a law<sup>1</sup> that enshrines the public nature of council meetings and allows citizens to attend these meetings, but their participation is passive as they have neither a consultative nor a deliberative voice. Since Côte d'Ivoire joined OGP, successive commitments have sought to promote participatory budgeting (PB). Indeed, Commitment 6 of Côte d'Ivoire's second action plan aimed to promote participatory democracy in local authorities.

Thanks to the support of partners such as the European Union, UNICEF and civil society organizations such as the Akwaba Foundation, participatory budgeting implementation programs have been carried out and have resulted in more than 30 communes (out of 201) having their participatory budgeting capacities strengthened. Among these communes, 24 are actively experimenting with participatory budgeting, 15 of which have adopted deliberations instituting participatory budgeting (Bondoukou, Odienné, Biankouma, Boundiali, Korhogo, Soubré, Duékoué, Yakassé-Attobrou, Grand-Bassam, Dabou, Grand-Béréby, Sassandra, Man,

Tiassalé, and Abengourou). The third action plan sought to consolidate this achievement by institutionalizing participatory budgeting by issuing a decree and subsequent texts, in particular a decree on the creation of a PB monitoring body and the development of an Ivorian guide to implementing PB. This commitment was not completed, although the process has been initiated and draft decrees and orders have been proposed. Based on public consultations, the Technical Committee and civil society agreed to amend Decree No. 82-1092 of November 24, 1982 that sets the rules for governance and budgeting for communes and the city of Abidjan, to institutionalize participatory budgeting. A representative from the Ministry of the Interior, the implementing ministry, reported that the commitment will be carried out in partnership with civil society, starting with the development of the relevant documents.<sup>2</sup>

It is important to note that the Executive Management of Management of Decentralization and Local Development (DGDDL) expressed their intention to go beyond the commitment as written. DGDDL intends to undertake a broader and more strategic approach to local level open government, beyond participatory budgeting. Specifically, the DGDDL aims to enshrine open government norms in the draft decentralization law under development. The IRM will take these activities into account when assessing results at the end of the implementation period, should implementers undertake a more ambitious version of this reform than written in the action plan.

**Potential for results:** Substantial

This commitment has a significant potential to continuously improve citizen participation, budget transparency, and accountability of local governments in Côte d'Ivoire. The improvement of the legal framework by amending the decree to mandate the participatory budgeting for local governments offers guarantees for the sustainability of the practice. Endorsing this decree with an order setting up a monitoring body and a guide to facilitate understanding of the budget can facilitate the effectiveness of the practice and informed participation.

Côte d'Ivoire's record on citizen participation in budget processes has been mixed. According to the Open Budget Survey, Côte d'Ivoire's level of public participation in national budget processes dropped between 2019 and 2020.<sup>3</sup> However, the Government of Côte d'Ivoire has made progress through the inclusion of civil society in drafting Multi-Year Budget and Economic Programming Documents and publication of simplified citizens budgets under the previous action plan.<sup>4</sup>

Despite previous efforts, the status of participatory budgeting in local authorities has not changed in recent years. Mr. Hugues Koffi, Head of Studies at the DGDDL, stated that participatory budgeting practices have not changed since the last assessments made in 2020. The study conducted by the Ministry of the Interior in 2020 found that "on the institutional and regulatory level, it appears very clearly that the laws, decrees and other texts foresee the exclusion of the population in the management of local affairs" and that "citizen control, citizen participation in general and particularly budgetary participation have no anchoring or institutional basis."

It is within this context that the previous national action plan included a commitment of the Ministry of the Interior to institutionalize participatory budgeting through a decree.<sup>5</sup> In the meantime, a change in leadership at the DGDDL resulted in a shift in approach. The

administration preferred to amend Decree No. 82-1092 on the governance and budgeting in communes and the city of Abidjan. The commitment holder perceives that this process will take less time. It is easier to amend the decree than to draft a new one. Therefore, it is easier to complete promised reforms during the implementation period. Talks have started with the Technical Committee and civil society members on the content of the decree to be modified. The representative of the DGDDL<sup>6</sup> reassured that the entire process is expected to be participatory and inclusive and will involve civil society and the Senate. He also confirmed that an expert has been recruited to develop the guide and talks are underway.

Mr. Hugues Koffi stated that the content of the previous participatory budgeting decree drafted under the previous action plan would inform the amendments to the decentralization law. The discarded draft decree can therefore be taken as a guide to the expected changes under the amended decentralization law.<sup>7</sup> The draft decree outlined participatory budgeting “as a mechanism for citizen participation and control in the management of local finances in the municipalities and regions.” The decree outlined direct channels for public participation in local budget processes in stating that “participation (...) is devoted to the development of the three-year program taking into account the priorities chosen by the population in consultation with local elected officials, state actors and the private sector of local development.” To do so, the decree specifies that local executive authorities establish citizen participation committees as well as neighborhood, village, zone, and thematic forums, including people living with a disability.

The draft decree also laid out a legal framework for public monitoring of budget implementation. It stated that “accountability (...) is devoted to monitoring the execution and monitoring-evaluation (citizen control) of the budget, raising awareness of fiscal civic-mindedness and the realization of participatory projects(.)” The draft decree also called for the establishment of a national-level Monitoring Committee for the Implementation of Participatory Budgeting in Local Authorities. The committee would include representatives of the ministries responsible for local authorities, budget, economy and finance, and planning as well as local authority umbrella organizations and civil society organizations. The draft decree stated that the committee would be funded by the government.

To implement this commitment, four milestones have been planned: (1) the modification and adoption of the decree, (2) the elaboration and signing of the decree on the creation of a monitoring body, (3) the development of the participatory budget guide, and (4) the dissemination of all these documents. At the time of writing this report, proposed documents have been submitted to the Executive Management of Decentralization and Local Development (DGDDL) and are awaiting internal validation before the organization of a public workshop, according to the representative of the DGDDL. He explained that these proposals are based on documents already developed during the implementation of the previous action plan. According to him, the period foreseen for the modification of the decree in action plan 4, namely June 2023, will be respected and he anticipates that the commitment will be completed by the end of the implementation period. The action plan outlines intended activities to disseminate the amended law, including awareness caravans, workshops, radio and television communications, and publications on the DGDDL’s communication channels.

This commitment has a substantial potential to open government if the decentralization law is amended in alignment with the previously drafted decree. However, for these results to be considered substantial, evidence of concrete actions must be provided. This includes, in the



short term, documents (decree, order, and guide) approved by the competent authority; in the medium term, evidence that participatory budgeting is being practiced in a greater number of local authorities; and in the long term, evidence that local authorities' budgets reflect citizen contributions. The IRM will take the reform as a whole into account when assessing results at the end of the implementation period, including amendments to the law that open government beyond participatory budgeting.

### **Opportunities, challenges, and recommendations during implementation**

Both the government and civil society's commitment to participatory budgeting is demonstrated by its inclusion in the previous three OGP action plans.<sup>8</sup> Reformers have continuously reflected on and adapted the commitments' design in each iteration to best advance the reform. Activities started under the previous action plan, such as drafting the decree and guide, have created a foundation for comprehensive implementation of this commitment.

Two potential obstacles to implementation include a lack of understanding of participatory budgeting and financial constraints in local authorities. The 2020 assessment of participatory budgeting in Côte d'Ivoire noted that local authorities' financial constraints inhibit their ability to respond to citizens' needs. The study highlighted that there are often not sufficient resources to implement projects requested by the public.<sup>9</sup> The study also noted a low level of understanding among local officials and the public on the process and purpose of participatory budgeting. The study indicated that there is a "weak vision of the local elected officials who initially considered Participatory Budgeting as an instrument for seeking external funding"<sup>10</sup> and the "relatively low level of training of some municipal councilors limits their ability to act as a relay to the municipal council for the dissemination of information in the neighborhoods and villages." Therefore, government and civil society's provision of training and awareness-raising in local languages will be important to explain and set appropriate expectations around participatory budgeting. Specifically, the IRM recommends the following:

- **Ensure that civil society organizations are well represented** in processes to draft texts and allocates budgets at both the national and local levels, with particular attention to ensure inclusion of marginalized groups.
- **Use local languages** in awareness-raising on participatory budgeting, such as through the planned caravans and media, and dissemination of the participatory budgeting guide. People Powered offers a Participatory Budgeting Outreach Toolkit to help execute outreach campaigns.<sup>11</sup>
- **Support informed participation and project design** through guidance for participants and implementers on budget, documentation, and technical considerations for feasible project design.
- **Extend assessment of participatory budgeting** across all participating local authorities. In Côte d'Ivoire, 15 communes have undertaken participatory budgeting. The study commissioned in 2020 by the Ministry of Interior and Security only considered 3 communes. A new evaluation for all 15 communes would provide an informed view and allow for iterative implementation. Chapter 7 of "Participatory Budgeting in Africa: Learning Guide for Francophone Countries" provides examples and tools to assess projects instigated by participatory budgeting and the processes of participatory budgeting itself.<sup>12</sup>

**Commitment 3: Strengthen consumer participation in inflation decision-making**  
[MINISTRY OF TRADE, INDUSTRY AND SME PROMOTION / National Council for the Fight against the High Cost of Living (CNLVC)]

For a complete description of the commitment, see Commitment 3 in the action plan:  
<https://www.opengovpartnership.org/documents/cote-divoire-action-plan-2022-2024/>.

**Context and objectives:**

Côte d'Ivoire, like many countries, is facing an inflation of basic food prices, exacerbated by the COVID-19 pandemic and the war in Ukraine.<sup>13</sup> According to World Bank figures,<sup>14</sup> over the past 60 years, the inflation rate of consumer goods in Côte d'Ivoire has fluctuated between -1.3% and 27.4%. From 2019 onwards, the curve continued to increase, ranging from -1.11% to 4.10% (2021) through 2.43% (2020). The National Institute of Statistics (INS) of Côte d'Ivoire reported<sup>15</sup> that annual average inflation is 5.1% in January 2023, i.e., a rate above the community threshold of 3% set by West African Economic and Monetary Union (WAEMU).

The Government has convened sectoral and regional forums to discuss, confirm, and communicate price regulation.<sup>16</sup> However, the Government, through the commitment holder, recognizes that the insufficient representativeness of civil society in decision-making sometimes raises the question of the inadequacy of decisions concerning inflation and the real needs of the population. This is why this commitment was proposed by the National Council for the Fight against the High Cost of Living (CNLVC) following public consultations and validated by the Government. It aims to strengthen the involvement of consumer associations in the definition, implementation, and assessment of the annual strategy to fight against the inflation in order to consider the concerns raised by the population and, above all, to increase their feeling of ownership of the measures taken by the Government.

The fight against inflation was identified by citizens during public consultations as a priority for inclusion in the action plan. Consequently, CNLVC agreed to this commitment to address public concerns. The commitment includes five milestones: (1) the organization of a workshop with civil society in order to take note of its concerns and to collect its proposals for solutions, (2) the development of a strategy to fight the high cost of living, (3) the implementation of the strategy, (4) the communication on the adopted measures, and (5) the organization of a workshop for the assessment of the strategy. The commitment aims to strengthen the participation of civil society in the decision-making process and also in the implementation of measures to combat the high cost of living.

**Potential for results:** Substantial

In response to cost-of-living increases, the Government has taken special measures in 2021, including "holding sectoral meetings with the various economic actors, regulating the prices of rice, refined palm oil, beef and flour, strengthening market surveillance and intensifying communication on prices and actions taken in the fight against high living costs"<sup>17</sup> or "the allocation of 155 million CFA francs in budgetary support to the 31 local committees to fight against high prices, chaired by regional prefects and composed of, among others, merchants and consumer associations; the intensification of communication, in order to inform consumers about prices, the availability of consumer products and changes in the prices of products and

inputs on the international market.<sup>18</sup> As the Government says,<sup>19</sup> these measures were taken in consultation with stakeholders including civil society.

The Government of Côte d'Ivoire established the CNLVC in 2017 by decree<sup>20</sup> with the remit of "coordinating and monitoring the implementation of the strategies to fight against high living costs defined by the Government."<sup>21</sup> The CNLVC develops a matrix<sup>22</sup> of actions and measures adopted to fight against inflation each year. The representative<sup>23</sup> of the CNLVC noted that this matrix was previously "drawn up by associating the representatives of the ministerial departments concerned with the inflation, with a few consumer representatives." Yet the CNLVC composition includes the consumer representatives across three governing bodies, Collaborative Council, the Technical Committee, and the Executive Secretariat.<sup>24</sup> According to the CNLVC representative, "the representatives of the civil society in the Council are not representative of all the components of the civil society" despite the presence according to him "of at least seven (7) federations of Associations of consumers." Thus, the commitment allows "to widen the platform to include a little more civil society in the development of the matrix."<sup>25</sup> This expansion is allowed by the decree that provides for the participation of more people as observers. It is expected that "in a consensual way a matrix to fight against inflation in which proposals from civil society will be taken into account so that the people take ownership of these measures."<sup>26</sup>

Increasing civil society representation in the Council has the potential to strengthen citizen participation in decision-making, particularly through contributions during the development of the matrix. The Government plans to organize a workshop to collect the concerns of civil society and then involve them in the development of the strategy to fight inflation, namely the matrix. There is limited information on which civil society members will be invited to participate in the workshop or the development of the strategy, as the nature and scope of the expansion of civil society participation is not yet clearly defined. The Government noted that trade associations and civil society organizations representing consumers will be eligible to participate.<sup>27</sup> The Government also plans to involve and engage civil society in the implementation of the strategy by allowing them to keep a watchful eye on the situation and warn the relevant authorities in the event of failures to comply with the measures taken by the Government through a mobile application called "citizen control."<sup>28</sup> The Minister of Commerce, Trade, and SMEs launched the application on May 8, 2023.<sup>29</sup> Similarly, the Government plans to assess the implementation of decisions taken with civil society by inviting it to an assessment workshop at the end of the implementation process in order to ensure accountability.

This commitment has a substantial potential to increase public participation and accountability of Government through greater civil society voice on an issue of national importance. Evidence of substantial early results at the end of the implementation period could include (i) broader participation of civil society, beyond the actors provided for in the CNLVC decree, (ii) the inclusion of the contribution of members of civil society in the final document of the matrix adopted by the Government, and (iii) evidence that CNLVC responded to and acted on proposals submitted by civil society and consumer organizations.

Implementation had already started at the time of writing. CNLVC held a workshop on February 14, 2023 to review the implementation of measures the Government has taken to fight inflation and to propose new measures to maintain the power purchase of the citizens. The CNLVC representative<sup>30</sup> states that at the end of this workshop and "(...) based on our field

surveys, we proposed a new matrix for the fight against inflation. The civil society took note of it, then within a week came back to us with its amendments, based on which we worked and proposed to all the actors of the fight against the inflation, the final matrix of actions.” Civil society representatives<sup>31</sup> confirm that they participated in the meeting convened by the CNLVC. They stated that they did not participate in the development of the measures, but rather in their amendment within a timeframe that they considered short. They also regret that there is no motivation in terms of financial support for participants in CNLVC meetings, which limited participation. The Government notes that financial support to consumer protection associations was proposed and adopted at the meeting.<sup>32</sup> Finally, civil society reported that their representatives who participate in the meetings of the CNLVC are not sufficiently equipped to deal with the issues discussed and therefore do not participate actively.<sup>33</sup> The Government adds that consumer representatives to CNLVC are elected by civil society members.<sup>34</sup> CNLVC and consumer protection associations can consider how to train elected representatives to facilitate informed participation.

### **Opportunities, challenges, and recommendations during implementation**

The public has called upon the OGP Technical Committee through public consultations on the need to act to reduce the inflation. The CNLVC seized this opportunity to make this commitment. Inflation is a topical issue in Côte d'Ivoire and has been considered “an absolute priority” since 2021 by the government and by the President of the Republic in his speech to the Ivorian nation in December 2021<sup>35</sup> and December 2022.<sup>36</sup> Consequently, political will to advance this commitment exists.

One of the central challenges to implementation of this reform will be to balance the inclusion of diverse civil society voices on CNLVC while also working towards a consensus. On the issue of inflation, the civil society platforms do not know each other, do not have the same understanding of the situation, much less the Government’s response. Indeed, civil society organizations do not always agree on the assessment of the Government’s management of inflation. On the one hand, the URI, calling upon the population to demonstrate against the Government, had proposed solutions<sup>37</sup> to fight against inflation. On the other hand, the Platform for Citizen Engagement in Côte d'Ivoire (PEC-CI) disassociated itself from the URI’s approach, arguing that the inflation is worldwide, and Côte d'Ivoire is managing to get out of it, although there are still efforts to be made.<sup>38</sup> Therefore, it could be necessary to mediate between the respective positions to obtain the desired representativeness. In the same way, the other challenge will be to reach a consensus within the Council on recommendations to the government. In view of these challenges and to make the process sustainable, the IRM recommends the following:

- **Revise the CNLVC decree<sup>39</sup>** to diversify civil society members on CNLVC bodies. This could involve registering, after consensus, civil society platforms beyond consumer federations as sitting members to achieve a strong representation in quantity and quality of non-governmental members in the Council’s bodies. Representatives<sup>40</sup> of the consumer organizations believe that civil society could hold stronger positions in the Executive Secretariat, in particular the position of Deputy Executive Secretary.
- **Engage diverse civil society platforms**, such as the Ivorian Civil Society Platform of the OGP (PSCI-OGP), the platforms URI and PEC-CI and others active in the field of the fight against inflation to be interested in the question of the national strategy, to take

part in the work of the bodies of CNLVC and eventually to identify their representative for the CNLVC.

- **Sensitize and train civil society members of CNLVC** on the mechanisms for developing the matrix and fighting the inflation so that they can actively participate in discussions on the measures to be adopted.
- **Ensure civil society has an active role in the decision-making process.** For example, CNLVC could clarify civil society's role through guidelines, a handbook, or policies as appropriate. Government and civil society members could collaboratively identify how to strengthen the process through which the Government considers and acts on input from civil society.

**Commitment 6: Participatory public service satisfaction surveys** [Ministry for the Promotion of good governance and the fight against Corruption / Country Program for capacity Building (PPRC)]

For a complete description of the commitment, see Commitment 6 in the action plan: <https://www.opengovpartnership.org/documents/cote-divoire-action-plan-2022-2024/>.

#### **Context and objectives:**

Citizen satisfaction with public services has been a Government priority since 2017.<sup>41</sup> The Government has made efforts to collect public feedback through mobile applications.<sup>42</sup> Yet the Government believes that “the lack of data on the satisfaction of users of public services is explained by the absence of regular surveys of citizens”<sup>43</sup> and that these surveys are not institutionalized.<sup>44</sup> This is why the Government, after the public consultations, proposed Commitment 6, which aims to document user feedback by collecting their perceptions, expectations, and opinions regarding the delivery of public services in education and financial inclusion.

#### **Potential for results:** Modest

During a meeting with the various heads of the Ivorian administration on September 21, 2017, the Minister of Public Service, Issa Coulibaly, urged the civil servants to make user satisfaction their priority objective.<sup>45</sup> This recommendation was confirmed the same year with the creation of the Public Service Observatory (PSOB) established by decree,<sup>46</sup> following the creation of a ministerial department specifically dedicated to the Modernization of the Administration and the Innovation of Public Service. At the launch of PSOB's activities in March 2018, the Ivorian Prime Minister at the time, Amadou Gon Coulibaly, indicated that PSOB “should be understood as the start of a process aimed at integrating permanent dialogue between the administration and public service users.”<sup>47</sup>

Within its remit, PSOB must “ensure a monitoring, alert and anticipation role and assist the Government with its opinions and observations; regularly assess, through surveys, the level of user satisfaction with the quality of services provided by the public administration; receive complaints, claims, grievances, opinions, observations and suggestions from users, etc.”<sup>48</sup> To this end, it has developed digital tools to “strengthen transparency, traceability and accountability in administrative action.”<sup>49</sup> Among these tools, there is the citizen digital portal “Milié”<sup>50</sup> (my thing, my property in the Baoulé language) which is an interactive platform for

collecting, processing, and managing citizen concerns. There is also the mobile application called "Service Public CI"<sup>51</sup> which is supposed to bring the citizen closer to the public administration, thanks to which the user has access to all the information on administrative procedures and can more easily submit his requests to the public service. However, these platforms are limited because they only take into account the data of citizens who proactively seek to provide feedback through the applications.

The implementation of Commitment 6 has been conferred to the Country Capacity Building Program (CCBP), a program of the Ministry for the Promotion of Good Governance and the Fight against Corruption. The CCBP is receiving financial support from the World Bank through the Governance Improvement Project for the Delivery of Basic Services to Citizens (PAGDS) to conduct a national citizen satisfaction survey on the delivery of public services by civil society actors. According to the representative<sup>52</sup> of the commitment holder, this survey is the continuation of a first pilot survey conducted in 2022. According to the agreement between the CCBP and the World Bank, these surveys will be conducted until 2025 and will now cover the entire country, unlike the pilot phase.

This commitment has the potential to strengthen the transparency and accountability of the public administration and to offer greater citizen participation in the management of public affairs. The implementation of the survey will change the usual practice of analyzing user satisfaction in isolation. Indeed, the Government does not have national studies that cover all public services or specific social services. Some institutions, such as the State Treasury<sup>53</sup> or the Public Procurement Department,<sup>54</sup> launch online satisfaction surveys on platforms that are limited to their field of activity. Taking into account the opinions of citizens throughout the national territory provides the guarantee of inclusiveness advocated by the Government. According to the Head of Studies at CCBP,<sup>55</sup> these surveys were funded for the specific areas of education and financial inclusion. But their ambition is that these policy areas will set a basis upon which surveys in additional policy areas will be funded.

The Government wants to involve civil society in conducting the surveys by training 50 actors from 50 civil society organizations in conducting the surveys and collecting data. The training session<sup>56</sup> has already been carried out in February 2023. This choice is justified, according to the CCBP representative, by the Government's desire to have "reliable and truthful data,"<sup>57</sup> based on the principle by conducting themselves the surveys, citizens will be objective. The commitment has the potential to increase the level of citizen participation if civil society is fully involved throughout the process not only in the collection of data but also in the analysis and proposal of subsequent recommendations from the survey results as well as in the follow-up of the implementation of these recommendations.

It is not clear from the action plan how PSOB will be involved in the implementation of the commitment. The CCBP National Coordinator<sup>58</sup> indicated that "PSOB is not directly involved in the survey" but "they will share the results of this targeted survey with the PSOB in order to involve them in the follow-up of actions to be undertaken to improve the quality of services delivered."<sup>59</sup> Nevertheless, the commitment offers considerable potential in the short and medium term for strengthening transparency, accountability, and citizen participation in the management of public administration. The commitment is assessed as having a modest potential for early open government results since, as currently written, it falls short of activities that ensure the Government will respond and act on the survey results to improve government

services. Moreover, the commitment is currently limited to surveys of the financial and education sectors and the reform's continuation after the World Bank project ends is not guaranteed. If these limitations are addressed during implementation, that will be taken into consideration in Results Report assessment.

### **Opportunities, challenges, and recommendations during implementation**

Both administration and civil society members hope for positive results from the implementation of this commitment. They support the Government's desire to prioritize the satisfaction of public administration users.<sup>60</sup> The creation of the PSOB and the multiple platforms for measuring user satisfaction builds towards ambitious reforms in the long run. Civil society views their participation in the survey process as evidence of the Government's determination to move towards a more open administration. As an example, Côte d'Ivoire can look towards the Philippines, where reformers have strengthened citizen participatory audits across action plans, yielding better quality public services for education.<sup>61</sup>

An important element of this commitment to be clarified is how government institutions will consider and respond to the recommendations drawn from survey results. Although this is not clearly defined in the action plan, the CCBP representative states that all components of civil society will be invited to the validation workshop that is planned for the restitution and validation of the data. Other dissemination workshops will also be organized in the different regions to disseminate the results of the surveys, according to him. For the purpose of accountability, the Government plans to review and document the consideration of the "problems to be solved" identified during the surveys year after year. Sustainability of the practice also remains a challenge. It is not yet clear whether the practice will continue over the years, but the CCBP representative believes that it will be perpetual even after the partnership with the World Bank ends. However, the fact that these surveys are tied to a project may limit their long-term impact. Looking ahead, the IRM recommends that implementers consider the following:

- **Facilitate information sharing and activities** across the various government bodies responsible for promoting citizen participation to improve public services. The Government states that a committee will be formed to follow up on the survey findings and recommendations that will include the CCBP, PSOB, ministries covered by the survey, civil society, and others.<sup>62</sup> CCBP is encouraged to share information and align similar efforts among the relevant actors during implementation of the surveys as well.
- **Investigate opportunities to institutionalize** the practice of participatory surveys to encourage continuation after the project period. This could include amending the decree establishing PSOB, as citizen satisfaction surveys are a part of its core mandate. Formalization of surveys could help to confirm their frequency, scope, and budget.
- **Expanding the areas covered by the surveys** to all key sectors of public administration such as health, access to water, justice, telecommunications, state-owned water and electricity companies' services, the energy sector, civil status, etc.
- **Increasing civil society participation throughout the process**, i.e., data analysis, restitution and validation of the study, and data dissemination. Civil society could also collaborate with government bodies to address gaps in user satisfaction

with public services. The Government notes current efforts to expand civil society's capacity to participate in the survey process at all levels of government.<sup>63</sup>

- **Strengthening accountability by creating a system for monitoring the implementation** of the survey recommendations, including civil society, through communication/feedback on the adjustments made by the public services following the survey recommendations through platforms such as the media.

## Other commitments

Other commitments that the IRM did not identify as promising commitments are discussed below. This review provides recommendations to contribute to the learning and implementation of these commitments.

Commitments 7, 9, and 11, as currently written, aim to inform the public on existing or drafted legislation. These commitments prioritize one-way communication with citizens and therefore do not have an open government lens. Likewise, the IRM researcher did not receive evidence that implementation of the relevant legislation would make the Government more transparent, participatory, or accountable to the public. Regarding Commitment 7 on the fight against gold artisanal mining, all milestones focus on awareness-raising activities on legislation concerning the mining sector. They are not specific about what these awareness-raising activities will change in terms of transparency, accountability, or citizen participation in decision-making about gold mining. For example, this commitment could contribute to opening government should it create channels for citizens to monitor or participate in decision-making around mining revenues. For example, the commitment could seek to advance compliance with the consultation and consent norms under the International Labor Organization's convention No. 169.<sup>64</sup>

Similarly, Commitment 9, on the revision of the environmental code, is not clear on the nature of the changes that would promote transparency, citizen participation, or accountability. The emphasis is on popularizing the provisions of the code and raising awareness. As an example, this commitment would have an open government lens if it enabled the public to participate in drafting the environment code.

For Commitment 11 concerning labor law, the adoption and dissemination of implementing decrees as milestones do not suggest that workers will be more involved in any decision-making concerning their working conditions. For this commitment, as for the other two, if the legal texts were drafted in consultation with the public, then the reform would be relevant to open government.

The remaining five commitments (2, 4, 5, 8, 10) have an open government lens. However, they were not assessed to have a significant potential for results as written and are therefore not analyzed in detail. Commitments 5 and 8 maintain existing government practices. For Commitment 5, there are still no plans to amend the law to make accessible the publication of the content of public servants' asset declarations. As such, the published data of assets remains aggregated. Within Commitment 8, the meetings of the Ethics Advisory Committees (EACs) are already provided for in the service notes and some committee meetings are already



underway.<sup>65</sup> While important policy areas for Côte d'Ivoire, these commitments have a modest potential to achieve early open government results as currently written in the action plan.

For Commitment 4, the IRM researcher did not have access to the content of the anti-corruption strategy to assess its link with open government. But this commitment could result in significant outcomes if the following criteria are met: (i) consultations should be inclusive and non-government priorities and perspectives should be reflected in the final draft; (ii) the resulting strategy should institutionalize transparency, accountability, and participation in pursuit of anti-corruption aims; (iii) the strategy should focus on binding and institutionalized changes across government.

Commitment 10 could open government by strengthening civil society involvement in reporting acts of construction incivility. However, the feedback mechanism for public input under milestone 1 is not clearly identified. This commitment could lead to significant results if (i) accountability mechanisms are identified and implemented and (ii) civil society participates in the identification of whistleblowing mechanisms and the assessment of their impact on construction projects.

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<sup>1</sup> See Article 32 of Law n°2012-1128 of December 13, 2012, on the organization of local authorities.

<sup>2</sup> Hugues KOFFI (Head of studies) from the General Directorate of Decentralization and Local Development, interviewed by the IRM researcher in February 2023.

<sup>3</sup> Open Budget Index. Côte d'Ivoire Survey Results. 2021. <https://internationalbudget.org/open-budget-survey/country-results/2021/cote-divoire>.

<sup>4</sup> Independent Reporting Mechanism. Côte d'Ivoire 2020-2022 Results Report. <https://www.opengovpartnership.org/documents/cote-divoire-results-report-2020-2022/>.

<sup>5</sup> The Government of Côte d'Ivoire shared the draft decree with the IRM researcher, an internal document not available for publication.

<sup>6</sup> Idem.

<sup>7</sup> Idem.

<sup>8</sup> Civil society members of PSCI-OGP platform, interview exchange with IRM researcher, February 2023.

<sup>9</sup> See "Analyse du cadre national et local de la participation citoyenne dans la gouvernance de la Côte d'Ivoire" [https://drive.google.com/file/d/1AWhfOhZo7QRcHpo-UmY2DTRvK4IsWwQK/view?usp=share\\_link](https://drive.google.com/file/d/1AWhfOhZo7QRcHpo-UmY2DTRvK4IsWwQK/view?usp=share_link).

<sup>10</sup> See "Analyse du cadre national et local de la participation citoyenne dans la gouvernance de la Côte d'Ivoire" [https://drive.google.com/file/d/1AWhfOhZo7QRcHpo-UmY2DTRvK4IsWwQK/view?usp=share\\_link](https://drive.google.com/file/d/1AWhfOhZo7QRcHpo-UmY2DTRvK4IsWwQK/view?usp=share_link).

<sup>11</sup> Le Budget Participatif en Afrique. Tome II. Programme des Nations Unies pour les Établissements Humains. 2008. <https://drive.google.com/file/d/1loT4VKHq9nN5VM1mMNXEZsVpVpBhfkn/view>.

<sup>12</sup> Le Budget Participatif en Afrique.

<sup>13</sup> Afrik Soir. « Vie chère. » 21 février 2023. <https://afriksoir.net/vie-chere-covid-19-coronavirus-apparait-chine-guerre-ukraine-comment-etat-ivoirien-amorti-choc-inflation-fraternite-matin/>.

<sup>14</sup> Données Mondiales. « Évolution des taux d'inflation en Côte d'Ivoire. » <https://www.donneesmondiales.com/afrique/cote-divoire/inflation.php>.

<sup>15</sup> Institute National de la Statistique. République du Côte d'Ivoire. [http://www.ins.ci/index.php?option=com\\_content&view=frontpage](http://www.ins.ci/index.php?option=com_content&view=frontpage).

<sup>16</sup> Ministère du commerce, de l'industrie, et de la promotion de PME. « Mesures arrêtées dans le cadre de la lutte contre la vie chère » <https://www.commerce.gouv.ci/lutte-contre-la-vie-chere/>.

<sup>17</sup> Portail officiel du Gouvernement de Côte d'Ivoire. « LUTTE CONTRE LA VIE CHÈRE : LE GOUVERNEMENT PREND DES MESURES FORTES CONTRE LA FLAMBÉE DES PRIX » 22 juillet 2021. [https://www.gouv.ci/\\_actualite-article.php?recordID=12444&d=1](https://www.gouv.ci/_actualite-article.php?recordID=12444&d=1).

<sup>18</sup> « Mesures arrêtées dans le cadre de la lutte contre la vie chère »

<sup>19</sup> « LUTTE CONTRE LA VIE CHÈRE » et « LE GOUVERNEMENT VEILLE À L'APPLICATION DES MESURES D'ENCADREMENT DES PRIX » 17 juillet 2021. [https://www.gouv.ci/\\_actualite-article.php?recordID=12435&d=1](https://www.gouv.ci/_actualite-article.php?recordID=12435&d=1)

<sup>20</sup> See Decree No. 2017-410 of June 21, 2017, [https://drive.google.com/file/d/1bHDP3moMu5Vy7LNRITANsEhOFFwNkrL/view?usp=share\\_link](https://drive.google.com/file/d/1bHDP3moMu5Vy7LNRITANsEhOFFwNkrL/view?usp=share_link).

<sup>21</sup> Ministère du commerce, de l'industrie, et de la promotion de PME. « Cérémonie d'installation des organes du conseil national de la lutte contre la vie chère. » 14 July 2017. <http://www.industrie.gouv.ci/discours.php?dis=49>.

<sup>22</sup> The matrix is a table that presents the proposed actions, the activities to be carried out, their status and the people responsible for their implementation.

<sup>23</sup> Ange Désiré KOUAME (Head of studies) from the Conseil National de Lutte contre la Vie Chère (CNLVC), interviewed by the IRM researcher in March 2023.

<sup>24</sup> The Collaborative Council is the consultation body CNLVC that implements guidelines of the President of the Republic in the fight against inflation, ensuring the effective implementation of measures and actions decided by the government, taking the necessary decisions for the functioning of the CNLVC, etc. The technical committee's mission is to consider and propose recommendations on the concerns of the population to the collaborative council for decisions. The Executive Secretariat provides technical coordination and administrative and financial management of the CNLVC.

<sup>25</sup> Idem.

<sup>26</sup> Idem.

<sup>27</sup> Information provided by the Government of Côte d'Ivoire to the IRM during the prepublication comment period for this report, July 24, 2023.

<sup>28</sup> Koaci. « Côte d'Ivoire : Respect des prix, la Brigade de contrôle rapide lancé. » 10 octobre 2022.

[https://www.koaci.com/article/2022/10/10/cote-divoire/politique/cote-divoire-respect-des-prix-la-brigade-de-controle-rapide-lancee\\_163814.html](https://www.koaci.com/article/2022/10/10/cote-divoire/politique/cote-divoire-respect-des-prix-la-brigade-de-controle-rapide-lancee_163814.html).

<sup>29</sup> Portail Officiel du Gouvernement de Côte d'Ivoire. « LUTTE CONTRE LA VIE CHERE : LE MINISTRE SOULEYMANE DIARRASSOUBA LANCE "CONTROLE CITOYEN", UN DISPOSITIF D'ALERTE AU SERVICE DES CONSOMMATEURS » 9 Mai 2023.

[https://www.gouv.ci/\\_actualite-article.php?recordID=15166](https://www.gouv.ci/_actualite-article.php?recordID=15166); Apple Store. « Contrôle Citoyen. »

<https://apps.apple.com/us/app/contr%C3%B4le-citoyen/id1660260270>

<sup>30</sup> Ange Désiré KOUAME (Head of studies) from the Conseil National de Lutte contre la Vie Chère (CNLVC), interviewed by the IRM researcher in May 2023.

<sup>31</sup> Jean-Baptiste KOFFI, President of the Federal Consumers' Union, interviewed by the IRM researcher on April 2023 and Yves AKA, member of the Federation of Consumer Associations of Côte d'Ivoire, interviewed by the IRM researcher in April 2023

<sup>32</sup> Information provided by the Government of Côte d'Ivoire to the IRM during the prepublication comment period for this report, July 24, 2023.

<sup>33</sup> Jean-Baptiste KOFFI, President of the Federal Consumers' Union, interviewed by the IRM researcher on April 2023 and Yves AKA, member of the Federation of Consumer Associations of Côte d'Ivoire, interviewed by the IRM researcher in April 2023

<sup>34</sup> Information provided by the Government of Côte d'Ivoire to the IRM during the prepublication comment period for this report, July 24, 2023.

<sup>35</sup> African Manager. « Côte d'Ivoire: 120 milliards Fcfa pour atténuer la vie chère » 20 avril 2022.

<https://africanmanager.com/cote-divoire-120-milliards-fcfa-pour-attenuer-la-vie-cher/>.

<sup>36</sup> Présidence de la République de Côte d'Ivoire. « Message à la nation. » 21 Décembre 2022.

<https://www.presidence.ci/message-a-la-nation-de-sem-alassane-ouattara-31-decembre-2022/>.

<sup>37</sup> Agence de Presse Régionale. « Cherté de la Vie : la Société Civile "Urgences Ivoiriennes" propose des solutions. » 8 Septembre 2022. <https://apr-news.fr/fr/actualites/aprnews-cherte-de-la-vie-la-societe-civile-urgences-ivoiriennes-propose-des-solutions>

<sup>38</sup> Portail Officiel du Gouvernement de Côte d'Ivoire. « LUTTE CONTRE LA VIE CHERE : LA PLATEFORME POUR L'ENGAGEMENT CITOYEN DE COTE D'IVOIRE (PEC-CI) REAFFIRME SON SOUTIEN AU GOUVERNEMENT » 8 novembre 2022.

[https://www.gouv.ci/\\_actualite-article.php?recordID=14264&d=3](https://www.gouv.ci/_actualite-article.php?recordID=14264&d=3).

<sup>39</sup> See decree: [https://drive.google.com/file/d/1bHDp3moMu5Vy7LNRTITANsEhOFFwNkrL/view?usp=share\\_link](https://drive.google.com/file/d/1bHDp3moMu5Vy7LNRTITANsEhOFFwNkrL/view?usp=share_link).

<sup>40</sup> Yves AKA, member of the Federation of Consumer Associations of Côte d'Ivoire, interviewed by the IRM researcher in April 2023

<sup>41</sup> Portail Officiel du Gouvernement de Côte d'Ivoire. « FONCTION PUBLIQUE : LA SATISFACTION DES USAGERS, DESORMAIS L'OBJECTIF PRIORITAIRE DE L'ADMINISTRATION PUBLIQUE. » 22 septembre 2017. [https://www.gouv.ci/\\_actualite-article.php?d=4&recordID=8086&p=34](https://www.gouv.ci/_actualite-article.php?d=4&recordID=8086&p=34).

<sup>42</sup> Access the Platform through the Following Link: <https://www.servicepublic.gouv.ci/>.

<sup>43</sup> Republic of Côte d'Ivoire. OGP National Action Plan 2022-2024. <https://ogp.gouv.ci/download/plan-daction-national-2022-2024/>.

<sup>44</sup> Idem.

<sup>45</sup> « FONCTION PUBLIQUE : LA SATISFACTION DES USAGERS. »

<sup>46</sup> No. 2017-83 of February 8, 2017, which was later amended for Decree No. 2019-1100 of December 18, 2019.

<sup>47</sup> Portail Officiel du Gouvernement de Côte d'Ivoire. « CREATION DE L'OSEP : LE GOUVERNEMENT IVOIRIEN INSTAURE UN DIALOGUE PERMANENT AVEC LES USAGERS DU SERVICE PUBLIC. » 1 mars 2018. [https://www.gouv.ci/\\_actualite-article.php?d=1&recordID=8628&p=381](https://www.gouv.ci/_actualite-article.php?d=1&recordID=8628&p=381).

<sup>48</sup> Article 2 of PSOB creation decree,

[https://drive.google.com/file/d/1bHDp3moMu5Vy7LNRTITANsEhOFFwNkrL/view?usp=share\\_link](https://drive.google.com/file/d/1bHDp3moMu5Vy7LNRTITANsEhOFFwNkrL/view?usp=share_link).

<sup>49</sup> « CREATION DE L'OSEP. »

<sup>50</sup> Access the Platform through the Following Link: <https://www.milie.ci/index.php?page=reclamation.Accueil>.

<sup>51</sup> Access the Platform through the Following Link: <https://www.servicepublic.gouv.ci/>.

<sup>52</sup> YAO Yao Abel (Head of studies) from Country Capacity Building Program (CCBP), interviewed by the IRM researcher in March 2023.

<sup>53</sup> Direction Générale du Trésor et de le Comptabilité Publique. « Amélioration des prestations du Trésor Public: L'enquête globale de satisfaction 2021 lancée » <https://www.tresor.gouv.ci/tres/amelioration-des-prestations-du-tresor-public-lenquete-globale-de-satisfaction-2021-lancee/>.

<sup>54</sup> Direction Générale du Marchés Publics. Fiche d'enquête de satisfaction. [https://www.marchespublics.ci/enquete\\_satisfaction](https://www.marchespublics.ci/enquete_satisfaction).

<sup>55</sup> YAO Yao Abel (Head of studies) from Country Capacity Building Program (CCBP), interviewed by the IRM researcher in May 2023.

<sup>56</sup> Agence Ivoirienne de Presse. « Civil society prepares to conduct a survey on accountability in the delivery of public services. » 22 February 2023. <https://www.aip.ci/cote-divoire-aip-la-societe-civile-se-prepare-a-la-conduite-dune-enquete-sur-la-redevabilite-dans-la-delivrance-des-services-publics/>.

<sup>57</sup> YAO Yao Abel (Head of studies) from Country Capacity Building Program (CCBP), interviewed by the IRM researcher in March 2023.

<sup>58</sup> Mrs. CURTIS Cynthia, National Coordinator of CCBP, interviewed by email, by the IRM researcher on April 5, 2023

<sup>59</sup> Idem.

<sup>60</sup> « FONCTION PUBLIQUE : LA SATISFACTION DES USAGERS. »

<sup>61</sup> See: <https://www.ogpstories.org/sarah-speaks-up-for-better-schools/>; <https://www.ogpstories.org/citizen-participatory-audit-in-the-philippines/>.

<sup>62</sup> Information provided by the Government of Côte d'Ivoire to the IRM during the prepublication comment period for this report, July 24, 2023.

<sup>63</sup> Information provided by the Government of Côte d'Ivoire to the IRM during the prepublication comment period for this report, July 24, 2023.

<sup>64</sup> International Labor Organization. Indigenous and Tribal Peoples Convention, 1989 (No. 169).

[https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:55:0::NO::P55\\_TYPE,P55\\_LANG,P55\\_DOCUMENT,P55\\_NODE:REV,en,C169,/Document](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:55:0::NO::P55_TYPE,P55_LANG,P55_DOCUMENT,P55_NODE:REV,en,C169,/Document).

<sup>65</sup> Service note N° 4701/MEMIS/DGPN/CAB of October 8, 2013.

## Section III. Methodology and IRM Indicators

The purpose of this review is not an evaluation. It is intended as a quick, independent, technical review of the characteristics of the action plan and the strengths and challenges the IRM identifies to inform a stronger implementation process. The IRM highlights commitments that have the highest potential for results, a high priority for country stakeholders, a priority in the national open government context, or a combination of these factors.

The IRM follows a filtering and clustering process to identify promising reforms or commitments:

**Step 1:** Determine what is reviewable based on the verifiability of the commitment as written in the action plan.

**Step 2:** Determine if the commitment has an open government lens. Is it relevant to OGP values?

**Step 3:** Review commitments that are verifiable and have an open government lens to identify if certain commitments need to be clustered. Commitments that have a common policy objective or contribute to the same reform or policy issue should be clustered. The potential for results of clustered commitments should be reviewed as a whole. IRM staff follow these steps to cluster commitments:

- a. Determine overarching themes. If the action plan is not already grouped by themes, IRM staff may use OGP's thematic tagging as reference.
- b. Review commitment objectives to identify commitments that address the same policy issue or contribute to the same broader policy or government reform.
- c. Organize commitments into clusters as needed. Commitments may already be organized in the action plan under specific policy or government reforms.

**Step 4:** Assess the potential for results of the clustered or standalone commitment.

Filtering is an internal process. Data for individual commitments is available in Annex I. In addition, during the internal review process of this product, the IRM verifies the accuracy of findings and collects further input through peer review, OGP Support Unit feedback as needed, interviews and validation with country stakeholders, an external expert review, and oversight by IRM's International Experts Panel (IEP).

As described earlier, IRM relies on **three key indicators** for this review:

### I. Verifiability

- **Yes, specific enough to review:** As written in the action plan, the stated objectives and proposed actions are sufficiently clear and include objectively verifiable activities to assess implementation.
- **No, not specific enough to review:** As written in the action plan, the stated objectives and proposed actions lack clarity and do not include explicitly verifiable activities to assess implementation.
- Commitments that are not verifiable will be considered not reviewable, and further assessment will not be carried out.

## II. Open government lens

This indicator determines if the commitment relates to the open government values of transparency, civic participation, or public accountability as defined by the Open Government Declaration and the OGP Articles of Governance by responding to the following guiding questions. Based on a close reading of the commitment text, the IRM first determines whether the commitment has an open government lens:

- **Yes/No:** Does the commitment set out to make a policy area, institution, or decision-making process more transparent, participatory, or accountable to the public?

The IRM uses the OGP values as defined in the Articles of Governance. In addition, the following questions for each OGP value may be used as a reference to identify the specific open government lens in commitment analysis:

- **Transparency:** Will the government disclose more information, improve the legal or institutional frameworks to guarantee the right to information, improve the quality of the information disclosed to the public, or improve the transparency of government decision-making processes or institutions?
- **Civic Participation:** Will the government create or improve opportunities, processes, or mechanisms for the public to inform or influence decisions? Will the government create, enable, or improve participatory mechanisms for minorities or underrepresented groups? Will the government enable a legal environment to guarantee freedoms of assembly, association, and peaceful protest?
- **Public Accountability:** Will the government create or improve opportunities to hold officials answerable for their actions? Will the government enable legal, policy, or institutional frameworks to foster accountability of public officials?

## III. Potential for results

The IRM adjusted this indicator—formerly known as the “potential impact” indicator—to take into account the feedback from the IRM Refresh consultation process with the OGP community. With the new results-oriented strategic focus of IRM products, the IRM modified this indicator to lay out the expected results and potential that would be verified in the IRM Results Report after implementation. Given the purpose of this Action Plan Review, the assessment of potential for results is only an early indication of the possibility the commitment has to yield meaningful results based on its articulation in the action plan in contrast with the state of play in the respective policy area.

The scale of the indicator is defined as:

- **Unclear:** The commitment is aimed at continuing ongoing practices in line with existing legislation, requirements, or policies without indication of the added value or enhanced open government approach in contrast with existing practice.
- **Modest:** A positive but standalone initiative or change to processes, practices, or policies. The commitment does not generate binding or institutionalized changes across government or institutions that govern a policy area. Examples are tools (e.g., websites) or data release, training, or pilot projects.
- **Substantial:** A possible game changer for practices, policies, or institutions that govern a policy area, public sector, or the relationship between citizens and state. The commitment generates binding and institutionalized changes across government.

This review was prepared by the IRM in collaboration with Aimé Sawadogo and was externally expert reviewed by Ernesto Velasco Sánchez. The IRM methodology, quality of IRM products, and review process are overseen by IRM's IEP. For more information, see the IRM Overview section of the OGP website.<sup>1</sup>

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<sup>1</sup> IRM Overview: <https://www.opengovpartnership.org/irm-guidance-overview/>.

## Annex I. Commitment by Commitment Data<sup>1</sup>

<p><b>Commitment 1: Institutionalize participatory budgeting in Ivorian local authorities by amending the decree on decentralization</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Substantial</li> </ul>
<p><b>Commitment 2: Produce and publish the midyear Budget Performance Report (90 days after the end of the second quarter)</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Modest</li> </ul>
<p><b>Commitment 3: Strengthen consumer participation in inflation decision-making</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Substantial</li> </ul>
<p><b>Commitment 4: Finalize and popularize the national strategy for the fight against corruption and related offenses</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Modest</li> </ul>
<p><b>Commitment 5: Produce and make accessible the disaggregated statistics on the declarations of assets for public officials and civil servants</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Modest</li> </ul>
<p><b>Commitment 6: Participatory public service satisfaction surveys</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Modest</li> </ul>
<p><b>Commitment 7: Fight against illegal gold mining by strengthening the communication on the regulation of the mining sector</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? No</li> <li>• Potential for results: Unclear</li> </ul>
<p><b>Commitment 8: Strengthen the implementation of the community-based policing starting from the Ethics Advisory Committees (EACs)</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> </ul>

<ul style="list-style-type: none"> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Unclear</li> </ul>
<p><b>Commitment 9: To adopt and popularize the Environmental Code</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? No</li> <li>• Potential for results: Unclear</li> </ul>
<p><b>Commitment 10: Strengthen actions to popularize laws, standards, and procedures in terms of construction, housing, and urban planning in order to secure the building environment</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? Yes</li> <li>• Potential for results: Modest</li> </ul>
<p><b>Commitment 11: To adopt, popularize, and make accessible the texts related to labour law</b></p> <ul style="list-style-type: none"> <li>• Verifiable: Yes</li> <li>• Does it have an open government lens? No</li> <li>• Potential for results: Unclear</li> </ul>

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<sup>1</sup> Editorial notes:

1. For commitments that are clustered, the assessment of potential for results is conducted at the cluster level, rather than the individual commitments.
2. Commitment short titles 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-2022-2024/>.



## Annex II. Action Plan Co-Creation

OGP member countries are encouraged to aim for the full ambition of the updated OGP Participation and Co-Creation Standards that came into force on January 1, 2022.<sup>1</sup> IRM assesses all countries that submitted action plans from 2022 onwards under the updated standards. OGP instituted a 24-month grace period to ensure a fair and transparent transition to the updated standards. During this time, IRM will assess countries' alignment with the standards and compliance with their minimum requirements.<sup>2</sup> However, countries will only be found to be acting contrary to the OGP process if they do not meet the minimum requirements, starting with action plans submitted to begin in 2024 and onwards. Table 2 outlines the extent to which the countries' participation and co-creation practices meet the minimum requirements that apply during development of the action plan.

**Table 2. Compliance with minimum requirements**

Minimum requirement	Met during co-creation?	Met during implementation?
<b>1.1 Space for dialogue:</b> The OGP Technical Committee (CT-OGP) includes 22 members, with 11 from government and 11 from civil society and the private sector. The committee meets formally at least four times a year and whenever necessary. A ministerial order outlines the mandate and composition and the Inter-Ministerial OGP Committee of Côte d'Ivoire. <sup>3</sup>	Yes	<i>To be assessed in the Results Report</i>
<b>2.1 OGP website:</b> Côte d'Ivoire has an OGP website <sup>4</sup> and Facebook page <sup>5</sup> accessible without barriers. The latest Action plan (2022–2024) is published <sup>6</sup> on the website and downloadable.	Yes	<i>To be assessed in the Results Report</i>
<b>2.2 Repository:</b> The OGP Côte d'Ivoire repository are the website and the Facebook page. The website is up to date. The last action plan <sup>7</sup> and the self-assessment report <sup>8</sup> are both online. This also applies to all the news of the OGP which are systematically published on the Facebook page. The website includes both evidence of co-creation <sup>9</sup> and implementation. <sup>10</sup>	Yes	<i>To be assessed in the Results Report</i>
<b>3.1 Advanced notice:</b> In May 2022, CT-OGP and civil society partners met to determine the public consultation process. <sup>11</sup> In June, CT-OGP informed regional directors on OGP and upcoming consultations. <sup>12</sup> In July, CT-OGP announced public consultations to take place in 5 regions throughout August as well as their intention to provide online channels for input on the action plan. <sup>13</sup>	Yes	Not applicable
<b>3.2 Outreach:</b> CT-OGP organized a workshop on Tuesday, June 21, 2022, in Abidjan with the regional directors of the Ministry of Commerce, Industry, and SME Promotion to sensitize them on the values of the OGP and the process of conducting public consultations. <sup>14</sup>	Yes	Not applicable
<b>3.3 Feedback mechanism:</b> CT-OGP held public consultations in nine (9) regions over the course of two (2) months between December 2021 and August 2022 and gathered approximately 450 people. Input gathered from the consultations were documented and informed selection of commitments for the action plan. <sup>15</sup>	Yes	Not applicable
<b>4.1 Reasoned response:</b> The contributions of stakeholders to the co-creation process are documented in the reports of the various	Yes	Not applicable

meetings, whether they be public consultations, <sup>16</sup> pre-validation workshops <sup>17</sup> or validation workshop of the fourth action plan. <sup>18</sup> During the co-creation process, workshops are held that allow stakeholders to ask questions and receive answers from the Technical Committee or commitment holders. <sup>19</sup>		
<b>5.1 Open implementation:</b> <i>The IRM will assess whether meetings were held with civil society stakeholders to present implementation results and enable civil society to provide comments in the Results Report.</i>	Not applicable	<i>To be assessed in the Results Report</i>

Overall, the co-creation process of Côte d'Ivoire's fourth Action Plan improved compared to the previous one with the holding of nine in-person public consultations in 2021 and 2022. In 2021, consultations were held in Dimbokro, Ferkessédougou, Bouaflé, and Katiola, and for 2022, Abidjan, Toumodi, Boundiali, Issia, and Bonoua.<sup>20</sup> More than 450 people participated in these meetings, an average of 50 people per locality. All components of society were represented, including representatives of the Administration (prefects, mayors and regional directorates, defense, and security members), civil society organizations, traditional chiefs, religious groups, women's and youth associations, members of the OGP Technical Committee, and representatives of foreign communities. Compared to the previous process, which was virtual because of COVID-19, these consultations were conducted face-to-face and allowed for more direct exchanges with the population and to collect more proposals. This allowed for the collection of concerns and proposals from citizens and the identification of the eleven commitments. Côte d'Ivoire met all the minimum requirements for participation and co-creation.

However, information on the co-creation timeline and opportunities to get involved could be communicated earlier and more comprehensively. For example, CT-OGP and PSCI-OGP members responsible for organizing public consultations could publish a comprehensive list of planned activities and channels to provide input before the co-creation process begins. This timeline could be located on the Côte d'Ivoire OGP website and updated as needed.

<sup>1</sup> 2021 OGP Participation and Co-Creation Standards: <https://www.opengovpartnership.org/ogp-participation-co-creation-standards/>.

<sup>2</sup> IRM Guidelines for the Assessment of Minimum Requirements: <https://www.opengovpartnership.org/documents/irm-guidelines-for-the-assessment-of-minimum-requirements/>.

<sup>3</sup> Côte d'Ivoire OGP Website. « Cadre Institutionnel de l'OGP CI. » <https://ogp.gouv.ci/cadre-institutionnel-de-logp-ci>.

<sup>4</sup> Côte d'Ivoire OGP Website: <https://ogp.gouv.ci/>.

<sup>5</sup> Côte d'Ivoire OGP Facebook Page: <https://web.facebook.com/ogpci>.

<sup>6</sup> Côte d'Ivoire OGP Action Plan 2022-2024. <https://ogp.gouv.ci/download/plan-daction-national-2022-2024/>.

<sup>7</sup> Côte d'Ivoire OGP Website. « Documentation. » <https://ogp.gouv.ci/documentation/>.

<sup>8</sup> Côte d'Ivoire. Rapport d'auto-évaluation. 2020-2022. <https://ogp.gouv.ci/download/rapport-dauto-evaluation-de-fin-de-mise-en-oeuvre-du-plan-daction-national-de-gouvernement-ouvert-2020-2022/>.

<sup>9</sup> Site Web du PGO de la Côte d'Ivoire. « Actualities. » <https://ogp.gouv.ci/actualites/>.

<sup>10</sup> Site Web du PGO de la Côte d'Ivoire. « Engagement. » <https://ogp.gouv.ci/category/engagement/>.

<sup>11</sup> PGO-CI Facebook. "Semaine de l'OGP 2022." 21 Mai 2022. <https://www.facebook.com/ogpci/posts/pfbid02SEiSYN789RWwfrB2bNMNYTiG7LYp57M2CKCSbTsmADcjsfzDJ8gQaMUbUNxtt7I>.

<sup>12</sup> PGO-CI Facebook. 23 juin 2022. « Les Directeurs Régionaux du Ministère Point focal Sensibilisés sur les valeurs de l'OGP et le processus de réalisation des consultations publiques » <https://www.facebook.com/ogpci/posts/pfbid036fSzbphJ552LC2nk9CMCYPDDkDr2dESzsHqh4yHfcoY6AEcsU5XBn6KcUKABJv3I>.

<sup>13</sup> PGO-CI Facebook. « Consultations publiques #OGP 2022 » 31 juillet 2022.

<https://www.facebook.com/ogpci/photos/a.104878398167412/460706909251224/>; PGO-CI Facebook. « Les Consultations publiques OGP CI Demarrent. » 30 juillet 2022.

<https://www.facebook.com/ogpci/photos/a.104878398167412/460196689302246/>

<sup>14</sup> PGO-CI Facebook. 23 juin 2022. « Les Directeurs Régionaux »

<sup>15</sup> OGP CI Website and Facebook : <https://ogp.gouv.ci/documentation/> and <https://web.facebook.com/ogpci>.

<sup>16</sup> Côte d'Ivoire OGP Website. « Documentation. » <https://ogp.gouv.ci/documentation/>.

<sup>17</sup> PGO-CI Google Drive. « COMPTE RENDU DE L'ATELIER DE PRE-VALIDATION DU PLAN D'ACTION NATIONAL 2022-2024. » [https://drive.google.com/file/d/1Bc1zGXCXwbdv8PKFfnoQPfKBPHayb8pA/view?usp=share\\_link](https://drive.google.com/file/d/1Bc1zGXCXwbdv8PKFfnoQPfKBPHayb8pA/view?usp=share_link).

<sup>18</sup> PGO-CI Google Drive. « COMPTE RENDU DE L'ATELIER D'ELABORATION DU PLAN D'ACTION NATIONAL 2022-2024 » [https://drive.google.com/file/d/12VEoAPB3JezXdsTkRUylep7l1pa7ntmn/view?usp=share\\_link](https://drive.google.com/file/d/12VEoAPB3JezXdsTkRUylep7l1pa7ntmn/view?usp=share_link).

<sup>19</sup> See public consultations reports <https://ogp.gouv.ci/documentation/>.

<sup>20</sup> PGO-CI Facebook. « Consultations publiques. » et « Les Consultations publiques OGP CI Demarrent. »