

# Independent Reporting Mechanism (IRM): Cabo Verde Transitional Results Report 2018–2021

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This report was prepared in collaboration with Luciana Tuszel, independent researcher.

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## I. Introduction

The Open Government Partnership is a global partnership that brings together government reformers and civil society leaders to create action plans that make governments more inclusive, responsive, and accountable. Action plan commitments may build on existing efforts, identify new steps to complete ongoing reforms, or initiate an entirely new area. OGP's Independent Reporting Mechanism (IRM) monitors all action plans to ensure governments follow through on commitments. Civil society and government leaders use the evaluations to reflect on their progress and determine if efforts have impacted people's lives.

The IRM partnered with Luciana Tuszel to carry out this evaluation. The IRM aims to inform ongoing dialogue around the development and implementation of future commitments. For a full description of the IRM's methodology, please visit <https://www.opengovpartnership.org/about/independent-reporting-mechanism>.

This report covers implementation of Cabo Verde's first action plan (2018–2021). In 2021, the IRM began to implement a new approach to its research process and the scope of its reporting on action plans, approved by the IRM Refresh.<sup>1</sup> The IRM adjusted its implementation reports for 2018–2020 action plans to fit the transition process to the new IRM products and enable the IRM to adjust its workflow in light of the COVID-19 pandemic's effects on OGP country processes.

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<sup>1</sup> For more information, see: <https://www.opengovpartnership.org/process/accountability/about-the-irm/irm-refresh/>.

## II. Action Plan Implementation

The IRM transitional results report assesses the status of the action plan's commitments and the results from their implementation at the end of the action plan cycle. This report does not re-visit the assessments for "verifiability," "relevance," or "potential impact." The IRM assesses those three indicators in IRM design reports. For more details on each indicator, please see Annex I in this report.

### 2.1. General highlights and results

Cabo Verde's first action plan contained three commitments on (1) ease of doing business, (2) public infrastructure, and (3) open data. Commitments 1 and 2 had limited relevance to the open government values of civic participation, transparency, or public accountability. During implementation, all three commitments saw low levels of completion, due to the COVID-19 pandemic and limited resources. Consequently, Cabo Verde's first action plan resulted in few changes to open government practices. Due to the COVID-19 pandemic, Cabo Verde took advantage of the option to extend their implementation period by one year, ending in 2021.

Implementing Commitment 2 led to the publication of calls for tenders and the development of guidelines around public infrastructure planning. Commitment 3 led the state technology company (NOSi) to establish the backend tools for an open data portal. Yet the portal was ultimately not launched within the implementation period. Overall, Cabo Verde's first action plan resulted in the development of some foundational technical and organizational infrastructure for opening government. However, these tools are not yet implemented to the extent that Cabo Verdeans have greater information or influence in government decision-making.

Cabo Verde did not constitute a multistakeholder forum with civil society during either the development or implementation of this action plan. Therefore, Cabo Verde continues to fall below the minimum level of public influence required throughout the action plan cycle.<sup>1</sup> Cabo Verde has also not yet established an OGP repository with information on the progress of open government reforms.<sup>2</sup> Due to these factors, Cabo Verde continues to act contrary to OGP process. Cabo Verde must establish a multistakeholder forum or space with equal representation of civil society and government members to avoid procedural review under OGP policy.<sup>3</sup> Cabo Verde should also prioritize establishing an OGP repository to meet OGP's minimum requirements and provide transparency around open government reforms.

### 2.2. COVID-19 pandemic impact on implementation

COVID heavily impacted implementation of Cabo Verde's action plan. Most of the new platforms (including the open data portal, land registry, and public infrastructure map) were not released due to budgetary restrictions and the prioritization of actions to combat the pandemic.<sup>4</sup> The repository for publishing documents related to the OGP was not realized either, also due to budget constraints. Tourism accounts for up to 25% of Cabo Verde's GDP and it is estimated that the economy shrank 14.8% in 2020.<sup>5</sup>

Commitment 3, which aimed to establish an open data internet portal, was heavily impacted by the pandemic. The IT public company *Núcleo Operacional da Sociedade da Informação* (NOSi) was the agency that would support the commitment, but it had to prioritize needs arising from the pandemic. NOSi was responsible for developing several internet portals and new systems to deal with the effects of the pandemic and sanitary management needs, such

as a health information website for the public, issuing certificates and authorizations, and information management for health management actors like the government and the WHO.

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<sup>1</sup> IRM, “IRM Guidance for Meeting the Minimum Participation Requirement During Co-Creation” (OGP, 13 Jul. 2021), <https://www.opengovpartnership.org/documents/irm-guidance-for-meeting-the-minimum-participation-requirement-during-co-creation/>.

<sup>2</sup> IRM, “IRM Guidance for Online Repositories” (OGP, 1 Mar. 2020), <https://www.opengovpartnership.org/documents/irm-guidance-for-online-repositories/>.

<sup>3</sup> OGP, “Procedural Review” (accessed Feb. 2022), <https://www.opengovpartnership.org/procedural-review/>.

<sup>4</sup> Harold Tavares (Chief of Staff to the Prime Minister of Cabo Verde, Prime Minister's Office and OGP Point of Contact), interview by IRM researcher, 8 Nov. 2021.

<sup>5</sup> World Bank, “A Pandemia da COVID-19 colocou desafios sem precedentes à economia de Cabo Verde e expôs as vulnerabilidades do Modelo de Crescimento” [The COVID-19 Pandemic Has Posed Unprecedented Challenges to Cabo Verde's Economy and Exposed the Vulnerabilities of the Growth Model] ( 9 Sep. 2021), <https://www.worldbank.org/pt/news/press-release/2021/09/09/the-covid-19-pandemic-has-posed-unprecedented-challenges-to-cabo-verde-s-economy-and-exposed-vulnerabilities>.

### 2.3. Early results

In 2015, the IRM introduced the “Did it Open Government?” variable in order to measure results and outcomes from commitment implementation. This variable looks at how the government practice, in areas relevant to OGP values, has changed as a result of the commitment’s implementation. The IRM acknowledges that results may not be visible within the two-year time frame of the action plan and that at least a substantial level of completion is required to assess early results.

This section highlights early results from noteworthy commitments or commitments that have been assessed by the IRM as having “substantial” or “complete” implementation, and being relevant, verifiable, and transformative. This criteria ensures the IRM can capture results from commitments that were ambitious in design, while also capturing results from commitments that were successfully implemented but may have lacked clarity in their original design.

None of the commitments from Cabo Verde’s first action plan met the aforementioned criteria for inclusion in this section. All three commitments achieved only a limited level of implementation and the activities that were carried out generally had little relevance to open government. COVID-19 also impacted implementation as government priorities and resources were redirected toward addressing the pandemic. This is particularly evident with Commitment 3, where the launch of the open data portal was postponed as implementers focused on providing online services related to the COVID-19 response. See Section 2.4 for an overview of the implementation of all commitments in the action plan.

## 2.4. Commitment implementation

The table below assesses the completion for each commitment in the action plan.

Commitment	Completion:  (no evidence available, not started, limited, substantial, or complete)
<p><b>I. Increase the Ease of Doing Business in Cabo Verde</b></p>	<p><b>Limited:</b></p> <p>This commitment aimed to improve the ease of doing business in Cabo Verde by revising legal frameworks and improving online government services such as filing taxes and starting a business.</p> <p>Most activities under this commitment were not started during the implementation period. While four of the nine milestones (1, 2, 3, and 6) saw some implementation, these activities had limited relevance to open government.</p> <p>In April 2018, the government passed a resolution (Resolution of the council of ministers n. 36/2016) to create the Competitiveness Unit (CU) under the Ministry of Finance.<sup>1</sup> Creating the CU is part of the tasks of the Milestone 1. The CU is responsible for the intersectoral coordination of policies to reinforce the country's competitiveness. The unit does not have a dedicated webpage, but it hosts a "Doing Business[ ]Cabo Verde" Facebook page, that shares ongoing results with the wider public.<sup>2</sup> Milestone 1 also aimed to improve Cabo Verde's position in the World Bank's Doing Business index. Despite of the termination of the index, Cabo Verde will continue implementing reforms to improve the business environment. The country is also focusing on other similar rankings, such as the Index of Economic Freedom, held by the Heritage Foundation.<sup>3</sup></p> <p>Milestone 2 was to improve online tax collection and documentation. According to government information,<sup>4</sup> this service began in 2019 and went from 3% of companies participating to 38% to date.</p> <p>The government had not established a public collateral registry by the end of the implementation period (Milestone 3). However, the Competitiveness Unit noted that the online collateral registry is due to be launched by the end of April 2022.<sup>5</sup> In the interim, the government revamped the Credit Risk Center database overseen by the Central Bank.<sup>6</sup> The platform integrates data from private banks and utility companies and enables banks and credit granting institutions to access information on credit granted to individuals or companies. Individuals can also access their own information and request corrections in case of errors.<sup>7</sup> This information is only available to the wider public in aggregate form.</p> <p>Milestone 6 (develop and execute a communication strategy for the Law of Insolvency) created initiatives to raise awareness about the insolvency law,<sup>8</sup> approved in 2016. However, there remains a low level of public adherence to this law. The communication strategy targeted entrepreneurs, judges, prosecutors, accountants, and lawyers. Conferences followed by training sessions<sup>9</sup> were held in Sal (2018),</p>

Praia (2019), and Mindelo (2019), and information about these events was disseminated on media outlets.<sup>10</sup> Yet, despite these efforts, usage of the law lags behind expectations, and new consultations are being made to reframe the approach.<sup>11</sup>

Milestones that had no progress during the implementation period are 4, 5, 7, 8, and 9.

The state technology company NOSi is currently developing an online platform for creating companies (Milestone 4) and a searchable platform for commercial licenses (Milestone 5).<sup>12</sup> An advisor to both the Prime Minister and the Competitive Unit, Luis Teixeira, reported that the platform for creating companies depends on implementing digital signatures and issuing digital identities. For now, a company can be founded through a simplified procedure at Casa do Cidadão (Citizen House), but only in person. Teixeira explained that commercial-license platform is in progress and intended for delivery in January 2022.<sup>13</sup>

The government, with technical assistance from the World Bank, is currently working to reform the legal framework, including the Código de Sociedades das Empresas (Business Act). Through this reform, the government will establish legal protections for minority investors as planned under Milestone 7.<sup>14</sup>

According to Teixeira, the government has not made progress to establish a public land registry for the capital city of Praia (Milestone 8) as high costs have required the government to push back the timeline for delivery. Finally, the government is currently seeking applications through its public procurement process for developing a platform for external trade (Janela Única de Comércio Externo) as listed under Milestone 9. The project is expected to be completed around June 2022.<sup>15</sup>

Considering the information above, the IRM researcher found that the commitment was limited in its completion. Several milestones (3, 5, 6, and 8) were relevant to the open government values of access to information. However, none of these commitments were implemented to the extent that citizens had greater access to government-held information by the end of the implementation period. In future action plans, the IRM recommends assessing draft commitments to confirm all milestones aim to strengthen public accountability, transparency, and/or civic participation.

Moving forward, Teixeira shared that the government would like to pursue public procurement reforms, including improving transparency and creating incentives so that small- and medium-sized companies can win more tenders.<sup>16</sup> When designing open contracting reforms, the IRM recommends that the government:

- identify and consult stakeholders before developing a contracting platform to understand user demands;
- consider focusing open contracting reforms at the sector level to target particular high-risk areas such as extractives and health; and

	<ul style="list-style-type: none"> <li>• establish feedback mechanisms for citizens to act on procurement data, such as through audits, flagging systems, or hotlines.<sup>17</sup></li> </ul>
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<p><b>2. Develop and Execute Re-qualification, Rehabilitation and Accessibility Program (RRAP)</b></p>	<p><b>Limited:</b></p> <p>The commitment sought to reduce the housing deficit and address degraded urban infrastructure, in addition to improving connectivity between the archipelago’s islands and boost the local economy. Although the commitment text does not explicitly refer to public consultations, a high-level government representative mentioned that participatory meetings would be held during implementation.<sup>18</sup></p> <p>Several milestones were completed during the implementation period including the development of operational guidelines for Ministry of Infrastructure, Territorial Planning, and Housing’s (MOITH) Requalification, Rehabilitation and Accessibility Program (RRAP) and publication of tender notices for construction projects. However, milestones with the greatest potential to open government were not implemented, such as MOITH’s implementation of a formal, standardized consultation process and creation of an online platform for citizen monitoring of construction projects. Therefore, implementation of this commitment as a whole is evaluated to be limited.</p> <p>The government formalized MOITH’s operational program through Resolution 65/2018, which was published in Cabo Verde’s Official Gazette (Boletim Oficial) on 10 July 2018.<sup>19</sup> The resolution establishes the main guidelines, objectives, and governance of RRAP (Milestones 1 and 2). However, the resolution does not include explicit provisions for citizen participation in infrastructure redevelopment projects.</p> <p>The government slightly increased citizens’ access to procurement information by publishing calls for tenders on the state’s infrastructure company’s website<sup>20</sup> and newspapers (Milestone 3).<sup>21</sup> However, other steps of the contracting process are not published. For instance, there is no information about the winner of the bids, the contracts, values, or documents related to contract implementation. At this time, only basic figures about the total number of ongoing and finalized contracts are available for 2019 and 2020.<sup>22</sup></p> <p>There has been little progress on both infrastructure projects and enabling citizen oversight of government spending (Milestone 4). CEO of Infraestruturas de Cabo Verde, Carlos Silva, reported that the government intends to launch a platform with a map that will allow access to information on the various infrastructure projects. The launch is expected to take place next year, but no date has been set. At the moment, it is possible to consult contract audit reports carried out by the General Inspectorate of Finance, an internal control body.<sup>23</sup></p>
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	<p>The IRM did not find evidence that MOITH expanded or strengthened consultation processes with citizens around infrastructure projects. Carlos Silva shared that most meetings were spontaneous and informal. Since MOITH usually meets with citizens to present and discuss projects,<sup>24</sup> these consultations did not differ from standard practices.<sup>25</sup> For instance, in Bairro Craveiro Lopes (located in Praia), two meetings were held with the residents to present and discuss the requalification project. Silva identified a lack of time as the main obstacle to implement participatory processes. He also suggested that information technology could be used in the future to facilitate these processes.<sup>26</sup></p> <p>According to UN-Habitat specialist, Jeiza Barbosa, civic participation in the urban planning of Cabo Verde is still at an early stage. In her view, projects commonly are only presented for consultation when they are already developed, and there is not much space for public opinion during the elaboration phase. In addition, it is also common that consultations are held during short meetings and that there is not enough time for a more qualitative participation from the participants.<sup>27</sup> Additionally, civil society organizations do not have enough organizational capacity to make demands to the government.<sup>28</sup></p> <p>In February 2020, Cabo Verde approved the National Policy for Territorial Planning and Urbanism.<sup>29</sup> The document sets democratic governance and social participation as guiding principles, and gives several guidelines on methods and resources for increasing participation in urban planning. This was not a milestone, but it is a relevant policy document published during the implementation period that could help Cabo Verde toward greater civic participation in urban planning.</p> <p>In regard to transparency, Barbosa recommends that Cabo Verde publish evaluation reports and the results of the projects carried out. For improving participation, Jeiza Barbosa recommends:</p> <ol style="list-style-type: none"> <li>(1) deploying a regular capacity-building program for inclusive municipal urban governance;</li> <li>(2) central and local governments should be more consistent about the role of participation in policy design and implementation;</li> <li>(3) central and local governments should adopt more robust participatory methodologies to insure effective participation; and</li> <li>(4) improve organizational capacity of civil society organizations and the quality of dialogue and participatory spaces.<sup>30</sup></li> </ol>
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<p><b>3. Develop and Launch Open Data Platform</b></p>	<p><b>Limited:</b></p> <p>This commitment sought to improve government transparency to support economic innovation, improve public policy, and serve public knowledge. To achieve that goal, the commitment aimed to develop and launch an open data platform. The portal was intended to integrate a wide range of public data, including public procurement and policy documents, reports, and administrative and fiscal forms.</p> <p>NOSi carried out initial steps toward establishing an open data portal including creating an information portal, data dictionary, and a backend</p>
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	<p>application in 2018 (Milestones 1, 2, and 3). These technical components allow the public to search and use data, the cataloguing of data, and give structure and support for users' interactions with the portal. However, NOSi has not yet launched the final product.</p> <p>According to the NOSi team, the government should work on a plan to create and set a timeline to publish data.<sup>31</sup> Moreover, there is a need to establish a governance structure and a clear leadership mandate to coordinate the publication of data among the various agencies. NOSi also recommended the need for a regulatory framework, including open data legislation.<sup>32</sup></p> <p>The health emergency caused by the pandemic was pointed out by NOSi's team as one of the causes for the portal's failure to be launched. The crisis caused several decisions to be postponed in order to work on projects like a health information portal on COVID<sup>33</sup> and a system for issuing travel permits and vaccination certificates. Projects like the open data platform, are slowly being resumed in 2021.</p> <p>This commitment is evaluated to have achieved limited completion as the most impactful milestones—to launch and disseminate the portal to the public—were not implemented. Importantly, the government still needs to establish effective governance to ensure publication of open data across agencies. If the government launches a comprehensive and accessible open data platform, this commitment may have an open government impact in the long run.</p> <p>For the next steps, Cabo Verde should build a governance system with a regulatory framework that can promote transparency and formalize the publication of open data. Loide Monteiro, founder of the CSO Fundação Smart City recommends:</p> <ol style="list-style-type: none"> <li>1. Developing a plan with clear objectives for using open data with broad involvement from civil society, academia, and the private sector;</li> <li>2. Promoting publication of disaggregated data from (e.g., municipal level) in order to have more decentralized indicators; and</li> <li>3. Promoting spaces for dialogue about intersecting policies.<sup>34</sup></li> </ol>
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<sup>1</sup> *ASemana*, “Governo aprova resolução que cria Unidade para Competitividade do País” [Government Approves a Resolution to Establish A Competitive Unit] (19 Apr. 2018), <https://www.asemana.publ.cv/?Governo-aprova-resolucao-que-cria-Unidade-para-Competitividade-do-Pais>.

<sup>2</sup> The page (<https://www.facebook.com/CVDoingbusiness>) has around 400 followers.

<sup>3</sup> Harold Tavares (Chief of Staff to the Prime Minister of Cabo Verde, Prime Minister's Office and OGP Point of Contact), interview by IRM researcher, 8 Nov. 2021.

<sup>4</sup> Luis Teixeira (Advisor to the Prime Minister and Advisor for the Competitive Unit), interview by IRM researcher, 9 Nov. 2021.

<sup>5</sup> According to comments submitted by the Government of Seychelles during the report's public comment period, the registry will be made available at: <https://rgm.gov.cv/en/>.

<sup>6</sup> Banco de Cabo Verde, “Central de Risco de Crédito” [Credit Risk Center] (accessed Feb. 2022), <https://www.bcv.cv/pt/Supervisao/Consumidores/Servi%C3%A7os%20ao%20P%C3%BAblico/perguntasrespostasfrequent es/centralderiscodecredito/Paginas/CentraldeRiscodeCr%C3%A9dito.aspx>

<sup>7</sup> *Id.*

<sup>8</sup> Republic of Cabo Verde, Código de Recuperação e Insolvência [Insolvency and Recovery Law n. 116/VIII/2016].

<sup>9</sup> The training sessions covered the role of trustees in the context of the Insolvency Law.

<sup>10</sup> Teixeira, interview.

<sup>11</sup> *Id.*

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- <sup>12</sup> NOSi, “Projetos de Transição Digital” [Digital Projects] (accessed Feb. 2022), <https://www.nosi.cv/web/guest/axn-digitalprojects>.
- <sup>13</sup> Teixeira, interview.
- <sup>14</sup> *Id.*
- <sup>15</sup> Teixeira, interview.
- <sup>16</sup> *Id.*
- <sup>17</sup> Open Government Partnership, “Open Contracting Fact Sheet” (Nov. 2021), <https://www.opengovpartnership.org/wp-content/uploads/2021/11/Open-Contracting-fact-sheet.pdf>.
- <sup>18</sup> Edalina Rodrigues Sanches, *Independent Reporting Mechanism (IRM): Cabo Verde Design Report 2018-2020* (OGP, Apr. 2021), [https://www.opengovpartnership.org/wp-content/uploads/2021/04/Cabo-Verde\\_Design\\_Report\\_2018-2020\\_EN.pdf](https://www.opengovpartnership.org/wp-content/uploads/2021/04/Cabo-Verde_Design_Report_2018-2020_EN.pdf).
- <sup>19</sup> Government of Cabo Verde, Resolution 65/2018 (*Imprensa Nacional de Cabo Verde*, 10 Jul. 2018), 11, <https://kiosk.incv.cv/V/2018/7/10/1.1.46.2549/p1203>.
- <sup>20</sup> Infraestruturas de Cabo Verde, “Category: Concursos” [Category: Contests] (accessed Feb. 2022), <https://www.infraestruturas.cv/index.php/pt/documentacao/concursos>.
- <sup>21</sup> Carlos Silva (CEO of Infrastructures of Cabo Verde), interview by IRM researcher, 12 Nov. 2021.
- <sup>22</sup> Sanches, *Independent Reporting Mechanism (IRM): Cabo Verde Design Report 2018-2020*.
- <sup>23</sup> Infraestruturas de Cabo Verde, Homologação do Relatório de Auditoria das Infraestruturas de Cabo Verde, SA [Approval of the Infrastructure Audit Report of Cape Verde, SA] (accessed Feb. 2022), <https://www.infraestruturas.cv/index.php/pt/blog-2/homologacao-do-relatorio-de-auditoria-das-infraestruturas-de-cabo-verde-sa>.
- <sup>24</sup> Silva, interview.
- <sup>25</sup> Sanches, *Independent Reporting Mechanism (IRM): Cabo Verde Design Report 2018-2020*.
- <sup>26</sup> *Id.*
- <sup>27</sup> Jeiza Barbosa (National Technical Analyst at UN-Habitat), interview by IRM researcher, 15 Nov. 2021.
- <sup>28</sup> *Id.*
- <sup>29</sup> Maria da Luz Mota Bettencourt, “Política Nacional Do Ordenamento Do Territorio E Urbanismo De Cabo Verde” [National Policy for Territorial Planning and Urbanism] (Onu Habitat por Um Futuro Urbano Melhor, accessed Feb. 2022), <http://www.circuitourbano.org/Politica-Nacional-do-Ordenamento-do-Territorio-e-Urbanismo-de-Cabo-Verde.pdf>.
- <sup>30</sup> Barbosa, interview.
- <sup>31</sup> Mayra Silva, Executive Administrator of NOSi, interview with IEM Researcher, 27 November 2021.
- <sup>32</sup> Mayra Silva (Executive Administrator of NOSi), interview by IRM researcher, 27 Nov. 2021.
- <sup>33</sup> See: <https://covid19.cv/>.
- <sup>34</sup> Loide Monteiro (founder of Fundação Smart City), interview by IRM researcher, 29 Nov. 2021.

### III. Multistakeholder Process

#### 3.2. Multistakeholder process throughout action plan implementation

In 2017, OGP adopted the *OGP Participation and Co-Creation Standards* to support participation and co-creation by civil society at all stages of the OGP cycle. All OGP-participating countries are expected to meet these standards. The standards aim to raise ambition and quality of participation during development, implementation, and review of OGP action plans.

OGP’s *Articles of Governance* also establish participation and co-creation requirements a country or entity must meet in their action plan development and implementation to act according to the OGP process. **Cabo Verde acted contrary to OGP process.**<sup>1</sup> Cabo Verde did not set up a repository to publish documents related to the action plan design and implementation. Nor did Cabo Verde reach the public influence level of “inform” while implementing the action plan. Given the absence of civil society representation in the working group during the design of the action plan, Cabo Verde was already deemed to have acted contrary to OGP process during the design phase.

Please see Annex I for an overview of Cabo Verde’s performance implementing *OGP Participation and Co-Creation Standards* throughout the action plan’s implementation.

**Table 3.1: Level of Public Influence**

The IRM has adapted the International Association for Public Participation (IAP2) “Spectrum of Participation” to apply it to OGP.<sup>2</sup> In the spirit of OGP, most countries should aspire to “collaborate.”

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

Similar to during the action plan’s development, the government did not engage civil society during implementation. OGP point of contact Harold Tavares stated that this lack of engagement is because of the distance between society and the government. He added that for the next action plan, Cabo Verde should focus on promoting initiatives that allow the public to monitor government actions.<sup>3</sup>

During the action plan cycle, there were no open meetings to present and discuss implementing commitments. Dissemination of information was limited to posts on institutions’

Facebook accounts.<sup>4</sup> Cabo Verde does not have a repository for publishing documents related to the implementation of the action plan due to budgetary restrictions.

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<sup>1</sup> Acting Contrary to Process: Country did not meet (1) “involve” during the development or “inform” during implementation of the action plan, or (2) the government fails to collect, publish, and document a repository on the national OGP website in line with IRM guidance.

<sup>2</sup> IAP2, “IAP2 Spectrum of Public Participation” (Nov. 2018),

[https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum\\_8.5x11\\_Print.pdf](https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf).

<sup>3</sup> Harold Tavares (Chief of Staff to the Prime Minister of Cabo Verde, Prime Minister's Office and OGP Point of Contact), interview by IRM researcher, 8 Nov. 2021.

<sup>4</sup> See: Ministry of Infrastructure’s Facebook page (<https://www.facebook.com/ministerioinfraestruturas>) and Doing Business CV’s Facebook page (<https://www.facebook.com/CVDoingbusiness>).

### 3.2. Overview of Cabo Verde's performance throughout action plan implementation

Key:

Green= Meets standard

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

Red= No evidence of action

Multistakeholder Forum	During Development	During Implementation
<b>1a. Forum established:</b> The government met with the private sector during development of the action plan. However, during implementation, the working group included only government members and did not meet. <sup>1</sup>	Green	Yellow
1b. Regularity: The IRM researcher did not find evidence of regular meetings held by the forum.	Red	Red
1c. Collaborative mandate development: The IRM researcher did not find evidence that the forum jointly developed its remit, membership, and governance structure.	Red	Red
1d. Mandate public: The IRM researcher did not find evidence of information being publicly available on the forum's remit, membership, and governance structure. Additionally, Cabo Verde does not have an OGP website.	Red	Red
<b>2a. Multistakeholder:</b> Only government actors took part in implementation of the commitments.	Red	Red
2b. Parity: Only government actors took part in implementation of the commitments.	Red	Red
<b>2c. Transparent selection:</b> There was no formal selection of non-government actors. <sup>2</sup>	Yellow	Red
2d. High-level government representation: High-level government representatives were responsible for the implementation of commitments. <sup>3</sup>	Green	Green
<b>3a. Openness:</b> The IRM researcher did not find any evidence of the government creating spaces or opportunities to receive input from civil society.	Yellow	Red
3b. Remote participation: The IRM researcher did not find evidence of opportunities for remote participation.	Red	Red
3c. Minutes: The IRM researcher did not find evidence of the government communicating and reporting on its decisions, activities, and results to wider government and civil society stakeholders.	Yellow	Red

Key:

Green= Meets standard

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

Red= No evidence of action

Action Plan Implementation	
4a. Process transparency: Cabo Verde does not have a specific webpage to publish information on the implementation of the action plan. <sup>4</sup>	Red
4b. Communication channels: The IRM researcher did not find evidence of a specific tool to allow comments on the action plan's implementation progress.	Red
4c. Engagement with civil society: The IRM researcher did not find evidence that Cabo Verde held any open meetings to discuss implementation.	Red
4d. Cooperation with the IRM: The government provided comments on the draft report.	Green
4e. MSF engagement: The IRM researcher did not find evidence that Cabo Verde monitored and deliberated on how to improve implementation of the NAP.	Red
4f. MSF engagement with self-assessment report: The IRM researcher did not find evidence that Cabo Verde submitted a self-assessment report.	Red
<b>4g. Repository:</b> Cabo Verde does not have an OGP repository.	Red

<sup>1</sup> Harold Tavares (Chief of Staff to the Prime Minister of Cabo Verde, Prime Minister's Office and OGP Point of Contact), interview with IRM researcher, 8 Nov. 2021.

<sup>2</sup> *Id.*

<sup>3</sup> The interviewees for this report were all high-level government representatives.

<sup>4</sup> Tavares, interview.

## IV. Methodology and Sources

Research for the IRM reports is carried out by national researchers. All IRM reports undergo a process of quality control led by IRM staff to ensure that the highest standards of research and due diligence have been applied.

The International Experts Panel (IEP) of the IRM oversees the quality control of each report. The IEP is composed of experts in transparency, participation, accountability, and social science research methods.

Current membership of the International Experts Panel is:

- César Cruz-Rubio
- Mary Francoli
- Brendan Halloran
- Jeff Lovitt
- Juanita Olaya

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual<sup>1</sup> and in Cabo Verde's 2018–2020 design report.

### About the IRM

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



**Luciana Tuszel** has master degrees in Sustainable Development from University of Geneva and in Urban Policy from Sciences-Po-LSE. Her experience as researcher and practitioner focuses on participation and transparency policies within civil society organizations, the public sector, and international organizations. Tuszel has also been involved in implementing the 2030 Agenda for Sustainable Development through open government initiatives at the local level as a consultant for international organizations.

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<sup>1</sup> IRM, *IRM Procedures Manual* (OGP, 16 Sep. 2017), <https://www.opengovpartnership.org/documents/irm-procedures-manual>.



## Annex I. IRM Indicators

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.<sup>1</sup> A summary of key indicators the IRM assesses is below:

- **Verifiability:**
  - Specific enough to verify: As written in the commitment, are the objectives stated and actions proposed sufficiently clear and specific to allow for their completion to be objectively verified through a subsequent assessment process?
- **Relevance:** This variable evaluates the commitment's relevance to OGP values. Based on a close reading of the commitment text as stated in the action plan, the guiding questions to determine the relevance are:
  - Access to Information: Will the government disclose more information or improve the quality of the information disclosed to the public?
  - Civic Participation: Will the government create or improve opportunities or capabilities for the public to inform or influence decisions or policies?
  - Public Accountability: Will the government create or improve public facing opportunities to hold officials answerable for their actions?
- **Potential impact:** This variable assesses the potential impact of the commitment, if completed as written. The IRM researcher uses the text from the action plan to:
  - Identify the social, economic, political, or environmental problem;
  - Establish the status quo at the outset of the action plan; and
  - Assess the degree to which the commitment, if implemented, would impact performance and tackle the problem.
- **Completion:** This variable assesses the commitment's implementation and progress. This variable is assessed at the end of the action plan cycle, in the IRM implementation report.
- **Did It Open Government?:** This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice, in areas relevant to OGP values, has changed as a result of the commitment's implementation. This variable is assessed at the end of the action plan cycle, in the IRM implementation report.

### Results-oriented commitments

A potentially starred commitment has more potential to be ambitious and to be implemented. A good commitment design is one that clearly describes the:

1. **Problem:** Describe the economic, social, political, or environmental problem rather than describing an administrative issue or tool (e.g., "Misallocation of welfare funds" is more helpful than "lacking a website").
2. **Status quo:** What is the status quo of the policy issue at the beginning of an action plan? (E.g., "26% of judicial corruption complaints are not processed currently,")
3. **Change:** Rather than stating intermediary outputs, what is the targeted behavior change that is expected from the commitment's implementation? (E.g., "Doubling response rates to information requests" is a stronger goal than "publishing a protocol for response.")

### Starred commitments

One measure, the "starred commitment" (★), deserves further explanation due to its particular interest to readers and usefulness for encouraging a race to the top among

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OGP-participating entities. To receive a star, a commitment must meet several criteria:

- The commitment's design should be **verifiable**, **relevant** to OGP values, and have **transformative** potential impact as assessed in the design report.
- The commitment's implementation must be assessed by IRM implementation report as **Substantial** or **Complete**.

This variable is assessed at the end of the action plan cycle, in the IRM implementation report.

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<sup>1</sup> IRM, *IRM Procedures Manual* (OGP, 16 Sep. 2017), <https://www.opengovpartnership.org/documents/irm-procedures-manual>.