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Economic and Social Commission for Western Asia (ESCWA)

Report

Expert Group Meeting on "Open Government: Emerging Technologies for Greater Government Transparency and Accountability in the Arab Region" Beirut, 26-27 April 2017

Summary

Under the patronage and presence of H.E. Dr. Enaya Ezzeddine, Minister of State for Administrative Reform in Lebanon, the Expert Group Meeting on "Open Government: Emerging Technologies for Greater Government Transparency and Accountability in the Arab Region" was held at the United Nations House in Beirut on 26 and 27 April 2017. It was organized by the Innovation Section at the Technology for Development Division of the Economic and Social Council for Western Asia (ESCWA).

The main objective of the meeting was to discuss the report prepared by ESCWA on "Policy framework for open government in the Arab countries", which analyses the status of open government in the Arab region and proposes a framework to help governments in the region formulate national policies on open government. The study also features selected success stories from around the world and the Arab region. Participants provided comments and feedback during the meeting and were given the opportunity to continue to provide feedback afterwards.

Another objective of the meeting was to discuss the concepts of open government and harmonize understanding of its principles and components while considering specificities of the Arab region. This includes defining the role of open government in enhancing transparency and accountability in governments and improving citizen participation in decision-making.

The meeting was multi-stakeholder oriented in nature, thus reflecting one of the core principles of open government. It brought together more than 52 experts from 14 Arab countries, in addition to Denmark and Turkey, representing government institutions, academia, civil society and ESCWA.

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		Paragraphs	Page
Introduction		1-5	3
		6-7	4
II. TOPI	CS OF DISSCUSSION	9-23	5
A.	Opening and Main Session	9-12	5
B.	Concepts and Models of Open Government	13-14	6
C.	Status of Open Government in the Arab Region	15-16	6
D.	Advanced Government Services	17-18	7
E.	Open Data for Greater Transparency and Accountability	19-21	7
F.	Participation and Engagement of Citizens in Decision Making	22-23	7
III. ORGANIZATION OF WORK		24-27	8
A.	Venue and date	24	8
B.	Participants	25	8
C.	Agenda	26	8
D.	Documents	27	8
IV. EVALUATION		28-29	8
Annex I: Agenda		10	
Annex II:	List of Participants		13

CONTENTS

Introduction

1. Open government is a relatively new and innovative concept that refers to a government which is effective and efficient in the performance of its duties, transparent, accountable, and accessible to all through its services. It also refers to a government that is responsive to the needs of its citizens, values the knowledge and expertise of citizens in decision-making, and embraces new and emerging technologies for the enhancement of its governance. Open government, has the potential to increase trust in government, fight corruption, and improve growth, while engaging citizens through shared responsibilities and open collaboration.

2. Technology influences the work of governments and is a key enabler of open government initiatives. New technological trends such as open data, citizen-centric techniques, social media, e-participation, open collaboration, and open innovation are important tools that aid governments in developing and implementing inclusive services in cities and rural areas at national, sub-national and departmental levels. These new trends also allow for better public engagement by supporting shared decision-making, shared responsibility, and public dialogue. Most countries in the Arab region have made great strides in using technologies to deliver services to their citizens and other stakeholders. The focus has, however, been on launching e-government initiatives and providing government e-services.

3. The 2030 Agenda for Sustainable Development¹ calls for good governance at all levels as well as transparent, effective and accountable institutions that are necessary to build peaceful societies and achieve sustainable development. The aim of Goal 16 of the Sustainable Development Goals (SDGs) is to "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels"². Within this context, ESCWA launched in 2016 a project funded by the United Nations Development Account (DA) entitled "Fostering Institutional Development for Participatory Approaches towards the Achievement of the Sustainable Development Goals in Western Asia". The overall objective of the project is to build the capacity of member countries on using emerging technologies for increasing transparency, accountability and to adopt a more effective and efficient participatory approach to governance. In its part of the project, the Technology for Development Division (TDD) focuses specifically on the employment of emerging technologies and embracing the openness concept to achieve the project objective.

4. Within the framework of the DA project, the Expert Group Meeting (EGM) on "Open Government: Emerging Technologies for Greater Government Transparency and Accountability in the Arab Region" was held at the United Nations House in Beirut on 26 and 27 April 2017. The main objective of the meeting was to discuss the report prepared by ESCWA entitled "Policy Framework for Open Government in the Arab Countries". The report includes three main parts: (1) a literature review of open government concepts and models; (2) analysis of the status of open government in the Arab region based on results of a questionnaire circulated to key institutions in the region involved in open government or similar initiatives such as egovernment; and (3) a framework to help governments in the region formulate national policies on open government. It also features selected success stories from around the world and the Arab region. The report was shared with participants prior to the EGM to allow time for thorough review and reflection. Participants provided comments and feedback during the meeting and were given the opportunity to continue to provide feedback afterwards.

¹ United Nations (2015). Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1). Available: http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E

 $^{^2}$ Under Goal 16, the development of effective, accountable and transparent institutions (16.6), responsive, inclusive participatory and representative decision-making (16.7), and public access to information is promoted (16.10). In order to implement these targets a partnership, between the Government (national and local), the private sector, civil society, and other stakeholders (such as the general public, and regional, sub-regional and international institutions), is envisioned

5. Another objective of the meeting was to discuss the concepts of open government, harmonize understanding of its principles and components while considering the specificities of the Arab region. It also aimed to define the role of open government in enhancing transparency and accountability in governments and improving citizen participation in the decision-making process.

I. OUTCOMES

6. Discussions during the EGM focused on a common understanding of the concepts and the way forward for the DA project. Participants stressed the importance of ESCWA's report entitled "Policy Framework for Open Government in the Arab Countries" as well as the project as a whole indicating that it responds to Goal 16 of the SDGs and comes at the right time in view of the overall situation and needs of the Arab region. Having reviewed the study prior to the meeting, experts provided comments and suggestions especially after the meeting on the status of open government in their countries as well as the proposed policy framework. They have also commended the recommendations within the report, some of which are:

- Open government is not a time bound project but rather a continuous process that needs to be integrated into government activities;
- The importance of issuing a directive or national policy that defines the vision and principles of open government;
- The need to enact legislation, especially access to information law, that support open government and complement the national legal system;
- Developing national plans that are practical and directed towards various institutions with structured phases, clear outcomes and measurable targets;
- Emphasis should be placed on engaging civil servants and all citizens in designing, implementing and measuring components of open government.

7. Below are the most important discussion points and recommendations that were highlighted during the EGM:

- i. Within the framework of the DA project, ESCWA plans to develop a set of practical guidelines on the implementation of open government in Arab countries. Participants affirmed the need to capitalize on the aforementioned report and available national experiences in developing these guidelines and providing capacity-building workshops at regional and national levels.
- ii. Having government leadership and commitment at the highest level is key to successful open government at national and local levels. In this regard, a recommendation was also made on the importance of the establishment of a national agency/authority responsible for the coordination of national efforts for the transformation towards open government.
- iii. Integration of government services, interoperability and standardization were highlighted as essential elements for facilitating the implementation of open government.
- iv. Participants highlighted the importance of enhancing legal/regulatory framework to adopt access to information law and personal data protection law as these laws will facilitate citizen participation in government decision making.
- v. Measuring performance in implementing open government is very important for the Arab region and it requires the definition of a framework for measuring open government and periodically monitoring the progress;
- vi. Building trust between the government and citizens is crucial for the success of open government, and Arab countries need a lot of effort in this regard.

- vii. Discussions were made regarding different government perspectives towards citizens as customers versus citizens as responsible partners in decision-making.
- viii. Experts proposed to make a link between the global Open Government Partnership (OGP) and the ESCWA project on open government.
- ix. There is a need to have a common set of terminology used in Open Government in Arabic language and to develop English/Arabic glossary for open government terms.
- x. The need and importance of building the culture of openness across all sectors and societal segments and the role of media in this respect.
- xi. Sharing experiences, success stories and lessons learned from developed and developing countries, including Arab countries, will foster and facilitate the implementation of open government particularly on aspects such as multi-stakeholderism and engagement of citizens and the civil society.

II. TOPICS OF DISSCUSSION

8. The presentations at the expert group meeting were divided into the five sessions described below, in addition to the main and closing sessions. Discussions affirmed that ESCWA's project comes at the right time when the region is in need of such an initiative.

A. OPENING AND MAIN SESSION

9. The main session was opened by Ms. Khawla Mattar, Acting Executive Secretary of ESCWA, who stressed the need for open government, good governance, transparency and real participation particularly within the context of uprisings witnessed across the region in the past few years. These needs fall at the heart of ESCWA's vision and mandate for socio-economic development and regional integration. Ms. Mattar addressed the role of technology in facilitating the engagement of citizens in decision-making and enhancing access to data. She concluded by saying that the EGM itself serves to launch an open dialogue on experts of the region to gauge their views on achieving open government for inclusive sustainable development.

10. H.E. Ms. Enaya Ezzeddine, Minister of State for Administrative Reform in Lebanon, gave a keynote speech describing ESCWA's project as one of the important projects that has potential for making a real and pivotal change in Lebanon and the region. She also referred to the study prepared by ESCWA and its value in promoting the concepts of open government while also highlighting the linkages of open government with e-government. Ms. Ezzeddine discussed developments taking place in Lebanon in terms of enacting the law on access to information and finalizing a draft national strategy for fighting corruption as well as the Ministry's upcoming events.

The second part of the main session was dedicated to presenting ESCWA's proposed policy framework 11. for implementing open government in the Arab region. The framework covers four major phases of implementation: (1) transparency: this phase focuses on open data and building the culture of sharing information and improving transparency in the public sector, (2) participation: which implies improving the participation of citizens and civil society in decision making by providing them with mechanisms for commenting and feedback, (3) collaboration: between government entities, the private sector, civil society and citizens in general to deliberate public policy and customize services to actual needs and (4) citizen engagement: which is the result of fulfilment of all previous phases and building a citizen-centric government that is inclusive to all segments of society. The framework also covers requirements for raising awareness, building capacity, technology/networks, organizational structures and change management. It was noted that ESCWA's policy framework for open government is regional in nature and builds on previous experience that ESCWA has gained on the regional level particularly in the policy/legislative domain. The presentation also addressed the legal requirements to implement open government, which primarily require a law on access to information. Other cyber legislation laws, especially personal data protection law, and also media law have effects on open government. This presentation concluded by explaining the linkages between open government

and the SDGs. In fact, open government plays a role in achieving Goal 16 on strong institutions, and has a strong link to Goal 9 on industry, innovation and infrastructure. Other implicated goals are Goal 3 on good health and well-being, Goal 5 on gender issues, and Goal 8 on decent work and economic growth³.

12. Another presentation focused on open government data and its importance for decision simulation and policy modelling especially when taking into consideration various types of data, assets, and big data. This presentation proposed four roles for the government as a platform that is supportive of innovation: facilitate/orchestrate, provide collaboration tools, manage assets, and ensure sustainability and balanced public value.

B. CONCEPTS AND MODELS OF OPEN GOVERNMENT

13. At the first session, ESCWA's project entitled "Fostering Institutional Development for Participatory Approaches towards the Achievement of the Sustainable Development Goals in Western Asia" was presented in detail. The project aims to build the capacity of member states to utilize technology for increasing transparency and accountability and to adopt more effective and efficient participatory approaches in order to address root causes of conflict and prevent its potential relapse. The presentation discussed the project's work plan, means to maintain sustainability and covered a few aspects on the use of information and communication technology in the Arab region to set the scene for implementation of open government.

14. The session also included a presentation on the concepts and models of open government based on ESCWA's report. The presentation overviewed open government models, in order to harmonize the understanding of open government, namely: (1) the New Public Service model which promotes the principles of openness in public services, (2) Open Government Implementation Model which is based on four phases of implementation starting with increasing data transparency, improving open participation, enhancing open collaboration and realizing ubiquitous engagement, (3) the Loch Ness Model integrates a gradual increase in citizen engagement with enabling factors while considering the role of ICT, and (4) the Open Governance System focuses on the overlap between open assets, open engagement and open services as the three components of a system to achieve open government. The presentation then followed on selected successes in open government from around the world, also based on the report. The cases of Sweden, the United States of America and Indonesia were presented to show the legal and conceptual design of each model while referring to the Open Government Index as an indicator of the level of development of open government in each of these countries.

C. STATUS OF OPEN GOVERNMENT IN THE ARAB REGION

15. Understanding the status of open government in the Arab region is essential to conceptualize the framework proposal and design the way forward. As such, a presentation was delivered during this session on the status of open government in the Arab region, part of ESCWA's report "Policy Framework for Open Government in the Arab Countries". The analysis of the status was based on a questionnaire circulated by ESCWA to key institutions in the region that are involved in the subject. It was also based on existing indicators from global sources such as the e-Government Development Index by UN-DESA and the e-Participation Index. Analyzing replies received from 11 ESCWA member countries, the following were some highlights: (1) although most Arab countries do not have a clear or complete open government policy/strategy, many do have national plans to implement some aspects of open government such as open data; (2) Tunisia, Jordan and Morocco have the most comprehensive integrated plans; (3) some countries have adopted transparency or anti-corruption strategies; (4) legislations on access to public information have been adopted in Jordan, Oman, Lebanon, Morocco, Egypt and Yemen.

 $^{^{3}}$ The text of these goals is as follows: Goal 9 - Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation, Goal 3 - Ensure healthy lives and promote well-being for all at all ages, Goal 5 - Achieve gender equality and empower all women and girls, and Goal 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

16. This session included presentations on national experiences from the leading Arab countries in open government; namely Tunisia and Jordan. Both countries are members of the Open Government Partnership (OGP) and are fulfilling its requirements. Tunisia's new constitution enshrines the concepts of collaborative democracy and open governance. Tunisia considers information and communication technology at the heart of achieving transparency, collaboration and participation and is awarding due attention to collaborating with the civil society, which is well rooted and quite active. Jordan, on the other hand, focused on deepening the level of consultation with various actors in order to develop the national plans. The satisfaction with these plans has improved between the first and the second, noting that Jordan and most other countries, are still in a learning phase.

D. ADVANCED GOVERNMENT SERVICES

17. This session started out with a presentation on ESCWA's study on the integration of service delivery in the Arab region and the role of standards and interoperability. The study discussed global and regional trends and proposed a strategic framework for service integration covering three stages: (1) back-office integration of services, which focuses mostly on data exchange, quality and protection; (2) front-office integration of services, which implies significant simplification and personalization; and (3) maximizing impact on governance and development through monitoring and evaluation.

18. Two presentations then followed to give national examples on advanced e-government services in Turkey and Lebanon, respectively. The presentation on Turkey discussed the development and progress of e-government services including the Integrated Social Assistance System and the e-consulate system. The Lebanese Government Interoperability Framework was then discussed covering technical, legal, organizational and semantic themes. The framework is currently being implemented in establishing a one-stop-shop for company registrations.

E. OPEN DATA FOR GREATER TRANSPARENCY AND ACCOUNTABILITY

19. This session started with a presentation on describing the definition, characteristics, requirements and implications of open data. The presentation discussed the technology possibilities for implementing open data as well as policy requirements such as publishing data with permanence, trust, and provenance. Policies should also ensure data quality in terms of precision, accuracy and cost.

20. The Moroccan experience in open data, which is being pursued by the government within its efforts to join the OGP, was then overviewed. Morocco's efforts in open data started in 2011 and led to the development of a new open data portal that provides access to data on financing, budgeting, employment, population, and others. This is complemented with activities for raising awareness on the importance and means of reusing open data by citizens.

21. The Omani experience in open data was also presented showing that its scope covers national statistics, budgeting, geographical data, legal information, education, health and transportation. The open data policy in Oman is applicable to all public institutions.

F. PARTICIPATION AND ENGAGEMENT OF CITIZENS IN DECISION MAKING

22. The Social Development Division at ESCWA is one of the divisions participating in implementing the aforementioned DA project. As such, ESCWA's participatory approach was discussed during this session, which focuses on the following themes: social justice, building organizational skills, fighting poverty, reducing exclusion, and reducing environmental degradation. ESCWA's participatory approach awards special attention to the role and involvement of civil society and includes a programme for building capacities on participatory development.

23. The session also included presentations on the need for process re-engineering within public institutions in order to simplify and optimize the service delivery process through the use of technology. Crowdsourcing is proposed as means for improving and re-engineering processes. Another presentation was dedicated to the role of NGOs and its importance from a social and humanitarian perspective. The presentation covered the challenges that NGOs face, most notably access to information, barriers to administrative processes, and availability of funding. A number of recommendations were proposed on what governments can do to alleviate these challenges such as enacting legal frameworks that facilitate the registration of NGOs, increasing transparency and access to information, collaborating on joint social causes, and facilitating the engagement of NGOs in governance.

III. ORGANIZATION OF WORK

A. VENUE AND DATE

24. The EGM was held by the ESCWA Technology for Development Division at the United Nations House in Beirut on 26 and 27 April 2017.

B. PARTICIPANTS

25. The expert group meeting was attended by 51 participants, 36 per cent of whom were women, from 14 ESCWA member States (Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Morocco, Oman, Palestine, Saudi Arabia, the Sudan, the Syrian Arab Republic, Tunisia and the United Arab Emirates), in addition to experts from Denmark and Turkey. The annex to the present report includes the list of participants.

C. Agenda

26. The meeting agenda covered the following items⁴:

- (a) Concepts and models of open government;
- (b) Status of open government in the Arab region;
- (c) Advanced government services;
- (d) Open data for greater transparency and accountability;
- (e) Participation and engagement of citizens in decision making;
- (f) The way forward for the ESCWA's project.

D. DOCUMENTS

27. The documents submitted to the meeting are available from <u>https://www.unescwa.org/events/open-government-emerging-technologies-arab-region</u>.

IV. EVALUATION

28. An evaluation was carried out to assess the technical, administrative and overall value of the meeting. The questions were based on a 5-piont scale.

29. 32 participants responded to the evaluation questionnaire (61.5 percent response rate). Below are selected highlights.

- The overall quality of the meeting was rated good to excellent by 97 per cent;
- 94 per cent thought that the meeting met its objectives in an excellent/good manner,

⁴ The full Agenda is available in the Annex.

- 97 per cent rated the quality of background papers as excellent/good;
- The quality of presentations were rated excellent by 53 per cent and good by 38 per cent;
- 84 per cent of participants thought the time allocated to the sessions was excellent/good;
- The role of ESCWA in enriching discussions was rated excellent by 69 per cent and good by 28 per cent.

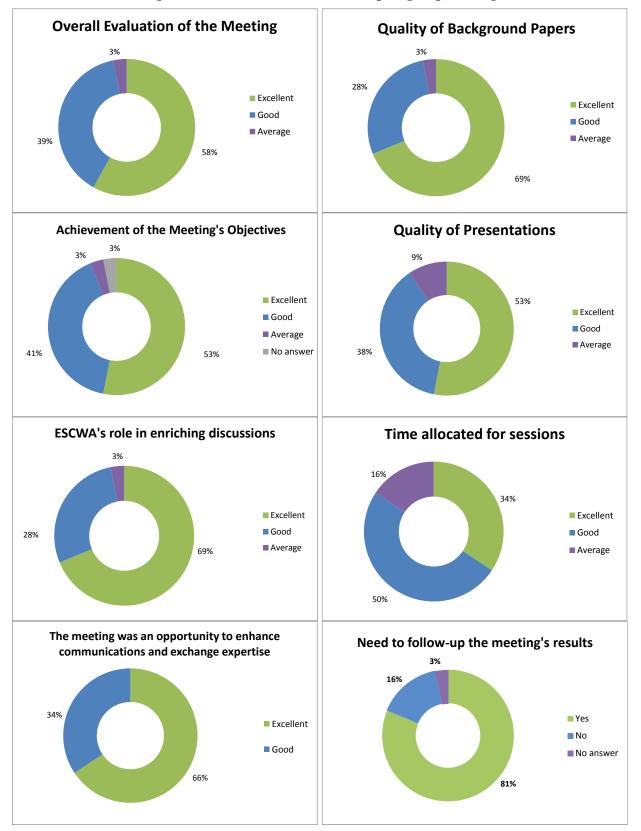


Figure 1. Evaluation results of the expert group meeting

Annex I

AGENDA

Wednesday, 26 April 2017		
09:00 - 09:30	Registration	
09:30-11:00	Session I - Concepts and Models of Open Government Dr Haidar Fraihat, Director, Technology for Development Division, ESCWA	
	ESCWA project: Fostering Institutional Development for Participatory Approaches towards the Achievement of the Sustainable Development Goals in Western Asia	
	Dr Nibal Idlebi, Chief of the Innovation Section, ESCWA	
	Open Government: Concepts and Models	
	Ms Lize Denner, Associate IT Officer, Innovation Section, ESCWA Open Government Success Stories from the World	
	Ms Hania Sabbidin Dimassi, Innovation Section, ESCWA	
	Discussion	
11:00 - 11:30	Coffee break	
11:30-13:00	Session II - Status of Open Government in the Arab region	
11.00 15.00	Chairperson: Mr Qusai Al-Shatti, Acting Director General, Central Agency of Information Technology, Kuwait	
	Status of Open Government in the Arab Region	
	Dr Bachir Munajed, President of SoftCad, Syria, Consultant in Information Society	
	Tunisian Experience in Open Government Partnership and the second national plan	
	Mr Khaled Sellami, Director of the E-Government Unit, Presidency of the Government, Tunisia	
	Jordanian Case Study on Open Government Mr Marwan Al-Refai, Advisor/EU Programmes Administration Office, Ministry of Planning and International Cooperation, Jordan	
	Discussion	
13:00 - 14:00	Rich Coffee Break	
14:00-15:30	Session III– Advanced government services	
	Chairperson: Mr Ahmad Kamal Shabaan, Director of e-service Development and e-Government, Ministry of State for Administrative Development, Egypt	
	Integration of Service Delivery in the Arab Region: role of standards and interoperability	
	Mr Jeremy Millard, Senior Consultant - Policies & Business Analysis, Danish Technological Institute, Denmark	
	The development of e-Government in Turkey	
	Ms Hayriye Görkem Guner, Project Associate, UNDP Turkey Country Office	
	Lebanese Government Interoperability Framework	
	Ms Tania Zaroubi, Head of Interoperability Team, OMSAR, Lebanon	
	Discussion	

Thursday, 27 April 2017			
09:00 - 11:00	Main Session		
	ESCWA Statement		
	Dr Khawla Mattar, Acting Executive Secretary of ESCWA		
	The statement of the Minister		
	Her Excellency Dr Enaya Ezzeddine, the Minister of State for Administrative Reform in Lebanon		
	The ESCWA Open Government Framework for the Arab Countries Dr Bachir Munajed, President of SoftCad, Syria, Consultant in Information Society		
	Dr Nibal Idlebi, Chief of the Innovation Section, ESCWA		
	Open Governance and Open Data: global perspectives and lessons		
	Mr Jeremy Millard, Senior Consultant - Policies & Business Analysis, Danish Technological Institute, Denmark		
	Discussion		
11:00 - 11:30	Coffee break		
11:30-13:00	Session IV – Open Data for Greater Transparency and Accountability		
	Chairperson: Dr Safa Nassereldin, Vice President for Jerusalem Affairs and Former Minister, Alquds University, Palestine		
	Implications of Open Government Data (OGD) for Arab Countries		
	Dr Saleem Zoughbi, Expert on e-Government and the Information Society, Palestine		
	Open Data: Moroccan Experience Ms Samia Chakri, Director of Digital Economy, Ministry of Trade, Industry, Investment and Digital Economy, Morocco		
	Open Data in Oman Mr Bader Al Abdali, Statistician, National Centre for Statistics and Information, Oman Ms Hasanat Al Ajmi, Programmer, National Centre for Statistics and Information, Oman Discussion		
12.00 -14.00			
13:00 - 14:00	Rich Coffee Break Session V Participation and Engagement of Citizens in Desision Making		
14:00-15:30	Session V – Participation and Engagement of Citizens in Decision Making		
	ESCWA Participatory Development Approach Ms Nadine Daou, Researcher in Social Justice, Social Development Division, ESCWA		
	The role of Open Government in Supporting Citizen Participation in Decision Making		
	Dr Karim Hamza, Senior Associate Researcher, Vrije Universiteit Brussel		
	The Services' Ambassadors: crowd sourcing business process reengineering		
	Mr Malek Al Haddad, General Manager, Digital Science and Technology International, UAE		
	The role of NGO in Open Government		
	Mr Saleh Hussain, Chairman, Saleh Hussein Consultancy, Bahrain Discussion		
15:30 - 16:00	Coffee break		
15:30 - 10:00 16:00-17:00	The way forward		
10.00-17:00	Chairperson: Dr Nibal Idlebi, Chief of Innovation Section, ESCWA		
	ESCWA Team		
	Group Discussions		

Annex II

LIST OF PARTICIPANTS

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