

# Governance, State Building and the Rule of Law

THE GIFT-MENA NETWORK SIXTH ANNUAL CONFERENCE



# 2015



GIFT-MENA is a consortium of schools and institutes working to improve the Capacity to Govern at all levels of the State by investing in sustainable capacity and promoting dialogue among stakeholders concerned with good governance. Launched in Beirut, in March 2006, the network brings together 60 schools and institutes from 20 countries across the MENA region and the Mediterranean, in addition to 20 partners from leading regional and international organizations. The primary mission of GIFT-MENA is to help improve the strategic role and operational capacities of civil service training institutions so they become active contributors to the agenda of reforms, State modernization and sustainable development. An instrument of development cooperation, the network nurtures bilateral, triangular and multilateral cooperation, mainly South-South, as well as peer-to-peer learning, partnership building and exchange. The Institut des Finances Basil Fuleihan (Lebanon) hosts the Secretariat of the network.

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would also like to commend the collaboration of the organizations that have substantially contributed to the success of the conference, namely the United Nations Office for South-South Cooperation, the Organization for Economic Cooperation and Development (OECD), the United Nations Division for Public Administration and Development Management, the Arab Administrative Development Organization (ARADO) and the International Institute of Administrative Sciences (IASIA), as well as all speakers, chairs, moderators, discussants and participants for their valuable contributions.

The conference was organized by




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512, Corniche El-Nahr | P.O.Box 16-5870 - Beirut, Lebanon  
[contact@if.org.lb](mailto:contact@if.org.lb) | [www.institutdesfinances.gov.lb](http://www.institutdesfinances.gov.lb)



# Governance, State Building and the Rule of Law

THE **GIFT-MENA** NETWORK SIXTH ANNUAL CONFERENCE - 2015



# Letter to His Majesty the King, Mohamad VI, King of Morocco

**Delivered to H.E Excellency Mr. Mohamed Moubdi, Minister in charge of Civil Service and State Modernization in the Kingdom of Morocco**

**On behalf of the participants in the Sixth Annual Conference of the GIFT-MENA Network entitled "Governance, State Building and the Rule of Law", held in Marrakech on February 10 - 12, 2015,**

**Addressed in gratitude to His Majesty the King Mohammed VI, King of Morocco.**

The text of the letter is below:

His Majesty the King Mohammed VI, King of the Kingdom of Morocco

By the end of the Sixth Annual Conference of the GIFT-MENA Network, "**Governance, State Building and the Rule of Law**", organized in Marrakech, Kingdom of Morocco, on February 10 - 12, 2015, in partnership between the Ministry of Civil Service and State Modernization of Morocco, the Institute des Finances Basil Fuleihan in Lebanon -Secretariat of the network, the Arab Planning Institute in Kuwait, the French Agency for International Technical Assistance, the French Embassy in Morocco, the United Nations Economic and Social Commission for Western Asia (ESCWA), the representatives of government agencies and institutes from Lebanon, Palestine, Iraq, Bahrain, Egypt, Mauritania, Algeria, Tunisia, Yemen, Oman, Jordan, Sudan, France, Italy and Spain, as well as the experts from regional and international organizations, express their deep gratitude to Your Majesty for the hospitality and warm reception offered to all guests, and for the special commitment and support provided by your government to ensure the success of this conference.

Your Majesty,

Our participation to the conference has exposed us to the outstanding achievements of the Kingdom of Morocco under Your leadership and guidance, in the field of state modernization and governance. The experience of Morocco has shown great progress to efficiently reforming public administration and building institutions, enhancing accountability and transparency, and improving citizens' participation, in line with the constitutional principles of the Kingdom.

The conference was also an opportunity that enabled participants to get exposed to the issues of governance and human capital development. Through presentations of good practices, country experiences and in-depth discussions, participants were able to identify the keys for success in Open Government reforms, south-south cooperation and capacity building, to enhance public governance.

The conference resulted in key messages, recommendations and practical propositions addressed to public leaders and top managers from Arab countries, that could assist them in addressing current challenges, strengthen State capacities, and become effectively responsive to the requirements of comprehensive and sustainable economic and social development.

The conference was held back-to-back with the Annual Meeting of the GIFT-MENA Network, during which new members of the Steering Committee were elected for 2015-2017, representing Morocco, Bahrain, Egypt, Palestine, in addition to the permanent Secretariat of the Network-the Institut des Finances Basil Fuleihan of Lebanon.

The participants have commended strengthening cooperation among the Network's members, initiating joint projects, and staying opened to successful models of international cooperation. They also suggested including governance and capacity development issues among the priorities of the regional and international support agenda for countries of the region.

The outcomes of this conference reflect Morocco's commitment to improving governance and the rule of law, and Your Majesty's special care and belief in the importance of building bridges for cooperation among MENA countries.

Your Majesty, kindly accept our deep and sincere esteem, appreciation and gratitude.

Marrakech, February 12, 2015



# Governance, State Building and the Rule of Law

## Table of Contents

List of figures	5
Abbreviations	5
Foreword	6
Conference Overview	7
Inaugural Ceremony	8
Plenary 1 Resilience in the public sector at time of crisis: Coping with change and instability	11
Plenary 2 Are training institutions actors of change management and public leadership building?	18
Roundtable 1 Is Open Government on the agenda of MENA countries?	23
Roundtable 2 Prospects of South-South cooperation in the Arab world	28
Roundtable 3 Local governance: Opportunities and challenges	33
Concluding Remarks	37
Appendix 1: Conference Agenda	39

# List of figures

Figure 1: Overall risk evaluation at the regional level

Figure 2: Political stability risk/MENA region

Figure 3: Security risk/MENA region

Figure 4: Government effectiveness/MENA region

Figure 5: Government effectiveness

Figure 6: A roadmap for Public Administration reform

Figure 7: Linking policy objectives to PFM reforms

Figure 8: A competencies framework for the MENA public service

Figure 9: The standards of excellence on public administration education and training

Figure 10: Open Government and socio-economic development

Figure 11: How to get a procurement reform right?

Figure 12: The citizen friendly budget

Figure 13: A dedicated portal for South-South Cooperation in the Arab world

# Abbreviations

<b>API</b>	■	Arab Planning Institute
<b>ARADO</b>	■	Arab Organization for Administrative Development
<b>BIPA</b>	■	Bahrain Institute of Public Administration
<b>CAFRAD</b>	■	African Training and Research Centre in Administration for Development
<b>CIS</b>	■	Commonwealth of Independent States
<b>DFID</b>	■	Department for International Development
<b>DPAPM</b>	■	Division for Public Administration and Development Management
<b>ECA</b>	■	Economic Commission for Africa
<b>ESCAP</b>	■	Economic and Social Commission for Asia and the Pacific
<b>ESCWA</b>	■	Economic and Social Commission for Western Asia
<b>GIFT-MENA</b>	■	Governance Institutes Forum for Training in the Middle East and North Africa
<b>ITC-ILO</b>	■	International Training Center of the International Labor Organization
<b>MDG</b>	■	Millennium Development Goals
<b>MENA</b>	■	Middle East and North Africa
<b>ODA</b>	■	Official Development Assistance
<b>ODI</b>	■	Overseas Development Institute
<b>OECD</b>	■	Organization for Economic Cooperation and Development
<b>OGP</b>	■	Open Government Partnership
<b>SDG</b>	■	Sustainable Development Goals
<b>SSC</b>	■	South-South Cooperation
<b>UNDESA</b>	■	United Nations Department of Economic and Social Affairs
<b>UNDP</b>	■	United Nations Development Program
<b>UNHQ</b>	■	United Nations Headquarters
<b>UNOSSC</b>	■	United Nations Office for South-South Cooperation





# Foreword

Dear reader,

Recent developments in the Arab region are raising pressing questions about the fundamental qualities of government, the “capacity to govern” and mostly about the “capacity to prepare the future”, to join the post-2015 development agenda and to move towards inclusive and quality development.

At the dawn of the world’s ratification of the new 2030 Agenda for Sustainable Development, the MENA region is asking how it can balance stability concerns with economic development and social cohesion while facing continuous threats of political instability and insecurity. How it can build partnership between the public and private sectors in the presence of politically and economically captured systems? How it can rebuild legitimacy and trust in the State, restore the efficient and equal provision of public services (health, education, etc.) and lay the ground for sustainable peace when it is facing the largest refugee crisis since the Second World War?

On the occasion of the 6th Annual Conference of the **GIFT-MENA** Network, policy-makers, experts and practitioners met in Marrakech to discuss Capacity in Government as an important enabler of human development, growth and stability in the Arab world and to advance the governance agenda in MENA. Issues of institutional resilience, performance and transparency, Open Government and innovation in the public sector as well as the challenges and opportunities of partnership-building and South-South cooperation were explored. Donors and regional and international organizations were also present to shed the light on international trends and to better understand the issues at stake across the region.

The present publication summarizes the works of the conference and the recommendations resulting from two days of active dialogue and exchange.

In the coming year, the GIFT-MENA network will be celebrating its 10<sup>th</sup> Anniversary. When established in 1996, sustainability and empowerment were the core ideas behind its creation. Today, more than ever before, the civil service in MENA countries is in need for sustainability, empowerment and capacity development. And we are called to serve it.

**For the Secretariat**  
**Sabine Hatem**





# Conference Overview



Amidst political change and the escalation of violence, cross-border population movements and dropping oil prices, challenges in countries of the Arab world are many folds. A number of reports published before the outbreak of the Arab Springs, signaled alarming deficiencies in government and put under scrutiny a fundamental variable: the governance deficit.

Analysis and reports pointed out the fact that, in most countries, promises for inclusive growth remained unfulfilled. Civil society and private sector initiatives continued to be largely hindered by a coercive state apparatus, largely perceived as unresponsive and low on performance. These governance deficits are believed to have eroded the political, administrative, social and economic pillars of peace, leading to popular discontent and social unrests, and in some cases fueling the outbreak of violence.

Today, the most prominent challenges for countries in the Arab region remain achieving peace and stability and implementing governance reforms. But building high quality governance structures “often” involves reforms that are radical, unpopular and complex. This would imply necessarily having a

fresh look at public policies, especially those pertaining to public money management and those conducive to the emergence of responsive and ethical public leaders; two conditions for building the capacity to govern and to prepare the future. The complexity of the issues at stake may require from the international community to prioritize governance when managing development assistance to the Arab world<sup>1</sup>, and most of all to give careful attention to open dialogue and joint collaboration among all concerned actors.

In this context, and for its Sixth edition, the GIFT-MENA conference held under the theme: “**Governance, State Building and the Rule of Law**” brought together **90 experts and development practitioners from 13 Arab countries, representing 32 training institutions, 7 European partner institutions and 17 regional and international organizations** to discuss multi-dimensional governance practices and challenges in the region. Explored issues included Open Government initiatives, local governance and territorial development as well as the role of knowledge and skills development and training schools in contributing to a new development agenda.

The objectives of the annual conference were to:

- Engage a policy debate about Capacity in Government as an important enabler of Human Development, Growth and Stability in the Arab world.
- Provide Arab countries with ideas and instruments that would help achieve greater policy coherence and performance orientation in support of improved governance.
- Foster coordinated cooperation and partnership-building as well as technical and financial support by international partners to the governance agenda in MENA.

Over two days, participants discussed the State’s leading role in restoring peace, institutional development and security at times of crisis and fragility. The necessity to enhance participatory governance, transparency and participation mechanisms was put forth to restore citizens’ trust in government and provide them with the opportunity to play an active role in the decision-making process.

The conference provided a platform to explore the solutions proposed by South-South cooperation in addressing regional challenges. It also brought forward the need to build capacity in government, to develop transformative, entrepreneurial and integrative public leadership and highlighted the role of training institutions to act as think tanks, information brokers, providers of need-based training and key actors holding a societal responsibility. Highlights of the conference and lessons learned are reported in the following proceedings.

<sup>1</sup>D. Kauffmann (2011), Governance and the Arab World Transition: Reflections, Empirics and Implications for the International Community.

# Inaugural Ceremony

The conference inaugural ceremony was held under the auspices and in the presence of H.E. Mr. Mohammed Moubdi, Minister of Civil Service and Administrative Modernization of Morocco and Mr. Abdeslem Bekrate, Wali of Marrakech – Tansift- El Haouz region. Main issues addressed in the opening speeches are summarized below.



“  
The recent development paradigm puts forth the necessity [for Governments] to... open up to new actors and to engage with a multiplicity of players to be able to address current and future challenges.

Mohamed MOUBDI ””

“  
The public sector is about a collective effort to solve collective problems. This is how governments gain and retain legitimacy.

Michiel DEVRIES ””

## Official Speeches by

### HE Mr. Mohamed MOUBDI

Minister of Civil Service and Administrative Modernization

### Mr. Abdeslem BEKRATE

Wali of Marrakech-Tansfit-El Haouz region, Morocco

### Mr. Jean-Christophe DONNELIER

Chairman of the Board, Expertise France, represented by Mr. Cyril BOUYEURE

### Dr. Badr Othman MALALLAH

Director General, Arab Planning Institute, Kuwait, represented by Ms. Mariam EL AJIAAN

### Dr. Refaat ALFAOURI

Director General, Arab Administrative Development Organization

### Ms. Lamia MOUBAYED BISSAT

President of the GIFT-MENA Network

## Keynote speech by

### Professor Michiel DE VRIES

President, International Association of Schools and Institutes of Administration

## Unprecedented challenges of sustainability and governance for MENA and the world

In both their speeches, Ms. Lamia Moubayed Bissat and Dr. Badr Malallah pointed out the well-performing Arab economies prior to outbreak of the Arab Springs. At the time, some of the countries caught afterwards in waves of political instability were among the region's leading MDG achievers. The region's young and educated population provided a strong resource base, and economic resilience helped it weather the 2008 global financial crisis. Yet, growth rates were hiding structural deficiencies that have later fueled up popular unrests and sometimes the rise of violence. In spite of a wealth of natural and human resources, Arab economies were underperforming when compared to similar countries around the world. They were lagging behind world averages in what relates to budget credibility, policy-based budgeting, as well as accounting, record keeping and

reporting procedures. According to the International Budget Partnership, countries of the MENA region recorded by far the lowest scores on transparency in the Open Budget Index with an average of 18/100<sup>2</sup>. Countries that witnessed the most degeneration in terms of peace and security were those that have marked, on the eve of the "Arab spring", the worst scores on the Corruption Perception Index (CPI) of Transparency International.

Government effectiveness in most Arab countries also lagged largely behind world averages. The State remained the primary employer with low performing civil service accounting for 14% to 40% of the total workforce and the highest civil service wage bill, equivalent to 9.8% of GDP, against a world average of 5.4%.

The natural consequence was dropping national and foreign direct investment, large fiscal and external deficits,

increases in poverty and unemployment rates and low quality education and health services. All were detrimental to development prospects in a region that houses approximately a population of 355 million people. Governance, the rule of law and institutional capability were also undermined for a long time and in most countries of the Arab region. With indicators of corruption, transparency, accountability and access to information revealing alarming governance deficits, citizens were gradually losing trust in their governments. The long existing structural governance deficits, reflecting politically and economically captured systems, continue to weigh on regional stability today.

## Envisioning the civil service of the future

There was a unanimous recognition by speakers that the future of public administration in the MENA region shall rely on three pillars: a wider participation to the decision-making process, more transparency in the management of public funds and a fair distribution of wealth; and that the civil service of the future will have to cope with challenging internal and external environments, with instability, change and mobility.

According to Prof. De Vries, civil service is about seeking the collective good, and restoring citizens' trust in

their governments as well as in the public values of integrity, competence and diversity.

Minister Moubdi put forth the need for comprehensive governance reforms at all levels of government, laying emphasis on well-thought and well-designed public policies to consolidate the rule of law and democratic governance, to rebuild the governments' legitimacy to govern and to promote economic growth and social cohesion. Such reforms would lead to restoring effective, accountable

and inclusive institutions able to respond to the needs of citizens. He highlighted Morocco's engagement on the path of Open Government, a structural reform aimed at facilitating citizens' access to information and services, conduct administrative reorganization and enhance governance and transparency.

<sup>2</sup> Open Budget Survey (2012), International Budget Partnership (Score ranges from 0 to 100).

## Networking and building partnerships to govern

Looking at the international cooperation panorama, Ms. Moubayed Bissat pointed out to networks and collective thinking being the trend, and emerging as the natural response to collective challenges that spread beyond the scope of a single country. The Network's President highlighted the mission of the GIFT-MENA network as a model of South-South cooperation in the Arab world and the Euro-Mediterranean zone aiming at improving the capacity to govern at all levels of the State. *"GIFT-MENA invests in sustainable capacity and promotes dialogue among stakeholders concerned with good governance and public administration and governance reform"* she said and emphasized the need for such models to survive and to reproduce.

To face issues of refugees, violence and political transformations, bilateral and multilateral cooperation is needed across all sectors, from fiscal, banking and finance, to trade and security. Civil society organizations and the private sector also need to engage and be associated to development projects, therefore strengthening the capability of the State to act in urgency at times of crisis, to anticipate more accurately the future and to achieve the new Sustainable Development Goals the world is committing to.

Mr. Bouyeure insisted on the necessity for the aid development community, not only to provide technical assistance and financing to countries of the MENA region, but also to follow-up, evaluate and monitor progress and impact.





# Plenary I



## Resilience in the public sector at time of crisis: Coping with change and instability



“*Lorsqu’une crise éclate, on se soucie immédiatement, et exclusivement, de son impact sur les populations... Dans l’après-crise... c’est de la performance de l’Etat que dépendent souvent les chances d’éviter durablement la rechute d’un retour à la crise*”

Bruno POUEZAT

“*An efficient public sector requires hardware, software and heartware, the latest being good people, good managers and values*”

Julio NABAIS

### Chairperson

#### **Dr. Raed BENSHAMS**

Director General, Bahrain Institute of Public Administration, Bahrain

### Guest Speakers

#### **Mr. Bruno POUEZAT**

United Nations Resident Coordinator and UNDP Representative, Morocco

#### **Mr. Julio NABAIS**

Senior Adviser on Civil Service and Administrative Legal Framework, OECD-SIGMA

#### **Ms. Atsuko OKUDA**

Chief of the Governance and State-building Section, Emerging and Conflict-related Issues Division, UN-ESCWA

#### **Mr. Bryn WELHAM**

Research Fellow, Centre for Aid and Public Expenditure, Overseas Development Institute



## **Dr. Raed BENSHAMS**

Raed M. Benshams is the founder and Director General of the Institute of Public Administration in Bahrain (BIPA). He has set BIPA as a partner of choice to build capacity of Bahrain's public sector. Five years after the start of its operations, BIPA developed a wide range of training programs for all strata of public servants. It also developed key signatory services in consulting and is about to launch its research activities with the establishment of a public service think tank in the region. Dr. BenShams was decorated with the Medal of Highest Level of Competence by H.M. the King for his achievements in the public sector. He holds a PhD in management from Bradford University, an MSc from Leeds University and has occupied key Government positions prior to joining BIPA. He was Assistant General Secretary for HR, Finance and Admin Affairs at the Ministry of Cabinet Affairs and Director of Statistics at the Central Informatics Organization.



## **Mr. Bruno POUENZAT**

Bruno Pouezat was appointed by the Secretary General of the UN, Ban Ki-Moon, as Coordinator of the United Nations and UNDP Representative Resident in the Kingdom of Morocco in May 5, 2010. French National, he joined UNDP in 1986 as Associate Expert in Mali, Programme Officer in Uganda, and Assistant Resident Representative in Bangladesh, Somalia and Viet Nam. With more than 20 years of experience, he also served as UNDP Deputy Resident Representative in

Mongolia and Special Advisor to the UNDP Associate Administrator in New York before assuming the duties as UNDP Chargé d'Affaires in Kuwait in 2002. From 2002 to 2010 he served as UN Resident Coordinator and UNDP Resident Representative at the United Nations Population Fund (UNFPA). He was appointed in senior positions in Moldova (2002-2007) and Azerbaijan (2007-2010), before joining the UN Office in Morocco. An Engineer, he holds a Master degree from the University of Birmingham (UK), the School of Public Works (Paris, France) and the Kennedy School at Harvard University (Cambridge, Mass., USA).



## Mr. Julio NABAIS

Julio Nabais is a Senior Advisor with the OECD/SIGMA Programme in the areas of civil service reform, administrative law, administrative modernisation, quality of public services delivery and parliaments. Within these areas, Mr. Nabais implemented projects in many countries in Central and Eastern Europe (such as Lithuania, Czech Republic, Romania, Ukraine, Armenia and Georgia), in Turkey and in the Balkans (mainly in Kosovo and Croatia). More recently, he is managing SIGMA projects in Morocco, Tunisia, Algeria, Jordan and Lebanon. Before joining SIGMA (2005), Mr. Nabais was Deputy Secretary General of the Portuguese Parliament and Director General of Public Administration. Mr. Nabais holds a degree in law from the University of Lisbon, Portugal.

## Ms. Atsuko OKUDA

Atsuko Okuda is currently serving the United Nations Economic and Social Commission for Western Asia (ESCWA) as the Chief of the Governance and State building Section of the Emerging and Conflict Related Issues Division (ECRI). The Section is in charge of governance related analysis, such as the Arab Governance Report and publications on political polarization in the Arab region as well as technical cooperation initiatives.

Ms. Okuda has 18 years of experience at UNDP, ECA, ESCAP and UNHQ in addition to ESCWA, in the areas of public administration, ICT for

development and programme management at global, regional and national levels. Some of her initiatives included support to facilitating access to information and public services among rural and under-served populations in Ethiopia, Bhutan, Ukraine and Egypt, while assisting countries to design, implement, and manage policies and strategies to enhance efficiency, effectiveness, transparency and accountability among public sector organizations. Ms. Okuda holds an MA in political economy from Helsinki University, and pursued post-graduate studies at



Åbo Akademi University of Finland and the UNDP Virtual Development Academy.



## Mr. Bryn WELHAM

Bryn Welham specializes in the politics of the budget process and the interaction between aid and public expenditure systems.

Before becoming a Research Fellow at ODI, Mr. Welham worked for DFID Sierra Leone as a Governance Adviser leading on DFID's tax reform, aid coordination and decentralization agenda.

He also worked as an adviser to the Budget Director in the Ministry of Finance in Malawi between 2008 and 2010. Prior to moving to Malawi, he worked on public spending control and public sector efficiency issues in HM Treasury in the UK for several years.



## Context and Challenges

With the decline in oil prices, large public deficits, and weak confidence amid political transitions and conflicts, the MENA region stands at crossroads in terms of economic, social, institutional and human development.

Should we agree that “In times of crisis, the State is the solution”, structural transformations are needed to help the region realize its potentials and pave the way for inclusive growth and enhanced confidence in governments’ policy choices. This entails credible and realistic reform agendas with broad political and institutional support, spanning over many areas, to shape the future of governance, the State and the rule of

law in MENA. Furthermore, a major revision of the “development paradigm” and resulting goals are needed, with additional emphasis granted on the “quality of Governance”, including its future-shaping capacities.

The first plenary discussed policy orientations and strategic considerations that require the careful attention of Arab governments and the development community to secure peace, stability and sustainable development to the region, such as:

- **Government’s capacity** to cope with current instability, conflicts and change; to strive for growth and excellence; to address macro-economic vulnerabilities in a

complex international, regional, and domestic environment; to manage challenges of public finance and increasing pressure on budgets; as well as the role of public leaders in building resilience.

- **Government’s vision and potential** to address reforms of public money management, budget transparency; to curb corruption; to mobilize private sector resources and capacities for growth.
- **Values that will shape the future of civil service in MENA** such as solidarity, neutrality, public interest and performance, diversity, women inclusion and public leadership.

## Presentations and Discussion

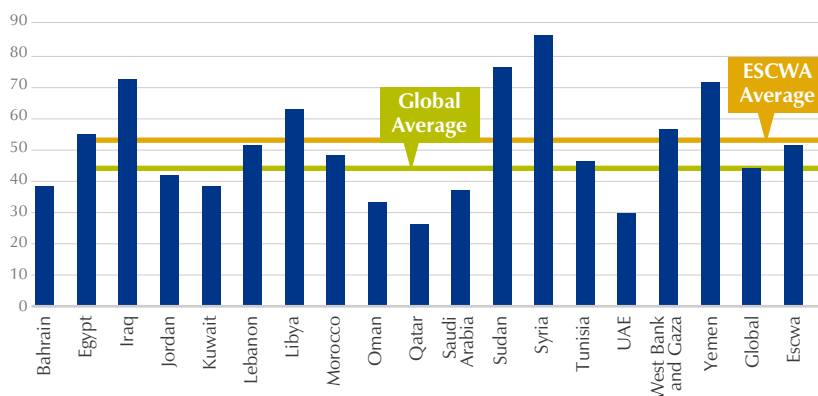
### 1 A region at risk?

According to the scores of the Risk Briefing published by the Economist Intelligence Unit in 2014, the ESCWA identified three major risks threatening

the MENA region: political stability, security and Government effectiveness. Globally, GCC and Jordan were the only countries ranking below the risk worldwide average; whereas Egypt, Iraq, Libya, Sudan, Palestine and

Yemen scores remained above the global and regional averages calculated by the ESCWA (Figure 1). More specifically, the analysis showed that:

Figure 1: Overall risk evaluation at the regional level

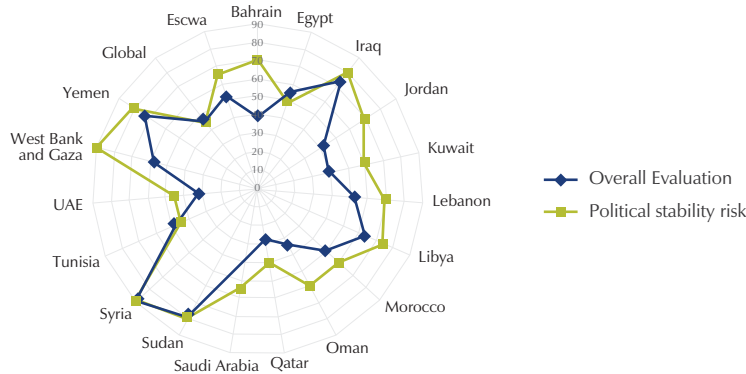


Source: Economist Intelligent Unit Country Risk Analysis, used in “Capacity development at a time of crisis: challenges and opportunities in the MENA region”, Atsuko Okuda, Chief, Governance and State-building Section, ECRI, UN-ESCWA, Marrakech, February 11, 2015.

<sup>3</sup> The political stability risk assesses the degree to which political institutions are sufficiently stable to support the needs of businesses and investors.

■ For the political stability risk<sup>3</sup>, scores were spread evenly in the region and remained on average higher than the security risk (Figure 2).

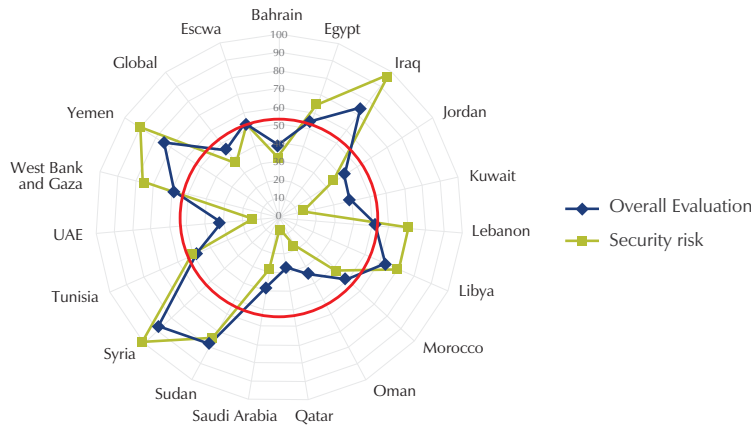
Figure 2: **Political stability risk/MENA region**



Source: Same as Figure 1.

■ The security risks<sup>4</sup> geography specific and mainly concentrated in the Levant (Iraq, Lebanon, Palestine and Syria), as well as in Egypt, Libya and Yemen.

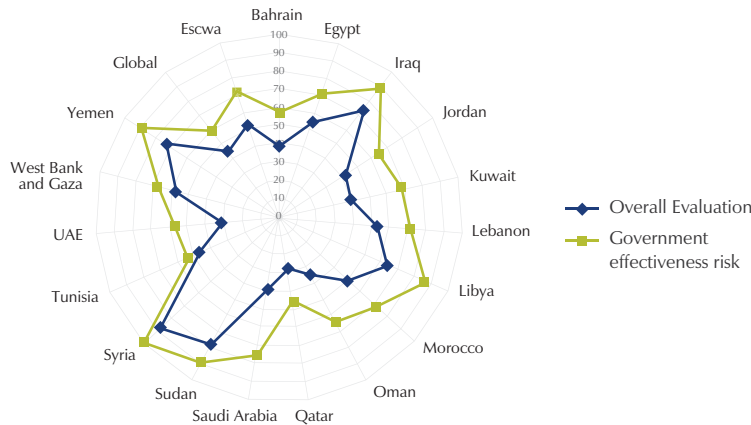
Figure 3: **Security risk/ MENA region**



Source: Same as Figure 1.

■ For the Government effectiveness risk<sup>5</sup>, all countries exceeded the overall evaluation of risks except for Bahrain, Qatar, UAE and Tunisia which remained below the global average (Figure 4).

Figure 4: **Government effectiveness risk/ MENA region**



Source: Same as Figure 1.

<sup>4</sup> The security risk takes into account the presence or possibility of armed conflict, the existence of violence, organized crime, kidnapping and extortion and their likely of threat on businesses and the government.

<sup>5</sup> The Government effectiveness risk asks whether the political culture fosters the ability of business to operate effectively.

<sup>6</sup> The WGI for Government Effectiveness reflect the quality of public services and of civil service, the degree of independence from political pressure, the quality of policy formulation and implementation and the credibility of government's commitment to such policies.

Looking at Government effectiveness from the perspective of the Worldwide Governance Indicators<sup>6</sup>, alarming trends in decreasing effectiveness were observed in Egypt, Jordan, Kuwait, Libya, Oman, Sudan, Syria, Tunisia and Yemen (Figure 5).

Confronted to a high risk and unstable environment, with low performance indicators, government action was highly challenged and national development and social cohesion further threatened across the region.

## 2 Building resilience and restoring peace

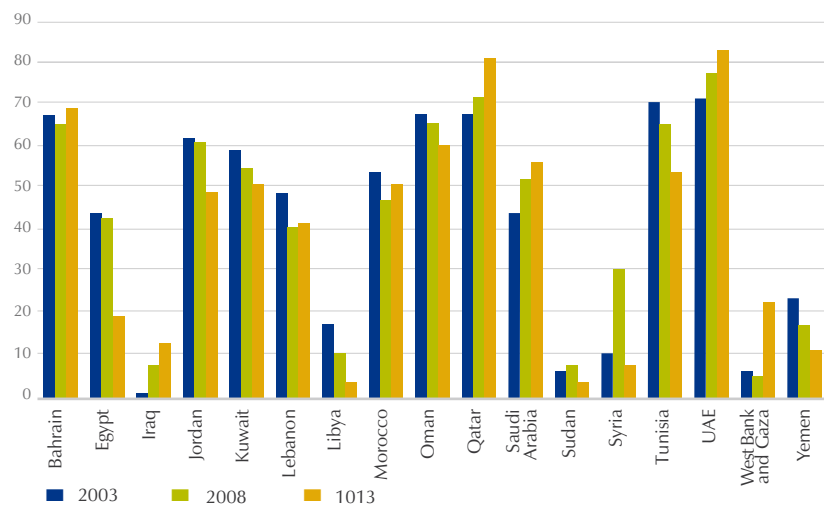
For most countries of the region, the priority is to deal with the post-crisis and resulting fragility. As such, the UNDP recommended for the post-crisis reform agenda to address the root causes of political instability, crisis and conflict. Four core objectives<sup>7</sup> were identified as possible influencers of the way forward:

- Construct responsive institutions.
- Promote inclusive political processes and facilitate state-society dialogue.
- Foster a resilient society by mobilizing local capacities to adapt and cope with stress and crisis.
- Strengthen partnerships with national and sub-national government counterparts, representative civil society organizations, international financial institutions and the donor community, in order to deliver in more coordinated, coherent and complimentary ways.

Building the capacity of the state to manage, or at least oversee, the delivery of essential public services, especially security and justice, was also put forth as essential for peace and state-building and for strengthening legitimacy and resilience. In addition, relying on weakened but legitimate institutions would be a cornerstone to ensure stability through transition and restore trust in Government, prior to putting in practice more comprehensive change agendas.

<sup>7</sup> UNDP (2012), Governance for Peace, Securing the Social Contract.  
<sup>8</sup> <https://sustainabledevelopment.un.org/focussdgs.html>.

Figure 5: Government Effectiveness



Source: Worldwide Governance Indicators, used in "Capacity development at a time of crisis: challenges and opportunities in the MENA region", Atsuko Okuda, Chief, Governance and State-building Section, ECRI, UN-ESCWA, Marrakech, February 11, 2015.

## 3 Recommendations and lessons learned to shape the future of public governance

In the direct aftermath of crisis and conflicts, it was agreed that public administration often lacks performant and adequate diagnostic tools and capacities that allow it to clearly design the way forward.

UNDP's report "Restore or Reform? – UN Support to core government functions in the aftermath of conflict" provides a set of lessons learned from research and experience on enhancing governance and institutional development in fragile environments, most important of which were that:

- The political settlement is as important as state building to achieve sustainable peace.
- Governance deficiencies are both political and technical which may prevent simple fixes.
- It is advisable to strive for good fit rather than best practice approach and to provide support to institutions in ways that are appropriate for the specific context in which they operate: much governance aid, in particular to public administration, has traditionally focused on building best practice institutions rather than working on context-specific solutions.

- Priority is to be given to restoring basic service delivery instead of embarking on systemic reform plans. In such cases, the specific knowledge needed for institutional capacity development in post-conflict contexts is different from the expertise required for the same purpose in stable socio-economic environments. This difference is often dictated by a sense of urgency versus a longer timeframe available in stable contexts for capacity development.

- Public administration and governance reforms require strong domestic leadership, incremental approaches as well as realistic timing and sequencing.

Case studies also pinpointed to core public administration functions, such as revenues generation or budget planning and execution, to constitute key instruments to deepen the political settlement and conflict resolution. Based on lessons learned, a new Sustainable Development Goal, known as Goal 16<sup>8</sup>, was introduced to the new post-2015 development framework taking into account the lack of focus on governance and institutional development.

Figure 6: **A roadmap for Public Administration Reform**

1. Create vision
2. Prepare a strategy (assess-plan-act)
3. Ensure political will/support
4. Find leadership
5. Promote teamwork
6. Do training
7. Identify resistance. Look for allies
8. Maintain dialogue. Communicate
9. Be persistent. Don't give up. Keep trying

Source: "Grappling with resilience in the MENA public sector: Coping with change, conflicts, post-conflicts and instability", Julio Nabais, Senior Adviser on Civil Service and Administrative Legal Framework, OECD-SIGMA, Marrakech, February 11, 2015.

**4 What positive public sector outcomes can public financial management and budget reform help deliver?**

Lessons from budget reform in low-capacity environments presented by the Overseas Development Institute suggested that, when faced with a

wide-range of challenges and often with limited capacity to address them, MENA countries can adopt a number of PFM reform measures to help deliver broad policy objectives (Figure 7) to drive national development, resilience and transformation. Where government capacity is limited, there

is scope for a careful prioritisation of PFM reforms, linking these measures to national development objectives. Lessons are now emerging on how budgetary and PFM reform could work better in environments of low capacity and they sometime conflict with the "traditional" approaches to reform:

Headline conclusions coming out of budget reform work	Traditional approaches to reform
<ul style="list-style-type: none"> <li>■ Solve a small number of real problems that budget managers identify as issues they really want to fix.</li> <li>■ Reform is non-linear and changes started for one purpose may end up targeting another.</li> <li>■ Reform is often led by mid-level bureaucrats and junior staff; senior figures offer "authorization" of existing plans.</li> <li>■ Practice and behaviour change first and then laws, rules and regulations regularise this.</li> </ul>	<ul style="list-style-type: none"> <li>■ Adopt regional or international best practice in all areas of the PFM cycle at once to improve performance across the board.</li> <li>■ Follow A, B and then C to achieve D.</li> <li>■ The Minister must agree with all steps of reform before we do anything.</li> <li>■ Start with reforms to the legal framework, then the supporting regulations, then the manuals/guidance and then actual practice.</li> </ul>

Figure 7: **Linking policy objectives to PFM reforms**

Macroeconomic stability	Statebuilding	Efficient allocation of resources	Service delivery
Timely and reliable expenditure and revenue information	Basic expenditure execution control	Timely and reliable expenditure information	Timely and reliable payment of public sector salaries
Basic understanding of debt dynamics	Developing a taxpayer base and having simple tax administration	Basic classification system	Matchind the PFM systems to the service - e.g. for infrastructure, an effective contract and procurement management function: for health and education, effective procurement of key commodities
Awariness of key risks to government, including state-owned enterprises and revenue shocks	Regular and timely payment of public sector salaries	A well-organised budget preparation process involving early political input	

Source: "Public financial management for what? What can it deliver, and how?", Bryn Welham, Research Fellow, Centre for Aid and Public Expenditure, Overseas Development Institute, Marrakech, February 11, 2015.

# Plenary 2



Are training institutions actors of change management and public leadership building?



“*Transformative Public Sector Leadership is key in inspiring and influencing fundamental positive change*”  
John-Mary KAUZYA

## Chairperson

**Ms. Lamia MOUBAYED BISSAT**

Director, Institut des Finances Basil Fuleihan, Lebanon

## Guest Speakers

**Mr. John-Mary KAUZYA**

Chief of Public Administration Capacity Branch, Division for Public Administration and Development Management, United Nations Department for Economic and Social Affairs

**Professor Michiel DE VRIES**

President, International Association of Schools and Institutes of Administration

**Dr. Nadia Amal EL BERNOUSSI**

Acting Director, National School of Administration, Morocco

**Mr. Robin POPPE**

Chief, Learning and Communication, ITC-ILO





## Ms. Lamia MOUBAYED BISSAT

Lamia Moubayed Bissat is the Director of the Institut des Finances Basil Fuleihan. She is a development specialist with a Master degree from the American University of Beirut.

She worked in the private sector and collaborated with many United Nations agencies namely UNDP and ESCWA.

Her current work involves leading the Institute of Finance and providing policy advice on capacity development, human capital formation, institutional reform, access to information, advocacy and public awareness aimed at facilitating the implementation of reforms.

She is a founding member of many professional networks including GIFT-MENA and other Lebanese civil service associations.

She has been awarded the prestigious French distinction of “Chevalier de l’Ordre National du Mérite”, for her significant contribution to the development of cooperation ties between France and Lebanon, her commitment to State Building and to the values of neutral and impartial civil service.



## Dr. John-Mary KAUZYA

John-Mary Kauzya is Chief of Public Administration Capacity Branch (PACB) of the Division for Public Administration and Development Management (DPADM) in the Department of Economic and Social Affairs (UNDESA) at the United Nations Headquarters in New York where he has worked since July 1999. Before taking on the management job of Chief of Branch, he worked as Inter-regional Adviser in Governance Institutions and Systems in the same Division. Prior to joining the Interna-

tional Civil Service at the United Nations, he taught at Makerere University in Uganda and worked as the Deputy Director of the Uganda Management Institute and as an International Consultant in Africa in various fields of governance and Public Administration and Management. He has advised governments of Uganda, Rwanda, Ethiopia, Mozambique, Angola, Benin, Ivory Coast, Somalia, South Africa, Tanzania, Liberia, Kenya, the Comoros, and Kosovo, on governance and public administration and management including: civil Service reform, decentralization and management of local governments, capacity building for conflict management, parliamentary restructuring, strategic development planning, public policy design, programming and evaluation. He has been instrumental in driving forward the United Nations Public Service Awards program through which UNDESA promotes innovations in governance and public administration all over the world.



## Prof. Michiel DE VRIES

Michiel de Vries is the President of the International Association of Schools and Institutes of Administration (IASIA). He is full Professor and holds the chair in Public Administration at the Radboud University of Nijmegen, the governor's chair in Public Governance in Small Systems of Law at the University of Aruba, and is visiting professor at the Masaryk University in Brno. He is a full member of a number of European groups and an observer at the UN Committee of Experts on Public Administration as well as Chair of the Nispacee "Colloquium for Practitioners". He is also peer reviewer for numerous journals, magazines and international publishing houses.

Prof. de Vries conducts research on comparative public administration, policy processes in municipalities and provinces, public policy change and evaluation, values in the public sector, public participation and interactive policy making and public sector reform. Prof. Michiel de Vries has published many books, book chapters and articles in refereed journals. His latest book is Training for Leadership.

## Dr. Nadia BERNOUSSI

Nadia Bernoussi is a Professor of Constitutional Law and acting Director of the National School of Administration. She holds a State Doctorate in Public Law, under the title: "Monitoring the constitutionality of laws in the states of the Maghreb, an attempt to work surveillance systems in Morocco, Algeria, and Tunisia". Dr. Bernoussi is a university lecturer at the National School of Administration, the Royal Institute of Management, the Higher Institute for Administration, the Diplomatic Academy and the College of Law (France). She also lectured at the Supreme Council of accounts, the Ministry of Interior, the Ministry of Economy and Finance and Privatization

and in the territorial administration and the General Secretariat of the Government and the School of Governance and Economics.

She is a former member of the Advisory Committee in charge of reviewing the Moroccan Constitution and Vice-President of the International Association of Constitutional Law. Dr. Bernoussi is an international consultant and a founding member of the Moroccan Association of Constitutional Law.

She is author of several publications and presentations since 1986, most recently "The crisis of the political elite in Morocco", "Why should the national list be kept as a women list", "Moroccan constitutional jurisprudence and legal



security", "Confidence in the institutions a study for the benefit of the Royal Institute for Strategic Studies," "Regionalism in Morocco" and "Constitutional justice today between legitimacy and effectiveness".



## Mr. Robin POPPE

Robin Poppe is Chief of the Learning and Communication Service at the International Training Centre of the ILO, Turin (Italy). The Service coordinates the Centre's learning strategy, and comprises the units concerned with learning methodology, technology and knowledge sharing, evaluation of training, and the design and production of training and information products.

Before taking up his present duties, he was in charge of the sectoral programmes group, which covered international labour standards, employment, business, social protection and social dialogue. He has also led a European Social Fund projects team. He has ten years field experience, mostly in Africa, as a training expert and consultant.

Robin Poppe holds a Masters degree in applied communication, with a specialization in adult training. He has worked in development and training for international organizations for over 35 years.



## Context and Challenges

The quality of people management is a determinant of government performance. If development targets are to be attained, and peace and stability achieved, Arab countries are expected to seriously look at the conditions to make their Government workforce more competent, prudent, and open. They would need to find culturally acceptable drivers of reforms that help the development of a competitive, diverse and inclusive public sector, and above all, prepare a generation of public leaders and managers at all levels of decision-making that can act with efficiency and integrity. Those are expected to lay the foundations for higher potential growth

and engineer a transformation in the way public authority is exercised. Such an orientation requires substantive investments in broader human resources management policies and building skills, especially those of middle managers who are the real “people on the ground”; those that the layman would turn to or criticize as being the “State”.

As such, the panel discussed:

- **The capability of training institutions** to rally civil servants around common goals and “values” of public service and to induce “attitudes” and “behaviors” that reinforce trust in the State, in the midst of change and instability.

- **The role of training institutions** in rallying actors around the agenda of reform, in reinforcing their positioning to become full-fledged partners in the policy dialogue around human capital formation and in staying aligned with the skills and competencies needed to work in government in the next 20 to 30 years.
- **Current challenges** related to the professionalization of the learning process as well as performance and impact improvement.

## Presentations and Discussion

### 1 Creating transformative public sector leadership

As presented by the United Nations Department for Economic and Social Affairs, innovative governance that can address the challenges of sustainable development needs leaders that can understand and influence innovation from a political and managerial angle. It needs leadership that can devise the means to scan the future, forecast upcoming challenges and find solutions to them before they emerge. This type of leadership is known as Transformative Leadership. Given the complexity of the issues at stake in the MENA region, transformative leadership is necessary for initiating and driving the implementation of policies in sectors considered critical for sustainable development.

Transformative public sector leadership is basically about three things:

- Transforming individuals,
- Transforming organizations and
- Transforming societies.

Transformative leadership also promotes a set of values such as moral courage and human dignity of individuals, collective goals and values of organizations, and social justice and democracy of society; and it emphasizes capacity development.

### 2 Nurturing and developing sustainable competences

The institutional and human capacities can best be developed bearing in mind the challenges they need to address. The civil service of the future needs staff that is adaptable and versatile, equipped with transportable competencies. According to the United Nations Department for Economic and Social Affairs, public leaders and the civil service workforce at large are expected to evolve and acquire a set of skills that range from entrepreneurial to administrative, integrative and operational (Figure 8):

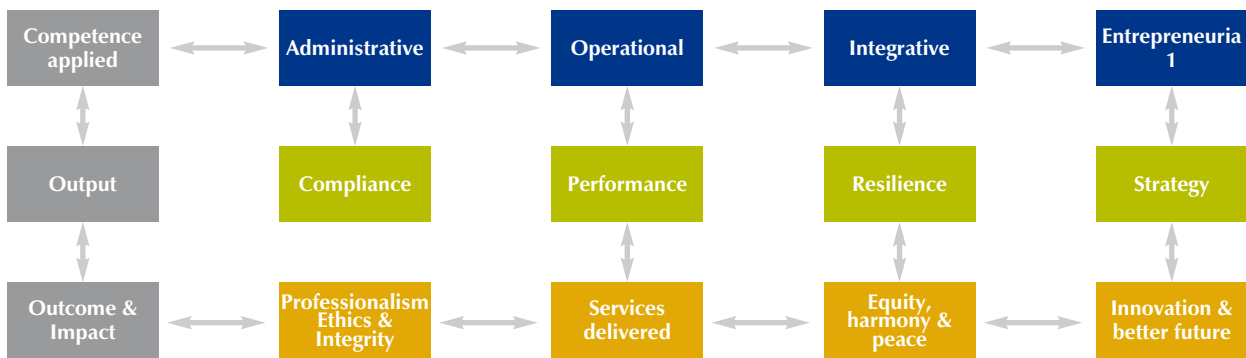
- Administrative skills to establish and sustain compliance with the

requirements of the rule of law, professionalism and ethics.

- Integrative skills to maintain resilience, especially in conflict affected or fragility environments.
- Entrepreneurial skills to engineer creativity, innovation and change.
- Operational skills to ensure the effective delivery of public services.

As long as any of these competences is missing, it is likely that the public service will remain underperforming.

Figure 8: A competencies framework for the MENA public service



Source: "Are training institutions actors of change management and public leadership building?", John-Mary Kauzya, Chief of Public Administration Capacity Branch, Division for Public Administration and Development Management, United Nations Department for Economic and Social Affairs, Marrakech, February 12, 2015.

### 3 Training institutions can be actors of change management

Developing the above competencies makes training institutions "very critical in sustaining the whole momentum of change and transformation" Dr J. M. Kauzya. According to IASIA, these institutions are called upon to undertake a qualitative transformation in order to be effective actors of change management by combining four core functions:

- Being a think tank for governments and society: To foster applied knowledge and rationalize public decision and policy-making, and provide advice and training to decision-makers.
- Being an information broker: In charge of translating the newest

outcomes of scholarly research into practical information, find and adapt best practices and alert governments about the effects and side-effects of their policies.

- Providing need-based training to all levels of public officials.
  - Taking their social responsibility by creating the needed skills for critical thinking and investing in research.
- The eight Standards of Excellence in Public Administration Education and Training (Figure 9), developed jointly by the UNDESA and IASIA can be used to guide the assessment and development of capacities of training institutions, to enable them to accomplish their role in building the capacity of current and future government leaders.

### 4 Adapting to a new learning landscape and paradigm

For development to be sustainable, the learning paradigm is undergoing transformations towards emphasizing:

- The prevalence of context over content.
- The centrality of the person and the importance of devising learner-centered approaches, in opposition to trainer-centered approaches.
- The acknowledgment that issues are multi-dimensional and the rise of networked learning versus traditional training.

In addition to the above, the ITC-ILO focused on the profiles of learners who have become increasingly impatient, expecting here and now solutions and refusing one size fits all approaches. They want decentralized and individual control over learning and knowledge. They are intensive users of social media (Google, YouTube, etc.) which is bringing informal learning to account for 70 to 90% of all learning.

Are training institutions prepared to adapt to this rapidly evolving context? Adhering to the new needs of learners could be disruptive when compared to the current organizational culture of most training institutions. The latter are called upon to ultimately become more connected digital organizations, to promote transformational learning processes (as opposed to one-time training programs), to facilitate knowledge-sharing and to take their beneficiaries on learning journeys.

Figure 9: The standards of excellence in public administration education and training



Source: Same as Figure 9.

# Roundtable I



Is Open Government on the agenda of MENA countries?



“  
The opening up of government...  
is now considered a fundamental  
element of a democratic society  
Roula SYLLA”

## Discussant

### Mr. Ahmed LAAMOUMRI

Acting Secretary General, Director of Studies, Communication and Cooperation, Ministry of Civil Service and Administrative Modernization, Morocco

## Guest Speakers

### Ms. Roula SYLLA

Policy Analyst, Governance Reviews and Partnerships Division, Public Governance and Territorial Development, OECD

### Ms. Angela RUSSO

Head of International Cooperation Projects, Consip SpA, Central Purchasing Body, Italy, and co-chair of the OECD-MENA network on public procurement

### Ms. Aicha Hosni KARAFI

Director General, Ministry of Economy and Finance, Tunisia



## Mr. Ahmed LAAMOUMRI

Ahmed Laamoumri is the Acting Secretary General and Director of studies, communication and cooperation at the Ministry of Public Service and Modernization of the Administration in Morocco. He holds an engineering diploma from Paris, and an engineering Diploma in Quality Management from the National School of Metals - France.

He held several positions of responsibility at various Ministries including the Ministry of Trade, Economy, Finance and Industry and Public Service and Modernization of Administration, in the areas of organization, auditing, training, human resources and international cooperation.

He contributed and prepared several studies in administrative management and administration reform, human resources management and capacity development, training, quality management of public administration, fighting corruption, improving service in public facilities, public governance, gender mainstreaming and support to equality. He also supervised the preparation of a series of studies in the same areas.

Ahmed Laamoumri contributes to a number of committees such as the OECD-MENA Governance initiative and international organizations such as the World Bank and the United Nations. He is a member of the GIFT-MENA network and of several networks and associations targeting the civil service.



## Ms. Roula SYLLA

Roula Sylla is a policy analyst within the MENA-OECD Governance Programme team at the OECD - Governance Reviews and Partnerships Division. She is responsible of the integrity and fighting corruption portfolio. She worked as Chief of Administrative Department at the Ministry of Finance of Lebanon from 2003 until 2012.

She was also a trainer at the Lebanese Institut des Finances Basil Fuleihan, where she had the opportunity to design and develop training and capacity building modules. Ms. Sylla holds a Master degree in Public Administration from the ENA-France, and a BA degree in journalism from the Lebanese University.



## **Ms. Angela RUSSO**

Angela Russo is Head of International Cooperation Projects, at the Italian Central Procurement Agency, Consip SpA, in charge of setting up a national public procurement and e-procurement system aiming at the rationalization of public spending on goods and services. She has more than 25 years of experience in accomplished communications, public affairs and international relations and over 14 years of experience in managing and coordinating e-government and e-procurement projects.

Ms. Russo holds a Degree in Foreign Languages with skills in engaging and assisting assigned internal and external partners (business and department heads) with targeted communications for both internal and external audiences. She is also a qualified procurement communication expert at OECD, IDB, EU Commission and G20 working group on anti-corruption, with specialization in international relationship management, government liaison, branding and identity promotion, public procurement marketing and communication.



## **Ms. Aisha KARAFI AL HOSNI**

Aisha Karafi Al Hosni is the Director General of Cabinet of the Minister of Finance in charge of the Central office of organization and media coordination. She is also Head of a project aiming at simplifying tax procedures in collaboration with the World Bank and the International Finance Corporation, Member of the Steering Committee of the Open Government

Partnership Project, Program Coordinator at the Ministry of Economy and Finance, and Founding Member of the Joint Commission of transparency and corporate governance. Ms. Karafi Al Hosni is a Public Finance Specialist, graduated from the National School of Administration and a Tax Collection Expert from the National School of Taxes in France. She also studied Accounting at the Higher Institute of Commercial Studies in Carthage, Tunisia. She is a Lecturer at numerous higher education public and private institutions.

## Context and Challenges

With citizens voicing their demands for more inclusive governance, participation and transparency, public governance is no longer the domain of national governments alone. Embracing the importance of providing citizens with timely access to data and information, and engaging them in public debate, governments are experimenting with new policies and testing innovative technologies that can ultimately contribute to advancing the Open Government agenda globally.

The main issues discussed focused on:

- **Current policy trends, approaches and tools of Open Governments** and their capacity to satisfy demands for transparency and inclusive governance. What makes Open Government an enabler of good governance and enhanced citizenship? Are citizens ready and willing to engage in the policy-making process?

- **Capacity development needs** across the public and private sectors as well as among civil society organizations.
- **Lessons learned** from others' experiences, the requirements and challenges for the MENA region.

## Presentations and Discussion

### 1 What is Open Government?

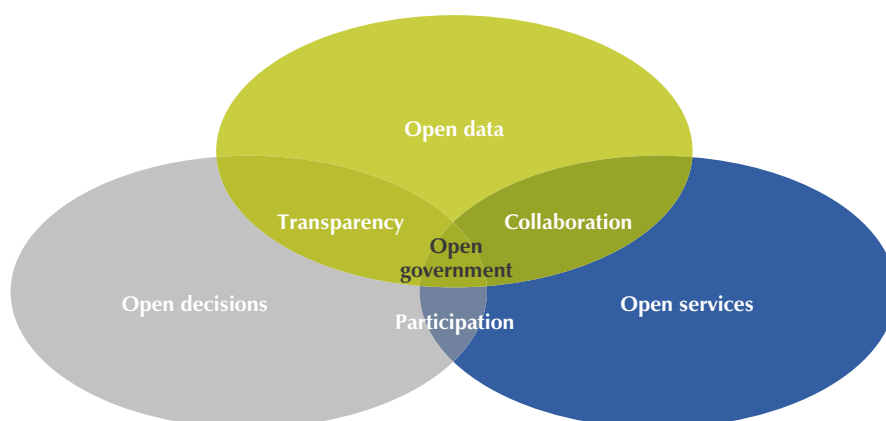
The OECD defines Open Government as “*The transparency of government actions, the accessibility of government services and information, and the responsiveness of government to new ideas, demands and needs*”. Open Government reforms foster the principle of transparency, accountability and inclusiveness. In addition, they contribute to improve policymaking

and sustainable socio-economic development by enhancing service design and delivery, increase public trust and create economic value and new business opportunities. Engaging on the path of Open Government means committing to four core principles<sup>9</sup>:

- **Transparency:** Regarding the open, comprehensive, timely and freely available publication of government activities and decisions.

- Citizen participation in policymaking and governance.
- Accountability.
- **Technology and innovation:** Providing citizens with open access to technology, recognizing the role of new technologies in driving innovation, and increasing the capacities on citizens to use technology.

Figure 10: **Open Government and socio-economic development**



Source: “Open Government”, Roula Sylla, Policy Analyst, Governance Reviews and Partnerships Division, Public Governance and Territorial Development Directorate, OECD, Marrakech, February 11, 2015.

<sup>9</sup> As defined by the Open Government Partnership.



## 2 Creating conducive environments for better governance

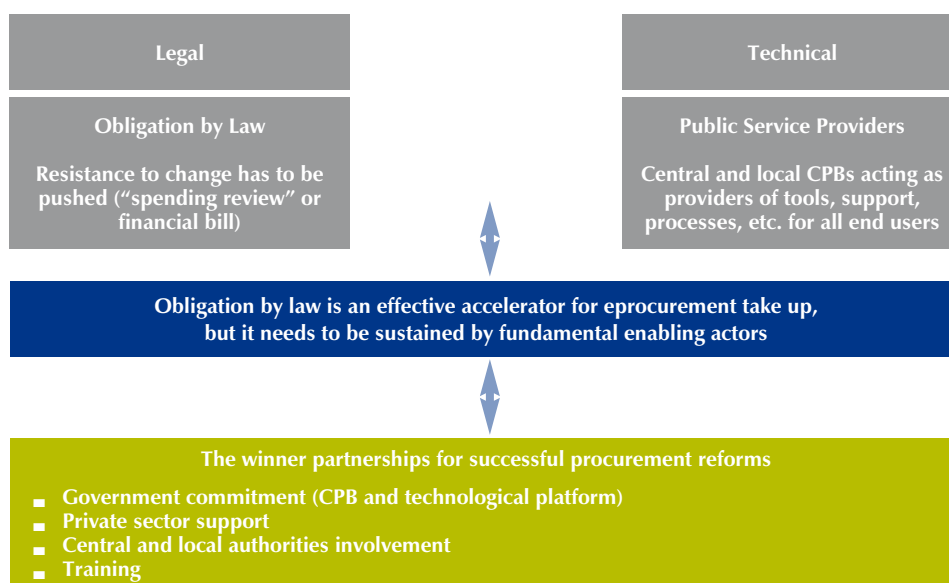
One of the major challenges when committing to Open Government is to manage, more effectively, public resources including budgets, procurement, natural resources and foreign assistance.

E-procurement - being a basic requirement for a transparent, accountable, reliable and trustful Government - is a tangible example of how Open Government policies are put in practice. It was presented by CONSIP as providing the opportunity for:

- Transparency and greater competition.

- Detailed spending data collection.
- Standardization, process simplification, process cost reduction.
- Litigation reduction.
- Opportunities for SMEs (easier access to public demand).
- Incentives to innovation both for business and public administration.

Figure 11: How to get a procurement reform right?



Source: "Is Open Government on the Agenda of the MENA Countries", Angela Russo, Head International Cooperation Projects, Consip SpA, Marrakech, February 11, 2015 .

## 3 A tool for curbing corruption

Measures that address corruption and public ethics, access to information laws, political financing, media and civil society freedom are at the core of Open Government initiatives. A major area of work for countries committing to the OGP agenda is to work towards ensuring high standards of professional integrity throughout their public administration. A series of instruments have been developed in this regard such as: Public sector code of conducts, Assets declarations, Whistle Blowers protection, etc.

## 4 Is Open Government on the agenda of MENA countries?

Jordan, Libya, Morocco and Tunisia have already engaged on the path of Open Government. After Jordan in 2011, Tunisia was the second MENA country to join the Open Government Partnership in 2014. It drafted its first OGP action plan based on a comprehensive consultation process supported by the OECD, which had previously conducted the Open Government Review. Morocco established an Open Government Steering Committee with representatives from key public institutions and civil society organisations. It is currently elaborating its OGP action plan and finalizing the adoption of the access to information law, prior to becoming an official OGP member.

Figure 12: The citizen friendly budget (Tunisia)



Source: The Ministry of Finance of Tunisia, [www.finances.gov.tn](http://www.finances.gov.tn)



# Roundtable 2

## Prospects of South-South cooperation in the Arab world



### Chairperson

**Ms. Fida' ABU-HMAID**

Acting Director General, Palestinian  
Public Finance Institute, Palestine

### Guest Speakers

**Mr. Edem BAKHSHISH**

Chief, Division for Arab States, Europe  
and the CIS, United Nations Office for  
South-South Cooperation

**Ms. Aliya YESSIMSEITOVA**

Communications and Partnership,  
Regional Hub of Civil Service in Astana,  
United Nations Development Programme,  
Kazakhstan

**Ms. Safaa ABDEL MONEM HABIB**

Director of Public Relations Department,  
National Council for Women, Egypt

**Dr. Stephane MONNEY MOUANDJO**

Director General of the African Training  
and Research Centre in Administration  
for Development (CAFRAD)

“*South-South cooperation is a change  
in the mind-set.*”

Edem BAKHSHISH





## Ms. Fida' ABU-HMAID

Fida' Abu-Hmaid holds a Bachelor of Arts in law from Yarmouk University in Jordan.

She is a Civil Servant in the Palestinian Authority since the year 2000. She currently serves as acting Director General of the Palestinian Public Finance Institute.

Previously, she occupied several functions of responsibility within the legal and administrative affairs department of the Ministry of Finance of Palestine, where she started her carrier as legal assistant, then director of the legal department, to be later promoted to Deputy Director General, then Director General of the department.

Ms. Abu-Hmaid has taken part in the multiple stages of the reform process within the public finance structure of the Ministry as legal advisor to the Minister of Finance and member of several working groups focused on setting goals and strategies, forming polices, drafting legislations in public finance management especially in regards to the revenues reform process.



## Mr. Edem BAKHSHISH

Edem Bakhshish is Regional Chief at the Division for Arab States, Europe and the CIS at the United Nations Office for South-South Cooperation (UNOSSC).

He is responsible for providing cross-practice support to the UN Country Teams in identifying practical opportunities for expanding South-South and Triangular Cooperation; developing the capacity of various partners at national and regional levels in advancing the concepts and practices of South-South Cooperation. He has 19 years of cross-practice

advisory and leadership experience in various UNDP-supported human development initiatives. His areas of professional focus include South-South and Triangular Cooperation, local economic development and microfinance, local governance and results-based budgeting, HIV/AIDS prevention, gender mainstreaming and knowledge management. Mr. Bakhshish holds a B.A. in Management (Major in Financial Management) from the Taurian Institute of Entrepreneurship and Law, Ukraine, as well as a Diploma of Specialist in Economics from the same institute, and a Master of Management (International Business Relations) from the International Business School of the Peoples' Friendship University of Russia (named in honor of Patrice Lumumba).



## Ms. Aliya YEsSEMSITOVA

Aliya Yessemsitova is a Communications and Partnership Specialist at the Regional Hub of Civil Service in Astana (UNDP). She oversees the international partnership and communication strategy of the Regional Hub, which encompasses 30 participating countries and 5 international organizations. Before joining the Regional Hub of Civil Service, Ms. Yessemsitova worked for 3 years in civil service, coordinating international cooperation and project implementation at the Civil Service Agency of Kazakhstan. With degrees in International Relations and International Public Policy, her major interests have been international development processes, planning and strategic management, project management and public policy.

## Ms. Safaa ABDEL MONEM HABIB

Safaa Abdel Moneim Habib is the Director of Public Relations and Publications of the National Council for Women- Egypt, and the focal point with the civil society and political parties. She worked for 15 years on empowering women economically, socially and politically. Ms. Abdel Moneim Habib works as Official and Supervisor of “Women

Householders project” for economic empowerment. She is also Associate member of the Executive committee of the national strategy to combat all forms of violence against women. Supervisor of publications and film production issued by the National Council for Women, she holds a Bachelor degree of Arts from Cairo University.



## Dr. Stephane MONNEY MOUANDJO

Stephane Monney Mouandjo is the Director General of the African Centre for Training and Research Administration for Development (CAFRAD), a Pan-African institution based in Tangier in Morocco.

His work focuses on various and transversal issues in the fields of law, public administration in Africa, democracy and especially the issue of international election observation.

An academic, Dr. Monney Mouandjo is professor and researcher at the Institute of International Relations of Cameroon (IRIC). He is responsible for the publication of the “Journal of African Public Administration”.

He holds a Doctorate in public law and political science from the University of Reims and a former student of the universities of N’Gaoundéré, Strasbourg and Reims.

# Context and Challenges

Dealing with cross-national threats, satisfying an insatiable demand for jobs, curbing pervasive corruption, building institutions, etc. are issues that stretch far beyond the capacity of a single nation or country. Cross-country and regional mechanisms may be effective instruments for the states to put at work the talents of nations to the benefits of stability, peace and development. They have the power to act as platforms for proposing instruments to address rising development challenges, report benchmark and progress, and guide the allocation of resources. Nonetheless, these mechanisms need serious revisiting especially in the light of the large financing gap for development exacerbated by fiscal

constraints facing the region; a gap that Official Development Assistance (ODA) alone will not be able to satisfy. Given that multilateral assistance stands at only 13 percent of overall Arab cooperation<sup>10</sup> (compared to 30 percent on average in OECD countries), there sure is considerable scope for expansion and for strengthening South-South cooperation, especially in the form of “soft technical assistance”. A harmonized effort may lead as well to a stronger Arab voice in the global arena and open the door for Arab providers to offer their expertise and knowledge to other regions. Roundtable 2 therefore exchanged around:

- **The priorities of the development cooperation agenda:** Are governance reform and capacity development on the list? To what extent are Arab donors willing to give importance to building the capacity to govern in MENA?
- **Regional cooperation:** What are the capacity, policy action and coordination mechanisms needed to establish a successful model of regional cooperation for better governance?
- The opportunities provided by **South-South cooperation** to enhance public governance and public service delivery as well as the conditions of successful triangular cooperation and institutional networking.

# Presentations and Discussion

## 1 What is South-South cooperation?

According to the UNOSSC, South-South Cooperation is “a process whereby two or more developing countries pursue their individual and/or shared development objectives through exchanges of knowledge, skills, resources and technical know-how and through collective actions including partnerships involving governments, civil society, academia and the private sector for their individual and/or mutual benefit”. It is a driver for development, based on solidarity, reciprocity, and mutual benefit.

## 2 South-South Cooperation in the Arab world is gaining momentum

Examples are many: The GIFT-MENA network has been operational in the areas of governance and capacity development since 2006. In 2014, Qatar hosted the First Arab States EXPO and Egypt established the South-South Development Academy to enhance

the country’s creative capacities to find solutions for its development problems through the exchange of information and experiences, as well as the sharing of technical resources etc. Morocco, Palestine and Sudan have conducted stock-taking exercises at a national-level. The UAE has engaged into becoming a front-runner in promoting Green Economies.

Figure 13: A dedicated portal for South-South cooperation in the Arab world



Source: Mapping South-South Mechanisms and Solutions in the Arab States - <http://southsouthworld.org>

<sup>10</sup> Islamic Development Bank, UNDP and the UN Office for South-South Cooperation (2014), Mapping South-South Cooperation in the Arab States: Mechanisms and Solutions.

### 3 Understanding the context

The expansion of South-South cooperation is explained by three main factors:

- Solutions that have succeeded in countries with similar demographics are most likely to be successful in comparable contexts.
- Knowledge, expertise, know-how, and solutions unique to the South are usually found within the Global South.
- All countries, however poor they may be, have effective solutions to offer.

Evidence collected by the UNOSSC also shows that Southern providers of development cooperation sometimes require the financial and/or technical support of multilateral and/or developed-country partners when assisting other countries. Therefore, South-South Cooperation provides opportunities to the donor community to leverage the resources of multiple Southern partners and increase the impact of its aid disbursements.

### 4 The way forward

Ideas and recommendations focused on:

#### I. Within countries: Leadership and inclusiveness

- Identify the priorities, the sectors and the stakeholders.
- Make it a public policy: Set a national strategy and an action plan in line with the Government development strategy.
- Commit a budget to South-South cooperation activities.
- Endow a national institution with the responsibility to manage SCC. Experience shows that countries with the existing policy, coordination mechanism and resources have proven more successful than the countries that revert to SCC on an ad hoc basis.

#### II. At the regional level: Harmonization

- Rely on existing regional actors and networks, such as GIFT-MENA, as expertise brokers.
- Devise a coordination mechanism for the region to further catalyze the process.
- Build bridges with other blocks of South-South cooperation, in Africa (e.g. CAFRAD) or Asia (e.g. Regional Hub of Civil Service in Astana - Kazakhstan).





# Roundtable 3



## Local governance: Opportunities and challenges



“Improving local governance is about strategies, a multi-level collaboration and a leadership that embraces values, responsibilities and skills.”  
Vincent POTIER

### Chairperson

**Dr. Refaat ALFAOURI**

Director General, Arab Organization for Administrative Development (ARADO)

### Guest Speakers

**Mr. Vincent POTIER**

Director General, National Center for Territorial Civil Service, France

**Mr. El Houcine TAKI**

Head of the Audit Department, Ministry of Interior, Morocco

**Mr. Ali Ahmed DUGASH**

President of the Higher Council for Local Governance and Human Resources Development, State of Kordofan, Sudan



## Dr. Refaat ALFAOURI

Dr. Refaat Alfaouri is the Director General of the Arab Administrative Development Organization - League of Arab States, since 2007. He led the organization's strategic mission in promoting administrative development in the Arab world through an effective partnership framework. He works with several government officials, regional and international organizations in fostering innovative and advanced strategies within the Arab region that address administrative development. He possesses over 20 years of experience in Human Resources, Organizational Analysis and Strategic Planning. He carried out several consultations and projects in the field of HR development and administrative reform and published more than 20 articles and 2 books.

He was previously Vice President for Administrative, Academic and Quality Assurance and Dean of the School of Economics and Admin. Sciences. He holds several honorary positions, including member of the Higher Coordinating Committee of the Arab Cooperative Work, and member of the Advisory Board of the OECD-MENA Region.

Prof. Dr. Alfaouri holds a BA in Administrative Sciences from Yarmouk University, a Master in Public Administration from the University of Southern California, and a PhD in Public Policy Analysis and Administration from Saint Louis University, USA in 1990.



## Mr. Vincent POTIER

Vincent Potier is the Director General of the National Center of Territorial Public Service (CNFPT) since 2010. He holds a Master degree in human sciences (1976), graduated from the Institute of political studies in Paris (1979) and from the National School of Public Health (1982).

He has occupied a number of key positions within the French local Government.

He has a number of publications among which: "L'éloge du service public local" (with Jean-Luc Boeuf and Jean-Jacques Urvoas, Editions de la Lettre du cadre, 1997). "Déontologie et responsabilité" (Editions Sept, 2000). "Maîtrise des risques dans la gestion locale" (with Philippe Harang, Editions du Moniteur, 2001). "La déontologie dans la fonction publique territoriale" (with Vincent Péguy, Editions du Moniteur, 2002). "Les collectivités territoriales et leurs responsabilités" (in cooperation Jurisclasseur, 2003). "Evaluation des politiques locales" (with Magali Bencivenga, Editions du Moniteur, 2005). "Dictionnaire pratique des collectivités territoriales". "Action sociale et médico-sociale des collectivités territoriales" (Editions du Moniteur, 2006). "Le management public des territoires" (contribution to a collective edition, Editions de l'Aube, 2012).





## Mr. El Houcine TAKI

El Houcine Taki is a graduate of the National School of Administration of Rabat and holds a degree in public law.

He is the head of the continuous training department within the Directorate General of municipalities and the Directorate of training of administrative and technical municipal staff, where he oversees the development of continuous training programs for local representatives and staff, as well as the preparation of seminars and train-the-trainer programs.

He is also Head of the Audit Department and a member of the committee of the Ministry of Interior in charge of the establishment of internal control units for local representatives and staff of municipalities.

Throughout his career, Mr. Taki participated to several seminars on local governance and training engineering, needs assessment and the development of evaluation tools and programs.



## Mr. Ali Ahmad DUGASH

Ahmed Ali Dugash is currently Advisor to the Governor of the Local Government Affairs and Human Resources Development in the State in Kordofan in Sudan.

He has a valuable professional experience, having been a member in the High Peace Council member, and in the Sudanese National Assembly (1996- 2000), a researcher in the field of conflict and the head of a Studies

Center as well as Director General of the Department of Human Resources at the Ministry of Labour, Public Service and Human Resources. Mr. Dugash holds a Bachelor of Agriculture from the University of Assiut - Egypt (1985), a Higher Diploma in management studies and local government of Khartoum University, and a Masters in Rural Development from Om Durman Islamic University.

## Context and Challenges

Decentralization and the development of local governance initiatives are bringing the State closer to its constituents. It is increasingly perceived to be effective in promoting participatory democracy and inclusive development. But moving from a centralized State towards more decentralization entails profound changes that relate among others to state organization, the exercise of authority and accountability. It is also dependent on the successful decentralization of decisions related to the management of public funds, the management of people and the delivery of public services in a way that

adapts to local needs. This requires a substantive investment in capacity development at the local level.

Roundtable 3 raised the issues of:

- **Decentralization:** Is it the trend today? Is it a policy choice? Does every form of governance practiced at a local level constitute local governance? What have we learned from experiences and practices around the world?
- **The dimensions of local development in the Arab world:** institutional, administrative, fiscal; and its institutional linkages with central government.

- **The approaches and tools of capacity development** that can support local governance.

- **The role of private sector and civil society organizations** in local governance development.

The cases of Morocco, presented by the Ministry of Interior and the case of Sudan, presented by the Higher Council for Local Governance and Human Resources Development of the State of Kordofan, were discussed.

## Presentations and Discussion

### 1 Local governments are providers for:

- A democratic and direct dialogue between elected officials and citizens.
- More relevant public action as well as flexible public services that directly address the issues of development, solidarity and crisis management.
- Local development mechanisms based on cooperation between public, private and civil society stakeholders.

### 2 Planning for local governance shall take into consideration that delocalisation is:

- A political choice related to the State's organization and structure.
- A commitment to serve the public interest.
- A vector of democratic and participatory governance that promotes individual and collective freedoms.
- Subject to multi-level collaboration across the various stakeholders (government, municipalities, local decision-makers, etc.).

It is therefore recommended to conduct decentralization in contexts where the central government is already well-established and stable. The success of decentralization is linked to the local governments' degree of effective autonomy as well as to its capacity to manoeuvre, particularly in key areas of development (such as education, health, sanitation, transport, etc.).

### 3 The centrality of the human capital

Local governments are confronted to a number of challenges resulting from the lack of political will when national authorities associate decentralization with a loss of power, resistance to change and the lack of capacities. In order to obtain results, close collaboration is expected between local-governance actors and the central government. A clear distribution of responsibilities, available capacities and resources and accountability mechanisms should be made available to support capacity-building initiatives. Training and empowering local communities is expected to address and integrate all challenges related to decentralization, such as the new institutional environment, participatory governance, planning and evaluation, administrative, financial and human resources management and diversity management.

# Concluding Remarks<sup>11</sup>

By **Najat Zarrouk**

Member of the U.N. Committee of Experts on Public Administration



Excellencies, Ladies and Gentlemen, Colleagues and Friends,  
We have come to the end of our conference on Governance, State Building and the Rule of Law.

I would like to express my thanks to the organizers and in particular:

- **The Kingdom of Morocco**, which has embraced and supported this event through its Ministry of Public Service and Administrative Modernization. Morocco's commitment reflects the values of openness and moderation, tolerance, dialogue and mutual understanding between cultures and civilizations promoted by the Kingdom as well as the importance it gives to fostering cooperation, solidarity and partnership-building with other countries at the regional, continental and international level.
- **The GIFT-MENA network** that is nurturing cooperation and dialogue through a collective effort to document and disseminate knowledge and leading experiences, build support and capacity in the public sector in MENA countries.
- **And the Institut des Finances Basil Fuleihan of Lebanon**, Secretariat of the network.
- **To all guests and members of the network and the delegations** that participated to the event, took part to the constructive debate, shared experiences, documents and publications and contributed to the success of the conference.
- And finally, **to all regional and international institutions and organizations** that have supported this important gathering, bringing in their expertise and international outlook.

The conference addressed four major topics:

**1. It proposed an assessment of the situation in the MENA region: challenges, constraints, crises and risks, highlighting:**

- Political transformations towards further democracy in some countries such as Morocco, Tunisia and Egypt and the more complex situation in other countries where are prevailing political instability, waves of wars, violent conflicts and

instability, economic stagnation, population displacement, migration and unemployment, youth unemployment and the destruction of cultural heritage.

- The low quality or lack of basic infrastructure and services provided to citizens.
- The decline in the governance indicators, especially at the level of financial transparency.
- The adverse effects of bureaucracy and low government performance and efficiency and corruption in the public sector.
- The negative impact of politically and economically captured systems prevailing in the region.
- The various risks threatening the region such as, and in order of prevalence: security, political stability, government effectiveness, labor market, legal and regulatory, infrastructure, financial, foreign trade and payment, macro-economic, and tax policy.

<sup>11</sup> The spoken word prevails.

## 2. The position, importance, and predominance of the public sector in the Arab world:

- The Arab region records the highest level of public sector wage bill, equivalent to 9.8% of GDP compared to a rate of 5.4% globally.
- The Civil Service employs between 14 and 40% of the total workforce in the region.
- Public sector wages are estimated to be 30% higher than in the private sector, while on a worldwide scale, public wages are 20% lower than those of the private sector.
- Public sector employment in the Arab world is a lifetime and secured job.
- Civil service weights heavily on public finances and public governance.
- Fragility and instability in many countries are hindering development and hampering social justice, the rule of law, integrity, transparency and accountability.

## 3. What is the key and where to begin to support the rule of law and the work of institutions?

At the global level:

- Governance reform is a key measure of inclusive development.
- The new SDGs, focusing on people, dignity, the planet, justice, partnership and prosperity, provide a framework to engage on the path of sustainable development.
- Regional and international organizations play a central role in providing support for restoring peace and key governance functions in post-conflict environments.

At the National level:

- Create an enabling environment characterized by strong rule of law (e.g. a Constitution that guarantees the separation of powers, respect of human rights, participation, accountability, etc.), a wise leadership, creative and committed to

change, a comprehensive reform plan for the public sector at large, investment in technology and e-government as well as in capacity development and the empowerment of citizens through CSOs.

- Carry out the massive modernization of public administration and public finance and privilege approaches that take into account the country context (history, culture, political system, economic prospects, tribal, ethnic and sectarian considerations, etc.)
- Advance good governance through the reform of public money management, the promotion of Open Government, the support of models of South-South cooperation and the commitment to decentralization and the development of local governance as one main pillar of democracy and the exercise of individual and collective freedoms. Cases of Morocco and Sudan are promising examples of successful decentralization.

## 4. How can training institutions contribute to change management and increase the performance of leaders in the public sector?

- Training institutions are very critical to the sustainability of the whole momentum of change, transformation, and development.
- To fulfill their mission and accomplish their role in building the capacity of current and future government leaders, these institutions must undertake qualitative transformation, relying on existing tools such as the UNDESA and IASIA standards of excellence in public administration education.
- Training institutions also need to adapt to learning trends that are evolving towards more collective work, the prevailing importance of context over content and a learner-centered approach. They need to replace specialized training by

networked learning and encourage the integration of Information and Communication Technologies in the learning process.

- Research, think tanks and networks are increasingly seen as catalysts for acquiring and developing skills.
- As for leadership building, and in the context of high unemployment especially among the women and youth, low female participation in the labor force, low levels of private sector development, weak public governance, and rampant corruption, public service leadership is expected to be transformational, i.e. to formulate and implement a coordinated and comprehensive development strategy that involves governments, the private sector, civil society, and the international community.

In view of the post-2015 development framework, enhancing public governance has become one major concern of all governments today, notably in countries of the MENA region. But there is no single recipe for success. Reform is a long-term and complex process that may need a change in behaviors, attitudes and traditions, especially across the civil service.

This makes capacity development, training and human capital formation strategic components of any reform program and brings training institutions at the forefront of State modernization. They are endowed with the mission to provide not only learning opportunities but also platforms to interact, to dialogue, to consult and to listen to each other, to build trust and to engage in common values... so that every civil servant understands that he/she is the State.

Thank you.

# Conference Agenda

Wednesday FEBRUARY 11, 2015

Annual Conference

9:00 - 9:30

Registration and Welcome Coffee

9:30 - 10:30

Opening Ceremony

## Official Speeches by

**HE Mr. Mohamed MOUBDI**

Minister of Civil Service and Administrative Modernization

**Mr. Abdeslem BEKRATE**

Wali of Marrakech-Tansfit-El Haouz region, Morocco

**Mr. Jean-Christophe DONNELIER**

Chairman of the Board, Expertise France, represented by Mr. Cyril BOUYEURE

**Dr. Badr Othman MALALLAH**

Director General, Arab Planning Institute, Kuwait, represented by Ms. Mariam EL AJAAN

**Dr. Refaat ALFAOURI**

Director General, Arab Administrative Development Organization

**Ms. Lamia MOUBAYED BISSAT**

President of the GIFT-MENA Network

## Keynote speech by

**Professor Michiel DE VRIES**

President, International Association of Schools and Institutes of Administration

10:30 - 11:00 / Coffee break and

Group Photo

11:00 - 12:30

Plenary session

**Resilience in the public sector at time of crisis: Coping with change and instability**

## Chairperson

**Dr. Raed BENSAMS**

Director General, Bahrain Institute of Public Administration, Bahrain

## Guest Speakers

**Mr. Bruno POUZAT**

United Nations Resident Coordinator and UNDP Representative, Morocco

**Mr. Julio NABAIS**

Senior Adviser on Civil Service and Administrative Legal Framework, OECD-SIGMA

**Ms. Atsuko OKUDA**

Chief of the Governance and State-building Section, Emerging and Conflict-related Issues Division, UN-ESCWA

**Mr. Bryn WELHAM**

Research Fellow, Centre for Aid and Public Expenditure, Overseas Development Institute

## Discussion

12:30 - 14:00 / Lunch

14:00 - 16:00

Roundtable discussions

## Roundtable 1:

**Is Open Government on the agenda of MENA countries?**

Languages: English and Arabic

## Chairperson

**Mr. Ahmed LAAMOURI**

Acting Secretary General, Director of Studies, Communication and Cooperation, Ministry of Civil Service and Administrative Modernization, Morocco

## Guest Speakers

**Ms. Roula SYLLA**

Policy Analyst, Governance Reviews and Partnerships Division, Public Governance and Territorial Development, OECD

**Ms. Angela RUSSO**

Head of International Cooperation Projects, Consip SpA, Central Purchasing Body, Italy, and co-chair of the OECD-MENA network on public procurement

**Ms. Aicha Hosni KARAFI**

Director General, Ministry of Economy and Finance, Tunisia

## Discussion

## Roundtable 2:

**Prospects of South-South cooperation in the Arab world**

Languages: English and Arabic

## Chairperson

**Ms. Fidaa ABUHMAID**

Director General, Palestinian Finance Institute, Palestine



## Guest Speakers

### Mr. Edem BAKHSHISH

Chief, Division for Arab States,  
Europe and the CIS, United Nations  
Office for South-South Cooperation

### Ms. Aliya YESSIMSEITOVA

Communications and Partnership,  
Regional Hub of Civil Service in  
Astana, United Nations Development  
Programme, Kazakhstan

### Ms. Safaa ABDEL MONEM HABIB

Director of Public Relations  
Department, National Council for  
Women, Egypt

### Dr. Stephane MONNEY MOUANDJO

Director General of the African Training  
and Research Centre in Administration  
for Development (CAFRAD)

## Discussion

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### Roundtable 3:

#### Local governance: Opportunities and challenges

Languages: French and Arabic

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### Chairperson

#### Dr. Refaat ALFAOURI

Director General, Arab Organization  
for Administrative Development  
(ARADO)

## Guest Speakers

### Mr. Vincent POTIER

Director General, National Center for  
Territorial Civil Service, France

### Mr. El Houcine TAKI

Head of the Audit Department,  
Ministry of Interior, Morocco

### Mr. Ali Ahmed DUGASH

President of the Higher Council for  
Local Governance and Human  
Resources Development, State of  
Kordofan, Sudan

## Discussion

20:00 / Diner invitation

## THURSDAY FEBRUARY 12, 2015 Annual Conference

9:00 - 10:30

### Plenary session

#### Are training institutions actors of change management and public leadership building?

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### Chairperson

#### Ms. Lamia MOUBAYED BISSAT

Director, Institut des Finances Basil  
Fuleihan, Lebanon

## Guest Speakers

### Mr. John-Mary KAUZYA

Chief of Public Administration  
Capacity Branch, Division for Public  
Administration and Development  
Management, United Nations  
Department for Economic and Social  
Affairs

### Professor Michiel DE VRIES

President, International Association of  
Schools and Institutes of Administration

### Dr. Nadia Amal EL BERNOUSSI

Acting Director, National School of  
Administration, Morocco

### Mr. Robin POPPE

Chief, Learning and Communication,  
ITC-ILO

## Discussion

10:30 - 11:00 / Coffee break

11:00 - 11:45

#### Presentation of the roundtables' results and recommendations

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### Moderator

#### Mr. Ludovic MORINIERE

Director for International  
Development - Public Services,  
Bearing Point, France

11:45 - 12:30

### Closing session

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#### Concluding remarks by

#### Dr. Najat ZARROUK

Member of the U.N. Committee of  
Experts on Public Administration

## The Way Forward

Brief word by partners organizations

12:30 - 13:30 / Lunch

15:00

### Touristic Visit