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"Future Government: A Global Perspective in Connection to Open Government Data and Citizen Engagement"

organized by
Division for Public Administration and Development Management of
United Nations Department of Economic and Social Affairs (UNDESA)
in cooperation with the
International Telecommunication Union (ITU)

Geneva, Switzerland
19 May 2011

EXECUTIVE SUMMARY

Open government data has become a dominant trend in a number of countries in recent years. The trend aims to co-create public value by governments together with businesses, civil society and citizens. This political paradigm is based on the principles of transparency, participation, and collaboration. This is a cultural change putting government, citizens and other stakeholders of society as partners. The core values of open government data can be summarized as: (i) Transparency: Governments should provide citizens information on what the governments are doing, so that governments can get feedback on their decisions and be held accountable; (ii) Participation: Governments should actively solicit expertise and consult with all sectors of society so that it makes policies with the benefit of the best information; (iii) Collaboration: Government officials should work together and with citizens and the private sector as part of their job of solving local and national problems.

Open Government Data (OGD) can be seen as one of the pillars of a broader open government strategy. The term Open Government Data means that government agencies put their data online in a way that can be read by humans and processed by computers (preferably as raw data or structured data in open formats that can be processed by machines, and under an open license allowing for the data to be re-used by third parties). The public can review and download the data, and even create new analyses and applications based on the data. OGD allows entirely new levels of civic engagement and government accountability and transparency, which in turn enhance public service delivery and the use of public resources. Despite the various challenges brought by the digital divide between "countries at different levels of development, which affects many economically and socially relevant applications in such areas as government, business, health and education", governments worldwide are increasingly using and sharing data through the Web at national, regional and local levels.

Due to the growing importance of the above mentioned movements taken by UN Member States, the Division for Public Administration and Development Management of the Department of Economic and Social Affairs (DPADM/DESA), in cooperation with the International Telecommunications Union (ITU), organized an international capacity building workshop entitled "Future Government: A Global Perspective in Connection to Open Government Data and Citizen Engagement", that took place in Geneva, Switzerland, on 16-17 May 2012, during the 2012 annual follow-up meetings of the World Summit on Information Society (WSIS).

This report presents the main findings and recommendations shared by the workshop panelists and participants. The workshop sessions comprehensively covered the main global trends,

policies, strategies, action plans and case studies on Open Government Data. Among the participants at the workshop, there were representatives of Member States, international organizations, academia, private sector, and civil society organizations, particularly from developing countries.[1]

The Open Government Data initiatives that have been arising worldwide in recent years, clearly support the fact that stakeholders still lack a clear understanding of the potential benefits of this tool in terms of government transparency and accountability, as well as promoting spill-over social and economic outcomes. The debates during the workshop centered around major requirements for implementing successful open government data initiatives, which rely on citizens' engagement and enhance the delivery of public services.

The case studies and best practice presentations by government officials from Member States who have adopted OGD initiatives provided empirical evidence of the real challenges, especially in developing countries, for empowering citizens through the wide dissemination and sharing of data in open formats. Policymakers, experts and private sector representatives' presentations and open discussions promoted thorough and comprehensive advice for future steps at multilateral and national levels. The key recommendations and findings proposed by participating experts, delegations, and other relevant stakeholders will also be fully reflected in the upcoming Open Government Data Toolkit, to be launched by UNDESA/DPADM in 2012.

KEY COMMENTS FROM PLENARY PANELISTS

"Principles of open government are providing information and services, providing access to information and resources, supporting citizens' participation in decision making and increasing transparency and efficiency of the government" Ms. Bikesh Kurmanguliyeva, Ministry of Transport and Communications of the Republic of Kazakhstan

"Government is not designed to avail info; it is designed to provide services." Dr. Ahsraf Abdel Wahab, Ministry of State for Administrative Development, Egypt

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[1] See Annex 2 – List of Participants

RECOMMENDATIONS FROM THE PRESENTATIONS AND DISCUSSIONS

1. "Open government" means more transparency, accountability, participation and collaboration. This is above all a cultural change rather than a technical or administrative issue. This cultural change is not expected to happen overnight, however in order for it to be to be successful and sustainable; it needs to be accepted by all stakeholders. "Government as a platform", means that governments don't have to build all new services but rather make data available as infrastructure for third parties to use and build added-value services upon.

2. Citizens need to have access to information in order to participate in society. For e-participation this means that citizens need to have (ideally broadband) Internet access. If Internet access is not available, governments need to find other ways to ensure their citizens' participation.

3. Appropriate and specific legal mandates are fundamental to the effective implementation and sustainability of Open Government Data initiatives;

4. Stakeholders must be engaged early and as much as possible during the process of planning, implementation, monitoring and evaluation of Open Government Data initiatives;

5. International harmonization and cooperation among Member States, development partners (UN System, OECD, EU, etc.) is critical for the advancement in the enlargement of use and creation of value through Open Government Data;

6. Citizens engagement and e-participation must address the specific needs and preparedness of the society by providing users accessible and easy-to-understand language and interfaces;

7. Measuring progress in e-participation and Open Government Data initiatives is an important tool for raising awareness among UN Member States and other stakeholders.

A GLOBAL PERSPECTIVE: THE FUTURE GOVERNMENT, OPEN DATA AND CITIZENS ENGAGEMENT

Governments around the world are increasingly opening and sharing their information with citizens, media and other stakeholders, as a response to the widely accepted principles of good governance, which are the foundations for achieving peace and development goals.

Open government data has become a dominant trend in the public administration in a number of countries in recent years, and it aims to co-create public value together with business, civil society and citizens. This political paradigm is based on the principles of transparency, participation and collaboration. This is a cultural change putting government, citizens and other stakeholders of society as partners. The core values of open government data can be summarized as: (i) Transparency: Government should provide citizens information on what the government is doing, so government can be held accountable; (ii) Participation: Government should actively solicit expertise and consult with all sectors of society so that it makes policies with the benefit of the best information; (iii) Collaboration: Government officials should work together and with citizens and the private sector as part of their job of solving national problems.

Open Government Data (OGD) is one pillar of an open government strategy. The term means that government agencies put their data online in a way that can be read by humans and processed by computers (preferably as raw data or structured data in open formats that can be processed by machines, and under an open license allowing for the data to be re-used by third parties). The public can review and download the data, and even create new analyses and applications based on the data. OGD allows entirely new levels of civic engagement and government accountability and transparency, which in turn enhance public service delivery and the use of public resources. Despite the various challenges brought by the digital divide among "countries at different levels of development, which affects many economically and socially relevant applications in such areas as government, business, health and education", governments worldwide are increasingly using and sharing data through the Web at national, regional and local levels.

The intrinsic value and the potential benefits of OGD seem reasonably clear, although our collective imagination can be widened by active exchanges of ideas and experiences. It is challenging for governments at every level (national, regional, local) to initiate and sustain open data initiatives due to lack of understanding of benefits on the part of policy makers and stakeholders as well as technical knowledge.

This situation requires strengthening the capacity of civil servants, as well as stakeholders from business, science and civil society, to initiate, implement, and evaluate innovative and sustainable forms of data publishing initiatives. While there is wide consensus on the overall benefits for society and democracy that can arise from a more transparent, accountable, participatory and efficient government, recent studies[2] also indicate the positive effects for the economy through new products and services, re-using open government data.

A wide range of indicators are now used to evaluate government performance, especially in e-government. One of the challenges for the future government is to design and implement new metrics for benchmarking governments' performance to ensure that citizen engagement and open government data initiatives can be monitored and improved. It is necessary to allow benchmarking of the "transformation readiness" of governments as well as improvements in "public value" from the point of view of citizens.

For this purpose, the Division for Public Administration and Development Management of the Department of Economic and Social Affairs (DPADM/DESA), in cooperation with the International Telecommunications Union (ITU), organized an international capacity building workshop entitled "Future Government: A Global Perspective in Connection to Open Government Data and Citizen Engagement", in Geneva, Switzerland, on 16-17 May 2012, during the 2012 annual follow-up meetings of the World Summit on Information Society (WSIS).

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[2] See for example the recent studies on the economic impact of pricing Public Sector Information commissioned by the EU: http://ec.europa.eu/information_society/policy/psi/facilitating_reuse/economic_analysis/index_en.htm

The workshop served as an enabling platform of WSIS, for an international and multidisciplinary

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WORKSHOP THEME, OBJECTIVES AND STRUCTURE

The two-day workshop on Future Government: A Global Perspective in Connection to Open Government Data and Citizen Engagement" included one panel, three thematic sessions and a conclusion session on selected topics on Open Government Data and Citizen Engagement. The sessions were jointly organized by DESA and ITU.

Objectives

➢ Strengthen the participants' capacity in policy and program formulation, implementation and evaluation of open government data initiatives.

➢ Understand the value created for governments, citizens, civil society, and the business community, by making governments more transparent, accountable, participatory and efficient

➢ Share open government data initiatives based on experiences of early adopters and also identify challenges, especially in the areas of cultural change, resource concerns, data quality, as well as data security and privacy

➢ Accelerate participants' learning on implementation of legislation concerning open government data

Format
- Plenary Panel
  o Discussion on overall trends, policies, strategies, action plans, best practices and key challenges in Open Government Data for Greater Transparency and Citizen Engagement to Promote Effectiveness, Efficiency and Accountability in Public Management
- Session I
  o Open Government Data as a Service
- Session II
  o Citizens Engagement through Open Government Data
- Session III
  o Benchmarking Open Government Data and Citizens Engagement Initiatives
- Session IV
  o Conclusion and Way Forward

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(public officials, academia, civil society and private sector stakeholders) group of experts, and national practitioners, to share their experience and exchange best practices on open government data, including strategies for designing, implementing, and evaluating open government data services, that have proven viable and have brought about lasting development results in different socio-economic and cultural contexts. The workshop sessions provided opportunities for participants to interact with speakers, in order to develop new capacities for designing and implementing successful open government data and citizen engagement strategies and policies for a more transparent, accountable and efficient government and citizen engagement and participation, as well as to create or strengthen international networks of stakeholders and practitioners.

OPENING REMARKS

<u>**Chairman:**</u> **Dr. Yury Grin,** Deputy to the Director, Telecommunication Development Bureau, International Telecommunication Union (ITU)

<u>**Welcoming Remarks:**</u> The workshop was opened by **Mr. Vyacheslav Cherkasov** with the welcoming remarks from the Division for Public Administration and Development Management (DPADM) / United Nations Department of Economic and Social Affairs (UN DESA) and later followed by **Dr. Yury Grin**, Deputy to the Director, Telecommunication Development Bureau, International Telecommunication Union (ITU). Dr. Grin's address to the workshop participants emphasized that "ICT enables a new model of citizenship, where citizens are better informed and more demanding". His message also invited Member States to take a more proactive role with the possibility that ICT brings to "integrate citizens into democratic life and the decision-making process".

> "By adopting the philosophy of "Open Government Data", data is provided in a format that allows reuse and anyone can use the data collected to develop new applications and services to respond finally to what citizens want, as opposed to what government would expect them to need." – Dr. Yury Grin (ITU)

Dr. Grin concluded his remarks by reminding everyone that opening data solely is not enough, and investments in communication campaigns for awareness-raising is critical for informing and educating citizens and stakeholders about the new possibilities brought by Open Government Data.

> "…we need full engagement of stakeholders at all levels. This is the essential foundation of good governance." – Dr. Yury Grin

Mr. Vyacheslav Cherkasov addressed the workshop participants on behalf of DPADM/DESA. Mr. Cherkasov stressed the recent developments of e-Government around the world and the importance of citizen engagement in this context – coined as e-Participation – and pointed out the emergence of Open Government Data as "an important tool for empowering citizens and overcoming information asymmetries in societies".

> "Open Government Data - has become a dominant trend in the public administration in a number of countries in recent years, and it is supposed to enable the co-creation of public value by governments together with business, civil society and citizens." – Mr.Vyacheslav Cherkasov (DPADM/DESA)

Mr. Cherkasov reminded all participants of the importance of the workshop for the construction and development of the upcoming Open Government Data and Citizens Engagement Toolkit, which is being prepared by DPADM/DESA to help UN Member States and stakeholders to build sustainable and effective Open Government Data strategies and action plans centered around citizens' information needs and demands for a more inclusive and participatory governance.

PLENARY PANEL – INTRODUCTION TO THE PANEL TOPIC

Discussion on overall trends, policies, strategies, action plans, best practices and key challenges in Open Government Data for Greater Transparency and Citizen Engagement to Promote Effectiveness, Efficiency and Accountability in Public Management

Moderator:
- **Mr. Daniel Dietrich**, The Open Knowledge Foundation

Panelists:
- **Ms. Bikesh Kurmanguliyeva,** Ministry of Transport and Communications of the Republic of Kazakhstan
- **Ms. Alice Munyua,** Ministry of Information and Communications, Kenya
- **Dr. Ahsraf Abdel Wahab,** Ministry of State for Administrative Development, Egypt
- **Dr. Iván Sánchez Medina,** Commissionaire of the National Commission of Communications, Colombia

The first session was opened by **Mr. Daniel Dietrich** from the Open Knowledge Foundation, who moderated and conducted the work of the panel. Mr. Dietrich briefed the audience about the key-topics and the ongoing discussions on Open Government Data in the international specialized circles. He made an important contribution by relating the e-Government and Open Government, suggesting that a third step derives from these two trends: the We-Gov.

Ms. Bikesh Kurmanguliyeva from the Ministry of Transport and Communications of the Republic of Kazakhstan; **Ms. Alice Munyua** from the Ministry of Information and Communications, Kenya; **Dr. Ahsraf Abdel Wahab** from the Ministry of State for Administrative Development, Egypt; and **Dr. Iván Sánchez Medina** Commissionaire of the National Commission of Communications, Colombia, presented their countries' own experience in setting up e-Government policies and actions. These four presentations provided a strong case for the different challenges faced by developing countries in different regions of the world; however all experiences strongly emphasized the important role that international cooperation (both technical and financial) played for the implementation and development of such strategies and policies on e-Government.

Mr. Dietrich explained that the WSIS process has helped developing countries with building the infrastructure for the Information Society and the governance and implementation of Information

and communications technology (ICT). Further, he stated that the Division for Public Administration and Development Management (DPADM) of the UN Department of Economic and Social Affairs (UNDESA) has played a significant role, helping developing countries with the implementation of the Geneva and Tunis Agenda for the Information Society and the WSIS Action Plans. He stated that during the last decade, one focus of the WSIS process has been on ICTs for development, e-government and access to telecommunication, access to the internet and access to information.

While e-Government is an important tool to improve public services and help for better communication between governments and citizens, Open Government and Open Data is a means to increase government transparency and accountability and citizen participation. This is a change in paradigms and culture. From e-gov to o-gov or in other words: we-gov!" - **Mr. Daniel Dietrich**, The Open Knowledge Foundation

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In order to explain the difference between e-government and open government, Mr. Dietrich referred to the Gov 2.0 description of Tim O'Reilly – "Government as a Platform" – which included citizen engagement, collaboration, and the use of social media, aiming for transparency and participation. He mentioned the consequent use of Open Standards and Open Source Technology in lightweight web applications as key factors for success.

Finally, Mr. Daniel Dietrich presented the outlines of the upcoming Open Government Data Toolkit, which is currently being developed by DPADM/UN DESA[3]. Mr. Dietrich invited all participants to actively partake in the debates and share their views, since one of the main objectives of the workshop was to provide inputs to the Toolkit, which can help UN Member States to translate into action.

After the moderator's introduction to the workshop topic and the Toolkit, panelists shared their country experiences on open data and citizen engagement, based on the questions listed below:

- How would you evaluate Kazakhstan's readiness for an Open Government Initiative in regards to the areas of Fiscal Transparency, Access to Information, Disclosures Related to Elected or Senior Public Officials and Citizen Engagement?

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[3] A possible name for the toolkit was suggested as METOR (Measurement and Evaluation Tool for Open-Government Data Readiness) inspired from Division's existing toolkit METER (Measurement and Evaluation Tool for E-Government Readiness).

- What are the main challenges for the design and implementation of an Open Government Initiative in Kazakhstan?
- How will Kenya's Open Government / Open Data Initiative look in 10 years? And how would you measure its success?
- How will different stakeholders in society (Citizens, Businesses, Academia and the public sector itself) benefit from Kenya's Open Government / Open Data Initiative?
- People in the Arab world clamor for democratic reforms and more participation. How can an Open Government Data Strategy and the use of ICT help improve transparency and rebuild trust?
- How can ICT and access to Open Government Data help educate the people to become active citizens and make informed decisions?
- What is the role/potential of opening Government Data for administrative development/reform?
- How can opening up Government Data help the public to hold the Government accountable and fight corruption?

Ms. Bikesh Kurmanguliyeva, Representative from the Ministry of Transport and Communications of the Republic of Kazakhstan explained that her ministry is responsible for delivery of public services via Information Communication Technologies and that they currently have very strong support for open data initiative throughout the government agencies.

Ms. Alice Munyua, chair of Kenya's Open Government Data Initiative, Ministry of Information and Communications informed the participants that Kenya's experience was the first open data initiative in Africa. She stated that linked data is used in the open data portal for mashups. She emphasized the importance of considering a complete government ecosystem, that is, not only supplying information but also supporting it with tools and documentation for developer use. She also stated that they use social media, specifically Facebook, to further inform the society about the open data initiative in the country.

Dr. Ahsraf Abdel Wahab, Ministry of State for Administrative Development, Egypt stated that the so called Arab Spring revolution took place through the usage of ICTs by regular citizens. Dr. Wahab further claimed that building trust can not happen without fiscal transparency, access to information, disclosures related to elected or senior public officials and citizen engagement (which are also the eligibility criteria for Open Government Partnership). He further stated that the ICT infrastructure was strong in Egypt, but there was reluctance to use the technology from the political side. He mentioned the newly developed voters database where civil society can monitor the voters, even by using smart phones. He also confirmed that it would not be adequate

to avail data but also to increase the capacity of civil society in order to make use of data. When Dr. Wahab was asked why Egypt is focusing on open data while the country has many other problems, he responded that open data is an important instrument for achieving trust in government as well as for development. He further elaborated that they do not just avail data because they have to avail data; instead they do it because it helps society.

Dr. Iván Sánchez Medina, Commissionaire of the National Commission of Communications, Colombia informed the audience that they had completed connecting 900 municipalities to a broadband network to achieve greater citizen connection and participation. Mr. Medina also stated that Columbia provides subsidies for internet access, including access through mobile phones.

Open Discussion

The panelists were asked by participants about the existence of Freedom of Information Acts (FOIAs) and also if governments freely allow the use of government information. **Ms. Kurmanguliyeva** stated that all government agencies have to publish their services on the portals and informed the participants about the existence of a request portal where citizens can ask anything. She further explained that each government agency has their official blog, and the Prime Minister uses Twitter to respond to citizens' questions. She also stated that Kazakhstan has to provide personal rights – specifically, access to information rights in its legal instruments. **Dr. Medina** gave blogs as an example for accessing information at national and local levels. **Ms. Munyua** explained that access to information law in Kenya is part of the constitution. She further elaborated that government data belongs to citizens, and citizens have legal rights to access the data. **Dr. Wahab** stated that access to information will be part of the constitution and the FOIA itself should be delivered soon. Some of the participants also stressed the importance of the existence of freedom of information acts. They explained that laws can be a catalyst for changing the culture towards greater openness.

The participants raised questions about the involvement of multi-stakeholders such as members of civil society and private sector in the implementation of initiatives on open data and citizen engagement. Ms. Munyua stressed the importance of awareness-raising in regards to the initiatives and stated that there are citizens who are aware and who can use open data and demand for it. She also emphasized the importance of open data for the private sector and indicated that data from private sector in open formats are also crucial for good governance. She cited Mpesa - mobile money - as a good example of public private partnership for open data and citizen engagement. Ms. Kurmanguliyeva explained that government initiatives that are not

discussed with civil society do not go through implementation. Ms. Kurmanguliyeva also explained that she sees open government as an opportunity to share responsibility with interested parties outside of the government. Ms. Munyua stated that they publish linked data to connect between various datasets, and they target communities of software developers to make use of data. Dr. Wahab emphasized the importance of private sector not only for taking part in policy implementation but also in monitoring and evaluation. He further stated that governments need to make everything open to fix problems faster.

SESSION ONE

Open Government Data as a Service

Moderator:
- **Mr.Vyacheslav Cherkasov,** Division for Public Administration and Development Management (DPADM) / United Nations Department of Economic and Social Affairs (UN DESA)

Presenters:
- **Dr. Matthias Stürmer,** Senior Consultant, Ernst & Young (Open Data Switzerland)
  Management and governance of Open Government Data initiatives
- **Mr. Sergiu Voitovschii,** Ministry of Information Technology and Communications, Moldova
  Open Government Data Initiative for a Responsible and Transparent Government – Moldova's Case
- **Mr. Petro Yatsuk,** Chair, National Commission of the State Regulation of Communications and Informatization, Ukraine
  e-Governance and Citizens Engagement in Ukraine
- **Ms. Alice Munyua,** Chair, Ministry of Information and Communications, Kenya
  Kenya Open Government Data Initiative
- **Ms. Barbara Ubaldi,** Organization for Economic Cooperation and Development (OECD)
  OECD Open Government Data

Open Government Data (OGD) has a demonstrated potential to reinvent the way public service is delivered to citizens as sharing and re-usage of such data promotes insights and information that can be translated into efficient and effective policy implementation by governments. This session was opened by Mr. Vyatcheslav Cherkasov, from DPADM/UNDESA, who served as panel moderator. Mr. Cherkasov introduced the goal of the session: a reflection on how Open Government Data is not only a response from governments to citizens, but also the potential that sharing and re-using of data has in creating value to both governments and civil society.

Ms. Alice Munyua, chair of Kenya's Open Government Data Initiative, Ministry of Information and Communications, addressed the plenary on the experiences and challenges faced by one of the first African countries to implement an Open Government Data initiative. Ms. Munya recalled the legal foundations that enabled the development of an Open Government Data initiative in Kenya, which are found in constitutional provisions that ensure citizens the right and

access to information. On the Kenyan experience, Ms. Munyua also commented that the policy regarding public-private partnerships (PPPs) was also crucial in order for the private sector and civil society to work in collaboration with the Government for the development of the Kenyan OGD initiative. An interesting comparison brought by the panelist was the perspective of OGD portals as public libraries, and the importance of not only building but encouraging the use of it – Mpesa – Ushahidi crowdsourcing of Kenya was pointed out by the presenter as a successful case of public participation on a governmental online platform. Besides the transparency and accountability aspects of OGD, Ms. Munyua talked about the benefits and positive impacts on job creation and bridging the digital divide that such initiatives can promote.

Mr. Petro Yatsuk briefed the audience on the developments of e-government in Ukraine by pointing out the legislations that support such initiatives taken up by the Government. In his presentation, Mr. Yatsuk showed many examples of how e-services enhanced delivery methods and improved communication and exchange between citizens and the Administration. According to the panelist, many areas including commerce and foreign investments are being covered by the Ukrainian e-Governance strategy.

Dr. Matthias Stürmer, from Ernst & Young, presented Switzerland's OpenData.ch portal development experience, which is a Civil Society's initiative with the support of the private and public sectors. Dr. Stürmer emphasized the importance of raising awareness not only with public officials, but with hackers and infomediaries on the many possibilities that open data brings for the development of applications that could be useful to the general audience as a whole. Among awareness-raising initiatives held by OpenData.ch group, the panelist mentioned the Swiss Open Data Hackdays that took place in many cities in Switzerland, focusing on specific themes such as health and mobility. Dr. Stürmer emphasized the long way ahead of the OGD development around the world, comparing it to the development and debate around Open Source and Software. Dr. Stürmer foresees a similar cycle for OGD as the Open Source Software had in its early days: OSS is now at a maturity point while OGD is still peaking with expectations and it may too pass through a disillusionment until it regains the productivity plateau which indicates maturity of the hype-cycle[4] of such communities (see graph below).

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[4] http://www.gartner.com/technology/research/methodologies/hype-cycle.jsp
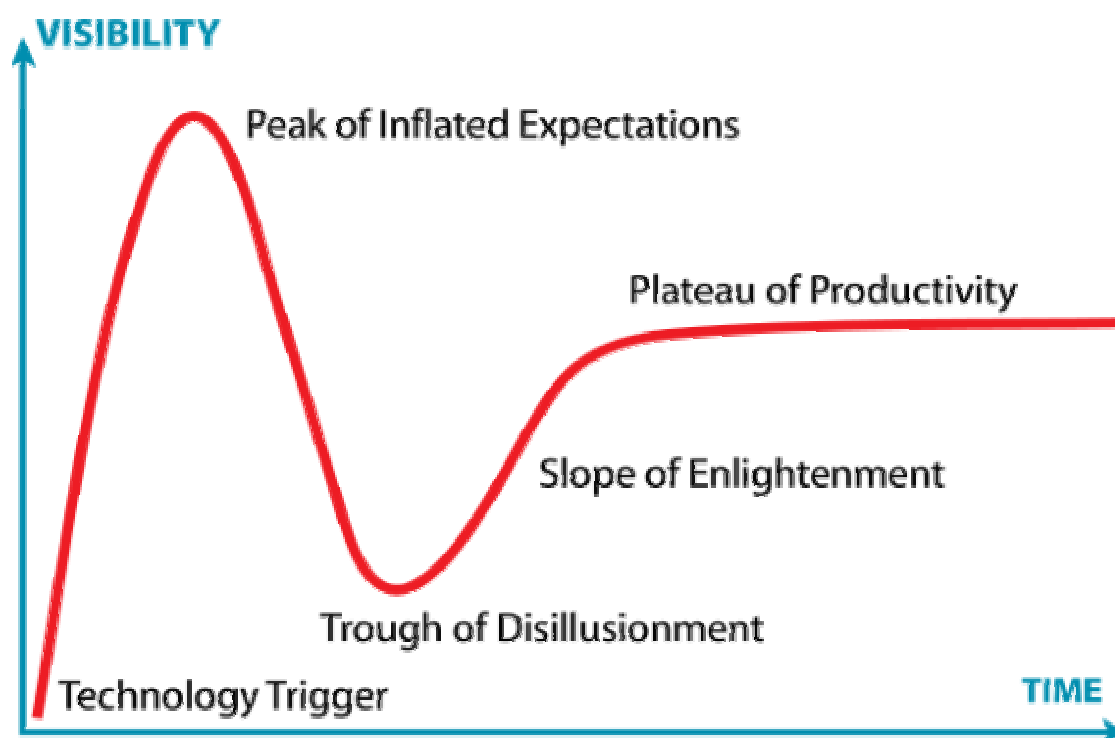
* Source: http://en.wikipedia.org/wiki/File:Gartner_Hype_Cycle.svg

Mr. Sergiu Voitovschii, from the Ministry of Information Technology and Communications of Moldova, presented his country's experience with OGD and emphasized that the best way to give value to data is by opening it up. Currently, Moldova's OGD portal has 160 datasets available – and the panelist reiterated the commitment of his country's OGD implementation plan to a proactive and supply-driven movement, rather than a responsive and demand driven action. Mr. Voitovschii also pointed out the importance of international cooperation received from main development partners such as the World Bank, European Union and the United Nations for the development and implementation of the OGD strategy in Moldova.

Ms. Barbara Ubaldi, head of OECD's e-Government Unit, presented the perspectives of OGD initiatives in OECD countries and the work being performed by the Organization on this theme. Ms. Ubaldi's presentation focused on how OGD, understood as a service, has been integrated to the responses of many OECD countries affected by the financial crisis to re-organize the public sector and public service delivery to the population. During a time of budgetary constraint in government expenditures in OECD countries, OGD has been adopted by several countries as a way of enhancing transparency and accountability, overcoming what she calls the "governance deficit". In addition, OGD has also been adopted by governments that are seeking to re-organize the fragmented public sector, as well as by providing the possibility of tailored service delivery and creation of local content.

Open Discussion

OGD initiatives in each presented cases have many layers of indirect and direct benefits that particularly address the needs and context of a certain country or region. During the open discussion, Mr. Mikael Snaprud and Mr. Carlos Viniegra pondered about the strength of the legal mandates that supported OGD initiatives, raising concerns about the long-run of such governmental actions. Mr. Daniel Dietrich brought to the floor the economic benefits of OGD, especially from the public sector perspective, and mentioned about several studies that compare expenditures on Public Sector Information and the savings derived from OGD initiatives. Ms. Ubaldi complemented that OECD, in this context, is trying to develop a global study on the economic impact of OGD at the national level. Being asked about the drivers behind open government data initiatives, Mr. Dietrich explained that in most countries, civil society has been the main driving force, bringing open government data on the political agenda which, since then, has been picked up by smart governments.

SESSION TWO

Citizen Engagement through Open Government Data

Moderator: Ms. Rowena Bethel, Former Legal Adviser, Ministry of Finance, Bahamas

Presenters:
- **Mr. Daniel Dietrich,** The Open Knowledge Foundation, Germany
  Open Government Data Tools and Infrastructure for Citizen Engagement
- **Ms. Andreea Stoiciu,** Institute for Management and Sustainable Development, Romania
  Open Government Data and Citizen Engagement in Romania
- **Ms. Olga Cavalli**, Ministry of Foreign Affairs, Argentina
  Open Government Data and Citizen Engagement in Argentina
- **Mr. Carlos Viniegra,** Head of the Digital Government Unit, Ministry of Public Administration, Mexico
  Citizen Engagement through Open Government Data in Mexico

From many best practices, ICT has shown its potential to provide governments new tools for engaging citizens, while promoting a renewed relationship between policy-makers and society through accountability and transparency mechanisms. Session two of this workshop was dedicated to the discussion about how Open Government Data can bring citizens closer to the policy-making process as they become better informed and empowered to influence governmental decisions.

Ms. Rowena Bethel, an expert-member of the UN Committee of Experts in Public Administration (CEPA), who has closely worked with DPADM/DESA on citizens' engagement and e-Government issues, served as the moderator of this session. **Mr. Daniel Dietrich,** from the Open Knowledge Foundation, Germany, presented a comprehensive overview of Open Government Data and the tools and infrastructure needed for effective citizen engagement, covering legal, political, financial and technical aspects of the issue. His message: "Keep it simple!" The panelist underlined that open government data initiatives do not have to be complicated and expensive. He pointed out the many open source solutions available that can be easily adapted and implemented. He encouraged governments in developing countries to use these open source tools for their open government data initiatives rather than re-inventing the wheel or spending a lot of money in closed solutions. The panelist also stressed that data must be re-used in order to create value for the society and citizens, and showed several initiatives from developing and developed countries which use raw data to

provide citizens the tools necessary for engagement. These initiatives cover a broad range of themes, such governmental expenditure, legislative processes, urbanism, education, etc.

Ms. Andrea Stoiciu, from the Institute for Management and Sustainable Development, Romania, presented her country's experience on prioritizing citizens' participation in all the planning and implementation process for building a national e-Strategy. It includes several measures to bring the population closer to the government, by overcoming a historical mistrust in the government and in the public administration. Ms. Stoiciu pointed out the importance of expanding communication campaigns to reach citizens, which can inform and empower the population to further utilize the resources provided by the government and participate in public life.

Mr. Carlos Viniegra, Head of the Digital Government Unit, Ministry of Public Administration, Mexico, brought the Mexican case of citizen engagement through open government policy, which includes OGD measures. Mr. Viniegra called the attention of the audience to the fact that many OGD initiatives are creating just "noise" rather than actually facilitating data analysis by the civil society. Thus, Mr. Viniegra highlighted that the Mexican Open Government Data approach is based on a sound legal mandate, which considers data relevance, availability, and visualization, on a demand-driven basis which then encourages e-participation.

Ms. Olga Cavalli, from the Ministry of Foreign Affairs, Argentina, focused her presentation on the wide coverage of OGD that can support citizens in accessing government and public services. From maps, e-procurement, to capacity-building portals, many agencies and governmental bodies can find in OGD a way to develop applications which facilitate and encourage citizens to interact with the government in the virtual environment. Ms. Cavalli also pointed out the great importance of the creation of local content to engage communities through Open Government Data and applications.

Open Discussion

Participants raised questions about the legal mandate necessary to support the creation of OGD initiatives. It was observed that, in general, countries take different steps when it comes to the legal foundations that precede the implementation of an Open Government strategy with an OGD component. In this sense, the participants reached an agreement that some legal aspects are critical and should be taken into consideration in a context of growing expectations of greater participations of citizens through e-Government platforms. Representatives from

Lebanon, Egypt and UNDP questioned the panelists about privacy issues. Technical experts in the audience shared that, despite the importance of legal protection on data privacy, advancements in ICT now allow "de-anonymization" of previously anonymized data (such as statistical data), even though this is still not a wide-spread technology, especially within the public sector. The panelist from Romania shared that the barrier faced in her country is the fact that citizens still do not trust 3rd party handling of personal data, due to past misuse of such data. Finally, the participants urged additional policy recommendations from international organizations within the UN System to further address issues related to citizens engagement in the context of rapid advancements of ICTs, including OGD initiatives.

SESSION THREE

Benchmarking Open Government Data and Citizen Engagement Initiatives

Moderator: Mr.Hani Eskandar, International Telecommunications Union

Presenters:

- **Mr. Deniz Susar**, Division for Public Administration and Development Management (DPADM) / United Nations Department of Economic and Social Affairs (UN DESA)
  UN E-Government Survey 2012, E-Participation and Open Data
- **Ms. Tatiana Ershova,** Institute of the Information Society, Russia
- **Dr. Yuri Hohlov,** Institute of the Information Society, Russia
- **Mr Sergei Shaposhnik**, Institute of the Information Society, Russia
  Benchmarking Open Government and Citizens Engagement: Newly-fledged Survey of Russian Regions
- **Mr. Kim Andreasson,** Managing Director, DAKA Advisory
- **Mr. Mikael Snaprud,** CEO, Tingtun AS
- **Mr. Jeremy Millard,** Chief Policy Analyst, Danish Technological Institute
  Evolving E-government Benchmarking to Better Cover Citizen Participation and Recent Technology Developments

The third session of the workshop, moderated by **Mr. Hani Eskandar,** from the International Telecommunications Union, was devoted to discussing benchmarking Open Government Data and citizen engagement initiatives. These issues were considered in a context of limited methods and methodologies that are internationally agreed upon and still unclear definitions among the experts' community, practitioners, international organizations, and governments.

Mr. Deniz Susar, from DPADM/DESA, introduced to the audience the UN e-Government Survey 2012 and its methodology. The Survey brings to UN Member States the e-Government Development Index, and it has been considered as one of the most internationally accepted comparative and rating study on e-Government, comprising all 193 UN Member States. Mr. Susar further emphasized the importance of the index for building awareness among governments and introduced the recently introduced e-Participation index contained in 2012 edition of the Survey. The panelist engaged the audience and panel members by introducing the discussion on how to further address Open Government Data initiatives through the e-Participation index. Participants raised questions about the Survey's methodology, by inquiring if the methodology assessed legislation on access to information, e-voting, applications, etc. Many also raised concerns about the supply-side approach taken by the Survey and its index, as well as criticism about the weak coverage on impacts and society's readiness. Mr. Susar clarified

that the Survey was designed to only measure the supply side, and it was never intended to measure the demand from citizens.

Ms. Tatiana Ershova, Dr. Yuri Hohlov and Mr Sergei Shaposhnik, from the Institute of the Information Society, Russia, presented a proposal on the expansion of the UN e-Government Development Index (EGDI) with the incorporation of new parameters, such as government using social network services, open government data and collaboration with citizens. This new component of the EGDI was named by IIS representatives as Open Government and Citizens Engagement Index (OGCEI). In order to support the proposal, the experts tested the methodology among Russian regions, covering 82 regions, with 80 indicators, totaling 480 websites.

Mr. Kim Andreasson, Managing Director, DAKA Advisory, **Mr. Mikael Snaprud,** CEO, Tingtun AS, and **Mr. Jeremy Millard,** Chief Policy Analyst, Danish Technological Institute delivered a joint-presentation on rethinking measurement of e-government benchmarking and the incorporation of citizen engagement in this context. The three presenters acknowledged the UN perspective in measuring Member States performance on e-government, but suggested that the quality of such services must also be taken into consideration as applied technologies enhance at a fast pace. The panelists also suggested that a renewed assessment must "escape from the ranking paranoia", and focus on development, monitoring and implementation of e-government policies in a deeper analysis by also reaching the local level. In conclusion, the presenters made some recommendations to DPADM/DESA on how to enhance the analytical framework that takes into consideration OGD and citizen engagement. In this sense, the recommendations include that a "dashboard" be created in order to allow users and countries to personalize their benchmarking assessment – which can be comparable to the self-assessment engine on the UNMETER[5]. Also, the experts highly recommended that citizens demand measuring metrics be also featured in such tool. The OECD representative in the audience agreed by also suggesting that metrics on analysis of the local level performance be incorporated in the assessment tool, and reminded discussants that the implementation requires a high level of resources.

SESSION FOUR
Conclusion and Way Forward

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[5] http://www.unpan.org/DPADM/EGovernment/METERforEGovernment/tabid/1270/language/en-US/Default.aspx

Moderator: **Mr.Vyatcheslav Cherkasov,** DPADM/DESA & **Dr. Yuri Hohlov,** Institute of the Information Society

Panelists:
- **Ms. Rowena Bethel,** Former Legal Adviser, Ministry of Finance, Bahamas
- **Ms. Hiyam Nashash,** Professor of Educational Administration, Al-Balqa' University, Jordan
- **Mr. Jeremy Millard,** Chief Policy Analyst, Danish Technological Institute
- **Mr. Daniel Dietrich,** The Open Knowledge Foundation, Germany

After three sessions of intense debates, the last session moderated by **Mr.Vyacheslav Cherkasov**, from DPADM/DESA and **Dr. Yuri Hohlov**, from the Institute of the Information Society, Russia, was dedicated to processing all the inputs, contributions and insights, with the aim of directing the way forward. Two expert-members of the UN Committee of Experts in Public Administration (CEPA), **Ms. Rowena Bethel** and **Ms. Hiyam Nashash**, participated in the panel. Both made important contributions with regards to linking and bridging the content of the discussions to the mandate and work of DPADM/DESA. Ms. Bethel acknowledged the issue of "ranking paranoia". However, she reminded everyone of the important role that the UN e-Government Survey and its ranking played, especially in developing countries, in building awareness on the importance of e-government development among high-level officials. On the importance of awareness-building, Ms. Bethel commented that it is crucial that developing countries are educated and informed about the existing and new toolkits. Ms. Nashash noted that the reality in developing countries is not always of governments welcoming the participation and inputs from citizens, and warned that it is crucial that the toolkit developers identify stakeholders, set up clear objectives, assess challenges and risks, bearing in mind that the process may take time. Ms. Nashash also called the attention of participants on the importance of focusing on the local level, and capacity-building.

Mr. Daniel Dietrich, from the Open Knowledge Foundation, Germany, stressed that the toolkit must contain an easy-to-understand approach and methodology as it should be a useful tool for policy-makers to design an OGD strategy. Mr. Dietrich reminded all that the terminology contained in the toolkit are subject to change over time; however it is important that there is a certain degree of consensus among those who will provide inputs and contributions to the toolkit content development.

Mr. Jeremy Millard, Chief Policy Analyst of the Danish Technological Institute, challenged the audience by proposing that a toolkit on all aspects covered by the UN e-Government Survey should be designed. Mr. Millard further suggested that such toolkit should be implemented in a collaborative way, including self-assessments. Mr. Hohlov provoked the panel by questioning on

the real users of the toolkit, while participants agreed that the target, at this stage, should be government officials. Mr. Millard also emphasized the importance of visualization of the content and assessments in a context of reaching government officials. UNDP's representative commented that the role of media can also be a powerful contribution to the outlined objectives. The representative of Algeria, supported by Ms. Bethel, suggested that two versions of the toolkit should be prepared: one targeting governments, and another targeting the Civil Society, academia and the media. Mr. Susar, from DPADM/DESA, reminded all that the private sector should also be taken into consideration as an important audience of the OGD toolkit. There was great consensus on clearly defining sections or versions of the toolkit for different users, and Ms. Nashash emphasized that this toolkit must be thought of as a "learning process", with clear specifications and clarifications.

Mr. Cherkasov, from DPADM/DESA, summarized the points raised by all who contributed to the discussion. He reminded all about the key-challenges that countries, especially developing ones, face in implementing e-government strategies, and those that are to arise from OGD strategies, the main drivers for the development of such toolkit. Mr. Cherkasov introduced the theme of the next WSIS workshop to be organized by DPADM/DESA in collaboration with ITU: e-Participation.

APPENDIX I: AGENDA

AGENDA

Future Government: A Global Perspective in Connection to

Open Government Data and Citizen Engagement

Geneva, Switzerland

16-17 May 2012

Meeting organized by the United Nations Department of Economic and
Social Affairs (UNDESA) in cooperation with the International Telecommunication Union
(ITU)
Room III of ILO conference center

DAY 1	
	INTRODUCTION TO THE PANEL TOPIC
09:00 -10:45	Discussion on overall trends, policies, strategies, action plans, best practices and key challenges in Open Government Data for Greater Transparency and Citizen Engagement to Promote Effectiveness, Efficiency and Accountability in Public Management **Chairman: Dr. Yury Grin,** Deputy to the Director, Telecommunication Development Bureau, International Telecommunication Union (ITU) **Welcome Remarks: Mr.Vyatcheslav Cherkasov,** Division for Public Administration and Development Management (DPADM) / United Nations Department of Economic and Social Affairs (UN DESA) **Moderator: Mr. Daniel Dietrich**, The Open Knowledge Foundation **Panelists:** • **Mr. Askar Zhumagaliev,** Minister of Transport and Communications of the Republic of Kazakhstan

	• **Ms. Alice Munyua,** Ministry of Information and Communications, Kenya • **Dr. Ahsraf Abdel Wahab,** Ministry of State for Administrative Development, Egypt • **Dr. Iván Sánchez Medina,** Commissionaire of the National Commission of Communications, Colombia • **Mr. Hanif Rahemtulla,** Governance and Geospatial Consultant, World Bank **Open Discussion**
10:45-11:00	*COFFEE BREAK*
11:00-12:45	*SESSION One – Open Government Data as a Service* **Moderator: Mr.Vyatcheslav Cherkasov,** Division for Public Administration and Development Management (DPADM) / United Nations Department of Economic and Social Affairs (UN DESA) **Presenters:** • **Dr. Matthias Stürmer,** Senior Consultant, Ernst & Young (Open Data Switzerland) *Management and governance of Open Government Data initiatives* • **Mr. Sergiu Voitovschii,** Ministry of Information Technology and Communications, Moldova *Open Government Data Initiative for a Responsible and Transparent Government - Moldova Case* • **Ms. Alice Munyua,** Chair, Ministry of Information and Communications, Kenya **Kenya Open Government Data Initiative** • **Ms. Barbara Ubaldi,** Organization for Economic Coopeation and Development (OECD) **OECD Open Government Data** **Open Discussion**
13:00-14:00	*LUNCH BREAK*
14:00-14:30	*Publications Release and Briefs*
14:45-16:15	*High Level Dialogue* • Women and Girls in ICT • ICTs for Post Conflict and Reconstruction
16:15-16:30	*COFFEE BREAK*
16:30-18:00	*SESSION Two –Citizen Engagement through Open Government Data* **Moderator: Ms. Rowena Bethel,** Former Legal Adviser, Ministry of Finance, Bahamas

	Presenters: • **Mr. Daniel Dietrich,** The Open Knowledge Foundation, Germany *Open Government Data Tools and Infrastructure for Citizen Engagement* • **Ms. Andreea Stoiciu,** Institute for Management and Sustainable Development, Romania *Open Government Data and Citizen Engagement in Romania* • **Ms. Olga Cavalli**, Ministry of Foreign Affairs, Argentina **Open Government Data and Citizen Engagement in Argentina** • **Mr. Carlos Viniegra,** Head of the Digital Government Unit, Ministry of Public Administration, Mexico **Citizen Engagement through Open Government Data in Mexico** **Open Discussion**

DAY 2	
9:00 -10:45	*SESSION Three – Benchmarking Open Government Data and Citizen Engagement Initiatives* **Moderator: Mr.Hani Eskandar,** International Telecommunications Union **Presenters:** • **Mr. Deniz Susar**, Division for Public Administration and Development Management (DPADM) / United Nations Department of Economic and Social Affairs (UN DESA) *UN E-Government Survey 2012, E-Participation and Open Data* • **Ms. Tatiana Ershova,** Institute of the Information Society, Russia **Dr. Yuri Hohlov,** Institute of the Information Society, Russia **Mr Sergei Shaposhnik**, Institute of the Information Society, Russia *Benchmarking Open Government and Citizens Engagement: Newly-fledged Survey of Russian Regions* • **Mr. Kim Andreasson,** Managing Director, DAKA Advisory **Mr. Mikael Snaprud,** CEO, Tingtun AS **Mr. Jeremy Millard,** Chief Policy Analyst, Danish Technological Institute **Evolving E-government Benchmarking to Better Cover Citizen Participation and Recent Technology Developments** **Open Discussion**
10:45-11:00	*COFFE BREAK*
11:00-12:45	*Conclusion and Way Forward* *(Note that this session will take place in **Room IV** of ILO conference center)* **Moderator: Mr.Vyatcheslav Cherkasov,** DPADM/DESA & **Dr. Yuri Hohlov,** Institute of the Information Society

	Panelists: • **Ms. Rowena Bethel,** Former Legal Adviser, Ministry of Finance, Bahamas • **Ms. Hiyam Nashash,** Professor of Educational Administration, Al-Balqa' University, Jordan • **Mr. Jeremy Millard,** Chief Policy Analyst, Danish Technological Institute • **Mr. Daniel Dietrich,** The Open Knowledge Foundation, Germany **Open Discussion**
13:00-14:00	*LUNCH BREAK*
13:30-14:00	*Publications Release and Briefs*
14:00-16:00	*Thematic Workshop: Internet and Human Rights*
16:00-16:15	*COFFEE BREAK*
16:15-18:00	*Interactive Facilitation Meeting : Action Lines C1 / C7 e-Government / C11 UN DESA*

APPENDIX II: LIST OF PARTICIPANTS

No	Name	Organization	Organization Type: Government, NGO, Private Sector, Academia	Country	Job Title
1	Ivan Sanchez Medina	CRC	Government	Colombia	Commissioner
2	Olga Cavalli	Ministry of Foreign Affairs	Government	Argentina	Advisor
3	Yuri Hohlov	Institute of the Information Society	NGO	Russia	Chairman
4	Matthias Sturmer	Opendata.ch Ernst & Young	Private Sector	Switzerland	Senior Consultant
5	Bikesh Kurmanguliyeva	ICT Holding Zerde	Gov	Kazakhstan	Deputy Chairman
6	Kim Andreasson	DAKA Advisory	Private Sector	Sweden & Vietnam	Managing Director
7	Serge Kapto	United Nations Development Programme	Int'l Organization	USA	Policy Specialist
8	Lamoussa Oualbeogo	Ministry of Digital Economy	Gov	Burkina Faso	Technical Advisor
9	Jeremy Millard	Danish Technological Institute	NGO	Denmark	Chief Policy Analyst
10	Alexei Khoryushin	Ministry of Communication	Gov	Russia	Chief Specialist
11	Ausra Kumetaitini	Ministry of Transport & Communication	Gov	Lithuania	Head of Division
12	Rowena Bethel	CEPA expert	Private Sector	Bahamas	Consultant
13	Mikael Snaprud	Tingtun AS	Private Sector	Norway	CEO

14	Bohyun Seo	Korea Information Society Development Institute	Public Agency	South Korea	Director
15	Chris Addison	CTA	Int'l Org	Netherlands	Program Coordinator
16	Barbara Ubaldi	OECD	Int'l Org	France	Head of Unit – E-government
17	Boni Pudjiauto	Ministry ICT	Gov	Indonesia	Deputy Director
18	Barat Talibov	IGF Public Union	NGO	Azerbaijan	Director
19	Sergiu Voitovschii	Ministry of IT and Communications	Gov	Moldova	Senior Specialist
20	Sophie Adama	ITU	Gov	Switzerland	Junior Technical Officer
19	Zahra Al-Rawahi	The Research Council	Gov	Oman	Director of ICT research
20	Martin Euchner	ITU-T	Int'l Org	Switzerland	Advisor SG 17
21	Mohamed Bessam	MPTIC	Gov	Algeria	DG IS
22	Ivan Chalin	Ministry of IT & Mass Comm.	Gov	Russia	Division Head
23	Ali Hakim Javadi	Ministry of ICT	Gov	Iran	Deputy Minister

24	Marina Senkovskaya	RF	Gov	Russia	
25	Louisa Rizmanova	IIS	NGO	Russia	Head of Department
26	Amexandra Sukhacheva	IIS	NGO	Russia	Head of Organizational Division
28	Hyam Nashash	Al-Balaqa Applied University	Academia	Jordan	Assistant Professor
29	Zuhair Alkayed	WISE	Academic	Jordan	Associate Professor
30	Amir Mehrabi	Data Processing Co.	Private Sector		
31	Angelina Acevedo	ITU/GSD	Academia	U.S. / Peru	Student & Remote Assistant
32	Michaela Schneiderova	ITU/GSD	Academia	Czech Rep.	Student & Remote Assistant
33	Andrea Stoiciu	IMSD Romania	NGO	Romania	Director
34	Naveed Somani	Commonwealth Secretariat	Int'l Org	UK	Programme Officer
35	Jailani Buntar	AITI	Gov	Brunei Darussalam	Assistant Chief Executive
36	Alfredo Ronchi	Ec Medici Framework	Civil Society	Italy	Prof Eng.

37	Ashraf Hassan Abdelwahab	Ministry of State for Admin. Develop.	Gov	Egypt	Acting Minister
38	Ayman El-Shrebiny	UN-ESCWA	Int'l Org	Lebanon	Chief ICT Policies Section
39	Mohamed Bessam	MPTIC	Gov	Algeria	DG IS
40	Mirna Barbar	UN-ESCWA	Int'l Org	Lebanon	ICT Officer ICT Policies Section
41	Merien Slimani	Ministry of Post and ICT	Gov	Algeria	Chief of Division: Dev. & Info Society
42	Makawe Faye	UNECA	Int'l Org	United Nations	ICT Policy & Development
43	Baazia Riad	Int'l Consultant		Switzerland	ICT Expert
44	Ahmad Bidabadi	DPCO	NGO	Iran	CEO
45	Russell Southwood	Balancing Act	Private Sector	UK	CEO
46	Barat Talibov	IGF Public Union	NGO	Azerbaijan	Director
47	Purnomo Chandra	MFA	Gov	Indonesia	Deputy Director ST Section
48	Hani Eskandar	ITU	UN	Switzerland	ICT App. Office

49	Daniel Dietrich	Open Knowledge Foundation	NGO	Germany	Chairman
50	Tatiana Ershova	IIS	NGO	Russia	General Director
51	Aeyoen Kim	KISDI	Gov	Korea	Researcher
52	Carlos Viniegra	SFP	Gov	Mexico	Head of Unit
53	Alhibir Ahmed	NIC	Gov	Sudan	Project Manager
54	Iren Birissova	Verisign	Private Sector	USA	Director
55	Mohamad Sazly	Impact Alliance	NGO	Malaysia	
56	Peter Cassidy	APWG antiphishing.org	NGO		
57	Lasantha De Alwis	Commonwealth Telecommunications Organization			
58	Raul Vahisalu	Guard Time			
59	Timur Tsoriev	Kaspersky Lab	Private Sector	USA	
60	Sinisha Patkovic	Research in Motion	Private Sector	Canada/USA	

61	Zoltan Precsenyi	Symantec	Private Sector		
62	Frank Schwittay	Trend Micro	Private Sector	Germany	
63	Suhaidi Hassan	University Utara	Academia	Malaysia	
64	Gillian Murray	UNODC			
65	Martin Mokgware	Botswana Telecommunications Authority		Botswana	Senior Market Analyst
66	Nnena Ukoha	Nigerian Communications Commission	Gov	Nigeria	
67	Pierre Ouedraogo	OIF La Francophonie			