BACKGROUND

Middle East and North Africa (MENA) countries spend, on average, 6 percent of their gross domestic product (GDP) on general subsidies: 4.6 and 1.4 percent of their GDP on fuel and food subsidies respectively. On the other hand, MENA countries spend a mere 0.7% of their GDP on targeted social safety nets (SSNs), most of which are fragmented, have limited coverage and are poorly targeted. For example, as a result of targeting inefficiencies, the average targeted SSN program in MENA distributes only 23 percent of its total benefits to the bottom quintile, while the corresponding figure for the average comparator programs in Latin America and the Caribbean and in Eastern Europe and Central Asia is 59 percent. Moreover, inadequate targeting results in significant leakages of SSN benefits to the non-poor.

In this context, countries in the MENA region are seeking to establish integrated social protection (SP) systems that protect the poor and vulnerable, all while being fiscally sustainable. SSNs are an important component of SP systems, as these programs can help to address poverty and equity as well as to promote human capital accumulation if well designed. As such, many MENA governments are interested in learning about best practices of SSN programs and, in particular, about the identification, registration, and targeting of SSN programs’ beneficiaries, including the establishment of national registries for social programs and related functions & IT infrastructure (targeting, payment systems, M&E, etc.).
Verification of a beneficiary’s identity is a fundamental process to implement social programs, particularly when they provide services and/or transfers. Government agencies dealing with beneficiary constituents, whether for social insurance, social assistance, voter registration or income tax collection require robust means of identification. However, most low-and middle-income countries, including countries in the MENA region, have weak national identification (ID) and registration systems. The weaknesses in these systems can lead to two major issues in the provision of social services. First, identification problems can result in exclusion from much-needed social service programs, as eligible people are sometimes not able to register for government programs. Second, the inability of governments to verify identities can also result in massive leakages, fraud, and misallocation of benefits. In both cases, weak systems can lead to undesirable outcomes for otherwise well-designed programs.

A second process for the implementation of social programs is the determination of an individual’s eligibility to benefit from a program. For example, is an individual eligible to receive a targeted cash transfer or to buy food at below market rates? In an application based program, where individual applicants provide information to an agency in order to qualify for benefits, it may be more efficient to capture the information required by multiple programs at the same time. With this in mind, Governments in MENA are seeking to establish “social registries,” which refers to databases with socio-economic information needed to determine the eligibility of individuals for the benefits of different social programs. Social registries reduce transaction costs and allow for better monitoring of the overall set of social programs aimed at the poor. However, many challenges remain, especially in terms of design and implementation (how to best develop the social registry, data access, etc.).

A related challenge is the fact that SSNs in MENA countries have been shown to be poorly targeted. SSNs that are meant to target the poorest have little success in reaching their target. The share of the population in the bottom income quintile that is reached varies widely across countries. On average, this percentage is lower in MENA than in other regions of the world. Probably because of capacity constraints and lack of statistical data, most MENA countries use categorical and geographical targeting, which is only adequate when poverty is clearly linked to observable characteristics. When properly designed, such designs have been effective in reaching larger segments of the targeted population; they however tend to be fiscally costly, especially when they need to be expanded in time of crisis.

**Background, objectives and target audience of the activity**

The World Bank’s MENA Community of Practice (CoP) on Employment and SSNs facilitates knowledge exchanges related to the design and implementation of employment and SSN programs. Similarly, the Center for Mediterranean Integration (CMI) Employment and Social Protection Program, which is being co-managed by the World Bank’s Social Protection and Labor Global Practice and the French Development Agency (AfD), seeks to promote knowledge sharing and capacity building in employment and social protection topics of importance for MENA countries.
As part of the activities of the MENA CoP and the CMI program, the World Bank together with AFD organized a knowledge sharing and capacity building activity on the establishment of integrated SP systems.

The first part of this activity consisted of a two-day technical workshop in Marseille. The purpose of this workshop was to share emerging knowledge on the building blocks of an integrated SP system, in order to improve the delivery of social services. In particular, the activity focused on key concepts and international experiences of robust identification systems, social registries and Management Information Systems (MIS). The second part of this activity consisted of a two-day study tour to Brussels, which complemented the workshop in Marseille and sought to bridge theory with practice by exposing the same participants to an international best practice of identifying target populations of Government programs (see Annex 1 for the activity’s agenda).

The target audience was composed of high-level technical government officials from Algeria, Egypt, Djibouti, Jordan, Morocco and Tunisia. A total of 18 government officials benefited from this activity (see Annex 2 for the activity’s participants list).

**Technical workshop in Marseille**

The two-day technical workshop provided participants an overview of the main objectives and elements of an integrated SP system. Leveraging international good practices, the workshop covered topics ranging from ID systems to targeting, as well as the different design/implementation options for reform available to policymakers. The workshop also allowed participants to share their ongoing efforts to establish integrated SP systems, including the main challenges encountered and opportunities moving forward.

The workshop started by highlighting the key features and challenges of SP in MENA. Countries in the region spend significantly more on universal subsidies than on SSNs, which in turn are small, fragmented and not well targeted. (See Figure 1 below).

**Figure 1.** Number of SSN programs by country
Moreover, SSNs have a very low effect on poverty and inequality (see Figures 2 and 3 below).

**Figures 2 and 3.** Poverty impact of SSNs (left) and Inequality impact of SSNs (right)

The workshop then introduced the concept of SP systems as a possible response to addressing some of these challenges. During the presentation and the ensuing discussion, SP systems were defined as “portfolios of coherent programs that can communicate with each other, often share administrative sub-systems and work together to improve resilience, equity and opportunity.” SP systems operates at three levels: the administration level, the policy level and the program level. At the administrative level, promoting the development of SP systems requires the development of beneficiary identification systems, social registries etc. At the program level, SP systems effectively promote the integration within and across SP programs, by focusing on design and implementation issues ranging from targeting to M&E. At the policy level, SP systems “ensure policy coherence attuning the entire portfolio of SP&L programs to act coherently in delivering national goals and social contracts” (Robalino, Rawlings, and Walker 2012) (See Figure 4)

**Figure 4: Social Protection Systems: Three Levels of Operation**
With this in mind, the workshop focused on the main concepts and implementation issues of setting up the main building blocks of an SP system: ID systems, social registries, and MIS. The workshop also highlighted the importance of developing these building blocks to improve targeting of SP interventions.

In particular, the workshop included sessions on the following topics:

- **Identification**: identity is defined as a set of human attributes or characteristics (identifiers) that, once specified, narrow down all possible entities to one and no other. There are four main ways of establishing uniqueness: though the birth registry, biometrics, administrative procedures and social footprints. The biographic regime relies on attestable identifiers (such as name, date of birth, address, profession, etc.) while the biometric regime relies on characteristics of the human body (patterns) that can be imaged and used as attributes for identity.

An identity registry is a collection of identities (database) that meet certain requirements: that the person exists, is unique and present only once in the registry, and whose identity is fixed for life and linkable. There are different types of identity registries, including civil registries, which contain information on births and deaths; national population registries, which constitute a repository of all legal identities recognized in the country; and program specific registries, which are identity databases containing information on clients or beneficiaries. A special variety of national population registries are household registries, which contain additional information that groups individuals into households. In practice, many of these household registries constitute social registries, as they contain information not only on household composition but also on socio-economic indicators (see Figure 5).

A unique identity number (UIN) constitutes the “superlink” between databases, as it allows programs to have a holistic view of services delivered to each individual.

**Figure 5.** Social registries
• **Social registries and MIS systems as two core elements of a SP system:** a social registry is defined as a repository of information about potential beneficiaries for multiple social assistance programs that share common population of interest, but not necessarily same eligibility approach. It enables SSN programs administrators to identify families (households) or individuals who fit their program eligibility criteria. It also helps disseminate information, lowers beneficiary transaction costs, and improves efficiency. An MIS is defined as a platform through which program information travels across different institutional levels for operational, monitoring and accountability purposes. Among these purposes, an MIS supports data management for program processes transforming data into useful information; supports management of information regarding services provided, and supports coordination and information flows across multiple programs and sectors.

• **Modernization of SP systems through institutional reforms and MIS projects:** once the building blocks of an SP system are in place, institutional reforms must take place to operationalize the system, and thus improve coordination of policies and promote more efficient institutions, all while using better tools and systems and making a better use of data. Institutional reforms require considering several issues, including functional responsibilities (horizontal organization), regional service delivery (vertical organization), institutional capacity, synergies with other agencies, business processes, ICT function (as a distinct area of operation), HR function, gaining support of stakeholders (internal & external), as well as defining what type of MIS is needed and why. In order to implement an MIS, the aspects that need to be taken into account are the reasons for having an MIS, its scope, estimated institutional impact, benefits, internal and external resources and expertise that are needed, cost estimate and timeline of its development, as well as the cost of on-going systems operation and maintenance.

• **Targeting:** one of the purposes of building registries and MIS is to improve targeting and thus allow for a more efficient use of resources. As such, the workshop presented targeting practices and methodologies that help improve cost-effectiveness of interventions by channeling resources for a target group, and allow to equalize quality or provide enriched quality to demand-constraint households. Targeting is never perfect and it can lead to both inclusion and exclusion errors. In order to address these errors, a fine balance between the costs of accuracy and errors and the goals of targeting is needed. There are several targeting methods, including geographical, categorical, and community-based and (proxy) means-test (see Figure 6).
When choosing targeting methods, several considerations need to be made. First, while most methods are applicable for all programs, no one size fits all and mixed methods provides better outcomes. Second, it is important to consider that targeting costs are larger when launching but decrease over time and that each method has a different cost (for example, means tests and PMT have larger costs than other methods). Experience shows that on average targeting cost is 4% of total program costs; but it can range from 25 to 75% of total administrative costs, which is often lower than 10% of program costs. Third, transparency and consistency need to be promoted, by making a clear and consistent application of centralized criteria and avoiding political interference and manipulation by frontline officials and beneficiaries. Fourth, targeting must foster a maximum inclusion of the poor with ongoing access to the registry, as well as a minimum leakage to the non-poor. Regarding implementation of targeting, the key issues are outreach, the grievance and appeal mechanism as well as the MIS system.

The combination of several targeting methods may improve targeting accuracy. No matter which combination, implementation is key to attain good results.

Independent of the chosen targeting method, a registry may be used for different programs with different cut-off points (see Figure 7).
**Figure 7.** Registry used for several programs with different cut-off points

![Diagram of registry with cut-off points and potential beneficiaries](image)

- **Country case studies:** to conclude, the workshop presented country case studies (see **Figure 8**) with different levels of integration (program, social assistance, SP sector, cross-sector) and different purposes and uses of this integration (coordination, oversight and M&E; targeting; other operations and services).

**Figure 8.** Breadth and Depth of Integration

![Diagram showing breadth and depth of integration](image)

The case of Kenya shows social assistance sector integration for the purpose of coordination, oversight and program monitoring. Indonesia also has sector integration designed with the objective of harmonizing targeting the Data Terpadu (BDT) or Unified Data Base (UDB). South Africa also has sector integration for the purpose of achieving operational effectiveness. Brazil, Chile and Turkey show cross sector integration that allows these countries to achieve operational effectiveness and efficiency. Moreover, the case of Brazil evidences consolidated targeting efforts, as the country has a single registry called “Cadastro Único”.

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• **ILO’s approach on implementing social protection floors**: ILO representatives presented the concepts of social protection floor and single window service. They also provided country case examples of countries where these policies have been implemented, including Cambodia, Indonesia and Mongolia.

**Study tour to Belgium**

The study tour complemented the workshop in Marseille and sought to bridge theory with practice by exposing the same participants to an international best practice of identifying target populations of Government programs. In particular, the Belgian system of individual identification has a unique ID for individuals that allows to verify their identity while making it possible for social programs to have information about the socio-economic status of the individual (through inter-operable interphases with other datasets, such as those of social security and taxes). The system in Belgium also has an electronic ID (e-ID) that allows performing transactions electronically (such as registration, ID verification, and payments). The objective of the two-day study tour to Belgium was to learn about the Belgium model of identification and how such a model can be adapted by participating government officials in their respective countries.

In particular, the main aspects that were discussed during the study tour were the following:

• **The eID in the context of the Belgian e-government strategy**: aligned with the European Commission’s E-Government Action Plan 2011-2015, the Belgian e-government strategy seeks the empowerment of the Belgian society within the EU context. It focuses on customers (citizens, industry and public sector), interoperability through a service-oriented architecture that promotes collaboration between different levels of government, enhanced e-skills through collaboration with the private sector, the provision of a catalogue of services and an increased management efficiency. The eID card has several functionalities which range from access to healthcare, filing taxes, registering a birth and obtaining a driver’s license or a student card to home banking and e-commerce (see **Figure 9**).

**Figure 9.** Applications of the eID card
• **eIDs as an opportunity to secure and further boost the electronic society:** the eID card allows the physical identification of a citizen, data capture, as well as authentication and digital signature. It holds two citizen’s cryptographic key pairs in which the underlying principles are those of authentication and electronic signature.

• **Identity management in Belgium:** the population registries have existed since 1846 and were created to facilitate the first population census. They are managed at the municipality level and are based on civil status records. The identity card has its origins in the German occupation during First World War and is considered as a certificate of inscription in the population registries. The National Registry was created in 1968 and includes a combination of identification and localization information about the persons registered in the population registries as well as the Belgians registered in a Belgian consular post or diplomatic mission abroad. Its objectives are to facilitate information exchange, enable automatic update of public databases, rationalize the municipal management of population registers and simplify administrative procedures for citizens. A unique identification number is given to each person at the initial registration. It is composed by 11 digits, of which the first six are the person’s date of birth, the following 3 are a series number that identifies the person born on the same day and also gives an indication of the gender, and the final 2 digits are control number allowing to verify this number. There are three main types of identification cards in Belgium: the eID card (for Belgian citizens), the kidsID (for children under 12) and the ERP (or electronic residence permit, for non-Belgian residents).

• **Interoperability in the European context:** interoperability aims at developing synergies among institutions, unlocking data across sectors, sharing services and solutions as well as optimizing and simplifying across ministerial boundaries (see **Figure 10**).

**Figure 10.** Interoperability. Main principles and impact on society
Interoperability has an important economic impact as it can generate high GDP savings (e.g. €2.75 billion in Spain). At the EU level, the Interoperability Solutions for European public Administrations, businesses and citizens (ISA) program facilitates efficient and effective electronic cross-border or cross-sector interaction between European public administrations and between them and citizens and businesses. Interoperability also enables access to different registries in the context of the European Interoperability Framework, which aims to promote and support the delivery of European public services by fostering cross-border and cross-sectoral interoperability, guide public administrations in their work to provide European public services to businesses and citizens as well as complement and tie together national interoperability frameworks at European level.

- *The production process of the eID card:* the study tour also included a visit to Zetes Cards, the company that produces the eID cards, where participants attended a presentation on the e-ID/E-passport secure production processes as well as a guided tour of the factory. The production process involves coordination and interaction among different actors, which include the citizen, the municipality, the card producer, the national registry as well as the certification authority (see Figure 11).

**Figure 11.** The production process of the eID card
Main messages and conclusions

The main messages and conclusions of the four-day activity, including both the workshop in Marseille and the study tour in Brussels, are the following:

- SP systems enhance integration, efficiency, and effectiveness of available programs. They also involve substantive implementation challenges. In this context, institutional arrangements to develop SP systems are fundamental, as they help to define roles and responsibilities and are thus critical to ensure coordination.
- ID systems are a critical element of SP systems, but their development is part of a larger development agenda.
- The Belgian eID system is an example of how a robust identification system can help achieve system integration as well as interoperability of different databases.
- The development of social registries is part of a coherent strategy to reach the desired population. However, there is not a single approach to develop social registries.
- Social registries are not MIS systems, but they are both core elements of an integrated SP system.
- Universality and targeting are not incompatible concepts.
- There is not a single approach to targeting. Targeting practices at the program level need to be revised and evaluated periodically.
- Different programs can use a similar registry but use different cut-off points.

Participants’ evaluation
The activity was subject to an evaluation to assess participants’ satisfaction, and included questions on both quality and relevance of content.

The results of the evaluations show 100% of participants considered both the workshop in Marseille and the study tour in Brussels useful. Similarly, 100% and 87% of the participants, respectively, rated the workshop and the study as relevant.

Annex I: Activity’s Agenda

Building Integrated Social Protection (SP) Delivery Systems
Marseille, France & Brussels, Belgium
March 23-27, 2015

The first part of this activity consists of a two-day technical workshop in Marseille. The purpose of this workshop is to share emerging knowledge on the building blocks of an integrated SP system, in order to improve the delivery of social services. In particular, the activity will focus on key concepts and international experiences in the establishing of robust identification systems, social registries and Management Information Systems (MIS). The second part of this activity consists of a two-day study tour to Brussels, which complements the workshop in Marseille and seeks to bridge theory with practice by exposing the same participants to an international best practice of identifying target populations of Government programs.

AGENDA
Monday, March 23, 2015

08h 30 – 09h 00  Registration

09h 00 – 09h 30  Welcoming Remarks & Presentations
Mourad Ezzine, Manager, Center for Mediterranean Integration
Marie-Pierre Nicollet, Head, Mediterranean Department, French Development Agency
Gustavo Demarco, Program Leader, Social Protection & Labor Global Practice, World Bank

09h 30 – 10h 15  SP in MENA: key features and challenges (15 minutes)
Gustavo Demarco, Program Leader, Social Protection & Labor Global Practice, World Bank

Discussion and Q&A (30 minutes)

10h 15 – 11h 00  SP Delivery Systems: objectives, elements, & trends (15 minutes)
Diego Angel-Urdinola, Sr. Economist, World Bank

Discussion and Q&A (30 minutes)

11h 00 – 11h 15  Coffee Break

11h 15 – 12h 15  Group session discussion: Ongoing efforts and challenges to establish integrated SP systems
Participating Delegations

12h 15 – 13h 00  Comprehensive mechanisms to develop, coordinate implementation and deliver social protection floors – an ILO perspective (15 minutes)
Valerie Schmitt, Chief, Social Policy, Governance and Standards Branch, Social Protection Department, ILO
Thibault van Langenhove, Social Protection Consultant, ILO

Discussion and Q&A (30 minutes)

13h 00 – 14h 30  Lunch

14h 30 – 15h 30  Robust Identification System as a Foundation for the Efficient Administration of SP
Programs (30 minutes)
Joseph Atick, International Expert

Discussion and Q&A (30 minutes)
15h 30 – 16h 00   Coffee Break

16h 00 – 17h 00  **Social Registry and MIS for SP Delivery Systems: key concepts and country Experiences** (30 minutes)
Philippe Leite, Sr. Social Protection Economist, World Bank

*Discussion and Q&A (30 minutes)*

19h 00 – 21h 00  Group Dinner

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*Tuesday, March 24, 2015*

09h 00 – 10h 00  **Institutional Reform and Implementation Issues: key concepts and country experiences** (30 minutes)
Oleksiy A. Sluchynskyy, Sr. Economist, World Bank

*Discussion and Q&A (30 minutes)*

10h 00 – 11h 00  **Targeting** (30 minutes)
Andrei Tretyak, Head of the Social Protection Unit, Social Protection and Employment Department, Expertise France
Philippe Leite, Sr. Social Protection Economist, World Bank

*Discussion and Q&A (30 minutes)*

11h 00 – 11h 15  Coffee Break

11h15 - 12h 15  **Putting it all Together: Country Case** (30 minutes)
Emil Tesliuc, Senior Economist, World Bank

*Discussion and Q&A (30 minutes)*

12h 15 - 13h 00  **Country case studies on coordinated implementation of social protection floors: Indonesia, Mongolia, and others** (15 minutes)
Thibault van Langenhove, Social Protection Consultant, ILO
Valerie Schmitt, Chief, Social Policy, Governance and Standards Branch, Social Protection Department, ILO

*Discussion and Q&A (30 minutes)*

13h 00 – 14h 30  Lunch
14h 30 – 16h 00  **Panel Discussion: What’s next for MENA?**  
Participating Country Delegations  
Gustavo Demarco, Program Leader, Social Protection & Labor Global Practice, World Bank  
Pierre Salignon, Project Manager, Health and Social Protection Unit, AfD  
Moderator: Diego Angel-Urdinola, Sr. Economist, World Bank  

16h 00 – 17h 00  **Concluding Remarks & Closing Ceremony**  

*Wednesday, March 25, 2015*  

Trip from Marseille to Brussels  

*Thursday, March 26, 2015*  

09h 30 – 12h 30  **FEDICT: Presentation of the Federal Public Service organization.**  
Mr. Frank Leyman, Manager International Relations  
- Belgian eGovernment strategy  
- Role of the eID  
- Interoperability approach  
- Link with Europe  

12h 30 – 14h 00  Lunch  

14h 00 – 16h 00  **Ministry of Interior: Presentation of the National Register activities.**  
Mr. Peter Grouwels  

16h 00 – 18h 00  **European Commission: DG DIGIT**  
Mrs. M. Abecasis  
- Interoperability - enabler of public sector modernization  
- "business case" of interoperability between public administrations  
- the EIF and the situation in the EU Member States  
- Catalogue of Services and linking with semantics  
- Open data  
- Sharing and re-use of solutions and services.  

20h 00 – 22h 00  Group Dinner  

*Friday, March 27, 2015*
10h 00 – 13h 00  **Zetes Cards: presentation of activities & visit of perso & logistics.**
Mr Ronny Depoortere or Mr Erwin Vermoesen

- introduction to ZETES
- presentation of the e-ID/E-passport secure production processes and guided tour in the factory.

13h 00 – 14h 30  Lunch at Zetes

14h 30 – 15h 30  **FEDICT: presentation and demos on Mobile ID + mobile signature**
Mr. Bart Renard

15h30 – 16h00  Coffee Break

16h00 – 17h00  **FEDICT: security aspects around eID: all you need to know about certificates**
Mr. Olivier Delos

17h00 – 17h30  **Closing**
Annex II: List of Participants

<table>
<thead>
<tr>
<th>Country</th>
<th>Name</th>
<th>Title</th>
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<tbody>
<tr>
<td>Algeria</td>
<td>M. Abdelaziz Lahlou</td>
<td>Directeur, Ministère de la Solidarité Nationale, de la Famille et de la Condition de la Femme</td>
</tr>
<tr>
<td>Algeria</td>
<td>M. Nourreddine Merkiche</td>
<td>Directeur des Etudes et de la Planification à l'Agence de Développement Social</td>
</tr>
<tr>
<td>Algeria</td>
<td>M. Achour Benkerrou</td>
<td>Directeur des Etudes et des Systèmes d'information, Agence Nationale de Gestion du Microcrédit</td>
</tr>
<tr>
<td>Djibouti</td>
<td>Mme. Mouna Ahmed Ragueh</td>
<td>Chef de Service du Programme de Filets Sociaux</td>
</tr>
<tr>
<td>Djibouti</td>
<td>M. Abdoulaziz Abdillahi Mohamed</td>
<td>Cadre à la Solidarité Nationale</td>
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<tr>
<td>Egypt</td>
<td>Eng. Mohamed Hammam</td>
<td>Ministry of Planning and International Cooperation</td>
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<tr>
<td>Egypt</td>
<td>Eng. Medhat Massoud</td>
<td>General Manager for the Human and community central sector, Social Fund for Development</td>
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<tr>
<td>Egypt</td>
<td>Dr. Magdy el Hennawy</td>
<td>Family Smart Cards Project General Manager, Ministry of Planning, Monitoring and Administrative Development</td>
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<tr>
<td>Jordan</td>
<td>Ms. Hana Abed Muflih Alkharabsheh</td>
<td>National Aid Fund</td>
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<tr>
<td>Jordan</td>
<td>Ms. Zein Ahmad Ibrahim Soufan</td>
<td>Ministry of Planning and International Cooperation</td>
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<tr>
<td>Morocco</td>
<td>Mme. Asmae Ibnattya Andaloussi</td>
<td>Chargé de Mission auprès du Chef du Gouvernement</td>
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<tr>
<td>Morocco</td>
<td>M. Mohamed Mahdad</td>
<td>Directeur de la Gouvernance, MAGG</td>
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<tr>
<td>Morocco</td>
<td>M. Omar El Alami</td>
<td>Chef de la division des Systèmes d'Information à la Direction des Systèmes d'Information, Ministère de l'Intérieur</td>
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<td>Morocco</td>
<td>Mme Amina Benomar</td>
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<td>Tunisia</td>
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<td>Tunisia</td>
<td>M. Anouar Zarrouk</td>
<td>Sous-directeur à la DG des affaires économiques et sociales à la présidence du gouvernement</td>
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