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Organisational Review of ICANN's  
Country Code Names Supporting Organisation (ccNSO)

FINAL REPORT



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## PART A - Executive Summary

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The Country Code Name Supporting Organisation (ccNSO) was established in June 2003. In order to give a voice to ccTLD registries and distinguish between the interests of the ccTLDs and gTLDs within the ICANN system the Domain Names Supporting Organisation was replaced with two separate Supporting Organisations (SOs): the gNSO and the ccNSO, respectively set up to represent the interests of generic and country code Registries.

Current ccNSO membership stands at 106 ccTLDs out of a total of 248 listed by IANA. These account for 90% of domain names registered under a ccTLD. However, they still only represents 41% of all ccTLDs (even if this figure is somewhat higher taking into account the fact that certain ccTLD Registries manage more than one ccTLD).

The aim of this review is to determine: (i) whether the ccNSO is fulfilling its purpose within the ICANN structure; and (ii) if so, whether any change in its structure or operations is desirable to improve its effectiveness and facilitate further membership of the wider ccTLD community.

The review is based on the views of numerous ccTLD Managers and other stakeholders within ICANN collected via an online survey questionnaire and face-to-face and phone interviews.

97 responses to the online survey were received. These include large and small ccTLDs, with a 70%/30% split between members and non-members of the ccNSO, the representatives of the four ccTLD Regional Organisations, the members of ICANN's Staff and the representatives of the other SOs and ACs within the ICANN system.

### **Effectiveness and working mechanisms regarding the ccNSO's objectives.**

The ccNSO is defined, according to ICANN's Bylaws, as a policy-development body, with three key objectives: *(1) the development of policy recommendations to the ICANN Board;*

*(2) nurturing consensus across the constituencies, including the name-related activities of ccTLDs; and (3) coordinating with other ICANN Supporting Organisations committees, and constituencies under ICANN.*<sup>4</sup>

According to the Bylaws the organisation also has an ancillary fourth objective to "engage in other activities that may be authorised by its members.

Review findings regarding the effectiveness of the ccNSO are generally speaking positive. Members of the ccNSO indicate very high levels of satisfaction of between 70% and 98%, depending on the specific area.

However, with only one Policy Development Process (PDP) completed and one ongoing, the policy-development dimension of the ccNSO's mandate - its first objective according to the Bylaws - is not revealed as an area in which the ccNSO has achieved significant results - at least not via the PDP mechanism.

Four factors may have accounted for this: 1) Disparities between ccTLDs in terms of size, nature (non-profit, for profit, academic or governmental organisations), implying a diversity of interests and priorities; 2) a reluctance within the ccTLD community to develop common policies; 3) the complexity of the PDP process itself; 4) the extremely narrow scope within which the ccNSO can develop policy as specified by the Bylaws.

Nurturing consensus is an area where the organisation has been significantly more effective. For example, when asked to list the three or four reasons that prompted them to join the ccNSO most members cite reasons such as "the ability to influence the development of ccTLDs worldwide", the "opportunity to be more involved with the cc community", "capacity building", "the exchange of best practices", "networking", "keeping abreast of developments at ICANN" and "having a voice within the ICANN system".

### **Communication and coordination with the other SOs and ACs within ICANN.**

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<sup>1</sup> <http://ccnso.icann.org/>



The representatives of the other Supporting Organisations and Advisory Committees (ACs) express contrasting views regarding the effectiveness of the ccNSO and the efforts undertaken to coordinate and engage in joint initiatives.

There is widespread recognition of the open and highly effective role played by the ccNSO in the negotiations that led to the adoption of the IDNccTLD Fast Track mechanism. And in this regard some have expressed the hope that the Fast Track will serve as a crucial testbed in view of the implementation of similar mechanisms (e.g. for new gTLDs).

On the other hand the ccNSO is seen by some to be "ccTLD-centric": the ccNSO membership is only made up of ccTLD managers whereas the GNSO consists of six Constituencies and has to deal with a diversity of interest groups.

#### **Policy development via other means than the PDP.**

Although the PDP mechanism has not yielded significant results, over the past six years, the ccNSO has been engaged in a significant amount of policy advocacy work within the ICANN system. This has been conducted via alternative mechanisms as defined in the organisation's Rules and Guidelines documents.

One of the conclusions of this review is that a balance should be struck by the ccNSO between a reliance on the highly formalised mechanism of the PDP, and having recourse to informal processes resulting in official positions and comments regarding policy development within ICANN (letters, Working Groups). This could be achieved through the adoption of a lighter policy-development mechanism.

**Recommendation 1:** The ccNSO should consider the adoption of alternative, consensus-based, lighter and faster policy-development mechanisms: a) A comments mechanism would allow the ccNSO to provide a prompt response to a request from ICANN's Board or another Supporting Organisation. b) A position paper mechanism would allow the ccNSO to elaborate common Statements on relevant ccTLD issues in a way that reflects the general position of the ccTLD community. The fast tracked comment mechanism as with the position paper mechanism would be non-binding to ccNSO members.

CENTR's methodology for comments and position papers could serve as a model for the definition of guidelines regarding the development of these two complementary policy-development mechanisms within the ccNSO.

#### **Language barrier**

For any international, membership-based organisation like the ccNSO, language is likely to be a constraint unless adequate measures are taken to translate documents, and engage the broader international community through the organisation of meetings, teleconferences, working groups etc. in multiple languages (or, at the least to allow participants to have recourse to interpreters). Yet, at present, it would appear that all documents produced by the ccNSO, whether for internal use or communication with the ccNSO members or the broader community of ccTLD managers are in English.

In addition, all meetings of the ccNSO are held in English without the option, for those who might need it, of interpreters. While this may not be a problem for a majority of members, the organisation needs to consider the extent to which certain language constituencies may feel disenfranchised due to the lack of information in their language.

**Recommendation 2:** Consider the translation into the main UN languages of key documents concerning and produced by the ccNSO (Bylaws, the Rules and Guidelines document, major Policy papers) of a brief summary of ccNSO position paper.



**Recommendation 3:** Due to the significant cost of translating documents on a regular basis we suggest that the task of translating all documents related to the ccNSO's activity could be carried by the ccNSO membership itself. This could be facilitated by the setting up of a multilingual wiki (as used by Wikipedia). In this way, the translation of documents would become the responsibility of the linguistic communities themselves, and there need be no limit to the number of languages that documents could be translated into. If such a mechanism were adopted we would also suggest the appointing by the Council of a "linguistic community manager" for each language who would have responsibility to check the accuracy of the translations

### Membership growth

Membership numbers have grown steadily from 35 in 2003 to 106 as of the submission of this report. This can be seen as the result of various initiatives carried out to maintain and boost numbers (including the reform of the Bylaws in 2006 that resulted in a clarification of the Bylaws, notably in relation to the binding nature of the policies developed by the ccNSO).

Today, according to our research, 35% of the ccNSO's members come from the private sector, 20 % from the non-profit sector, 21 % from academic organisations and 24 % from governmental organisations.<sup>2</sup>

Several important countries are still not represented and certain regions of the world including much of Francophone Africa, the Middle East, the Indian Subcontinent and the Central Asian States are conspicuously under-represented.

The ccNSO has been moderately successful in achieving recognition among the 140 or so non-member ccTLDs, many of whom continue to view the organisation with ambivalence, some even questioning its relevance or existence.

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<sup>2</sup> Source: ITEMS International research

In this regard we would urge ICANN to increase resources dedicated to achieving universal membership of ccTLDs within the ccNSO. This could be achieved, in part, through an enhanced communications strategy aimed at non-member ccTLDs and an increase in the number of travel bursaries to attend ccNSO meeting.

**Recommendation 4:** The ccNSO staff should regularly engage in outreach activities to enlarge membership / better communication with non-members. ICANN should increase resources in order to propose attractive and value-added services for the ccTLD community. These value added services would require a dedicated "online community manager" whose responsibilities it would be to attract new members, especially from under-represented regions.

Certain obstacles to membership such as the perceived lack or poor quality of information about the organisation, or a certain residual ambivalence regarding the role of ccNSO, could be resolved in coordination with the other SOs and ACs. In particular, we consider that the ccNSO could engage in a collaborative membership-boosting strategy with ALAC and the GAC. These other ICANN structures are frequently in contact with ccTLD managers and could encourage them to join the ccNSO.

**Recommendation 5:** The ccNSO should engage with the GAC and ALAC to determine a joint initiative to boost the membership levels of all the SOs and ACs within ICANN.

### Coordination within ICANN

Although the ICANN system is clearly designed to encourage dialogue and collaboration between the SOs and ACs, in practice it would appear that this is not always achieved to the satisfaction of all concerned. Within ICANN itself, the system of SOs and ACs, frequently referred to as the 'Silo system' suggests parallel conduits for the carrying out of ICANN's business, with limited means of communication or collaboration between each conduit.

The system of joint Working Groups, notably in connection with the introduction of IDNccTLDs is widely commended by the members of the GAC interviewed as part of this review. However, it would appear that relationships with ALAC could be improved.





Relations with other constituency groups could also be reinforced. We draw special attention to global cc registrars and registrants many of whom operate on a global basis, in coordination with their national ccTLD Manager. Both constituencies are likely to be affected by ccTLDs policies, and both are already represented within the ICANN system. Registrars are represented within the GNSO through the 'Registrar Stakeholder Group', one of the six constituencies of the GNSO, and Registrants are represented in GNSO by "Commercial and businesses" constituency. Within GNSO, both constituencies play an active part to play in policy-shaping regarding gTLD-issues.

A working group could be setup in order to formalize coordination processes with registrars and registrants represented in GNSO, especially those who operate on a global basis.

**Recommendation 6:** When ccNSO develops a policy which could impact the activity of registrars and registrants, ccNSO should be able to collect their position.

#### Resources provided by ICANN

The ccNSO is not an independent structure with its own operational budget and salaried staff. It is a membership-based sub-structure of ICANN whose operations fit within and are entirely dependent on the personnel and budgetary resources provided to it by ICANN.

The ccNSO Secretariat manages the activities of the ccNSO in an efficient and effective manner within the means put at its disposal and is greatly appreciated by the ccNSO membership. The Secretariat is responsible for the planning of meetings, coordination with the membership base and maintaining the ccNSO website.

The ccNSO website is an essential source of information regarding the activities of the organisation yet the current version of site is outdated-looking and offers little functionality. A thorough redesign of the site is under way and we have obtained plans for the rationalisation of the site's architecture with the addition of new features. In addition to these, we recommend the introduction of user-friendly social networking tools e.g. to allow regional, language or script-based sub-groups to form and exchange and RSS feeds. Improvements could also be made to the individual "profile pages" to allow members to enter and keep their profile information up to date.

**Recommendation 7:** Beyond the ongoing improvement of the website, we recommend the implementation of a collaborative networking tool allowing ccNSO to create subgroups based on thematic, regional, linguistic grounds. Such a tool could include wiki, agenda, project management functions and allow members to update their own contact details within the register of all ccNSO participants. Articulation of this collaborative tool with existing mailing lists has to be studied. Such a tool would be helpful for the animation of the ccNSO community as well for attracting new members. Animation of such a tool requires "community management" capabilities.

**Recommendation 8:** ICANN should provide ccNSO with appropriate "management community" capabilities in order to make the best usage of the collaborative tool.

#### Accountability and transparency

The ccNSO Council is responsible for the administration and coordination of the ccNSO as well as the development of ccNSO policy recommendations on behalf of its members. ccNSO members in each of ICANN's five Geographic Regions elect three councillors. Three further councillors are selected by ICANN's Nominating Committee. A councillor is elected by members or appointed by the Nominating Committee for a three-year term. Elections to the Council are held each year. The ccNSO Chairman is elected for a one-year term and can be reconfirmed each year. There is currently no limit to the number of times a Councillor can be re-elected.

**Recommendation 9:** Introduce a limit to the number of terms that can be served by ccNSO Council members (item tabled for discussion at ccNSO meeting in Brussels).





The current ccNSO Chair, who has occupied the position since the setting up of the ccNSO, is perceived as having been a driving force and having played a key role in coordinating the ccNSO's activities in conjunction with the other SOs and ACs within ICANN. Reviewers note that the Rules and Guidelines do not define the role of the Chair. This has not been a problem up to now as ccNSO is a relatively young. Yet as the organisation grows, a clearer definition of the Chair's precise role with a limitation on the duration of his/her term will be required.

**Recommendation 10:** ccNSO should consider clarifying of the respective roles of the Council and the Chair in the ccNSO Rules and guidelines.

ICANN is a not-for-profit corporation, that has a number of constituency groups represented within it. Financial resources to fund ICANN's operating activities come largely from generic registries and registrars that are accredited by, and contracted with, ICANN. In addition, Regional Internet registries (RIR) and ccTLD registries contribute annually to ICANN. Many ccTLDs make a voluntary contribution of funds to support ICANN, but some do not.

ICANN has made it clear that costs in connection with the ccNSO and ccTLD activities (estimated at \$9.6 million for the fiscal year 2011) are far from being matched by the current level of ccTLD contributions (forecast to be \$1.6 million in the FY11).

ICANN has provided an additional view of ICANN's finances by defining a set of Expense Area Groups (EAGs). The EAG represents a major progress. However there is still a wide "perception gap" between the figures presented by ICANN to represent ccNSO and ccTLD-related costs and the perceptions of certain ccTLD Managers regarding the value of the services they receive and how these square with their contributions.

**Recommendation 11:** The ICANN Expenditure Analysis by Stakeholder Interest Area represents a major progress in term of understanding the allocation of ICANN budget towards ccTLD and ccNSO operations. In the interests of the members of the ccNSO and the broader ccTLD community, we recommend the institution of a permanent Finance Liaison (a designated member of the Council) whose responsibility will be to act as a go-between with ICANN's Finance Department and to ensure complete transparency regarding this issue and any other budgetary matters linked to the activities of the ccNSO and ccTLDs. The next release of ICANN Expenditure Analysis by Stakeholder Interest Area could be an opportunity to reduce the "perception gap".

At present there is no single document that lays out the issues that which ccNSO is working on or planning to work on in the years ahead. Yet such a document could be of use to communicate effectively with other constituencies and notably other SOs and ACs within ICANN. It would also have significant value to raise awareness more broadly regarding the activities of the ccNSO.

**Recommendation 12:** The ccNSO should develop and publish annually a policy road map for the next two three years to act as a strategy document for current and upcoming policy work and as a general marketing tool for information purposes within and outside the ICANN community.

### The future of ccNSO

On compliance: Although no initiatives undertaken by the organisation since its establishment have resulted in legally enforceable policy provisions (the only PDP to have been successfully carried out to date did not result in policy recommendations being made to the Board, rather a clarification of the Bylaws), many achievements have been realised by other means, notably the Working Group mechanism and the novel mechanism that was used in the negotiations that led to the introduction of IDNccTLDs.



These are seen to be entirely consistent with the second and third items of the mandate, to “to nurture consensus across the ccNSO’s community” and coordinate with the other SOs and ACs within ICANN. In our view the reduced number of completed PDPs does not reflect negatively on the ccNSO’s achievements, nor does it call into question its legitimacy.

On the understanding of the mandate: While members claim to have a good understanding of the ccNSO’s mandate, there is considerable divergence of opinion as to what the mandate actually is. We distinguish between those who are in favour of a tight definition of the mandate that allows little room for engaging in other activities apart from policy development via the PDP mechanism, and those who favour a looser definition which gives much greater latitude to engage in various other activities (in line with the ancillary ‘fourth’ objective of the organisation) as and when the need arises.

On the impact of the introduction of IDNccTLDs on the ccNSO: The introduction of IDNccTLDs is likely to result in a significant increase in the number of ccTLD Registries and potential candidates for ccNSO membership. This is a critical issue regarding the purpose and membership structure of the the ccNSO and a ccPDP has been launched.

The issue of delegation and re-delegation, which is of interest to ccTLDs, governments and ICANN, is likely to become more and more pressing. In light of this the ccNSO and ICANN could consider an amendment to its Policy Development Process (PDP) in order to improve the involvement of the GAC when policies examined by the ccNSO have direct repercussions for governments.

Some mechanisms already exist, via liaisons, observers and Joint Working groups. In addition, the bylaws formally refer to the fact that “The Council shall formally request the Chair of the GAC to offer opinion or advice.”

However, some changes could be introduced by specifying that PDPs related on issues which concern governments could include a formal GAC approval before being conveyed to the Board.

### **Continuing purpose of the ccNSO**

The purpose of the ccNSO was based on a compromise: it gives a voice to ccTLDs within the ICANN. In return, they accept ICANN as a legitimate steward for the DNS and accept to develop global ccTLDs policies. This double purpose remains valid.

The creation of IDNccTLDs is likely to result in a significant increase in the number of ccTLD Registries and potential candidates for ccNSO membership. Working groups are in charge of this issue. We will not make any recommendation that could interfere with the results of these working groups.



## **PART B - REPORT**

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# 1 Introduction

## 1.1 Origins of the ccNSO

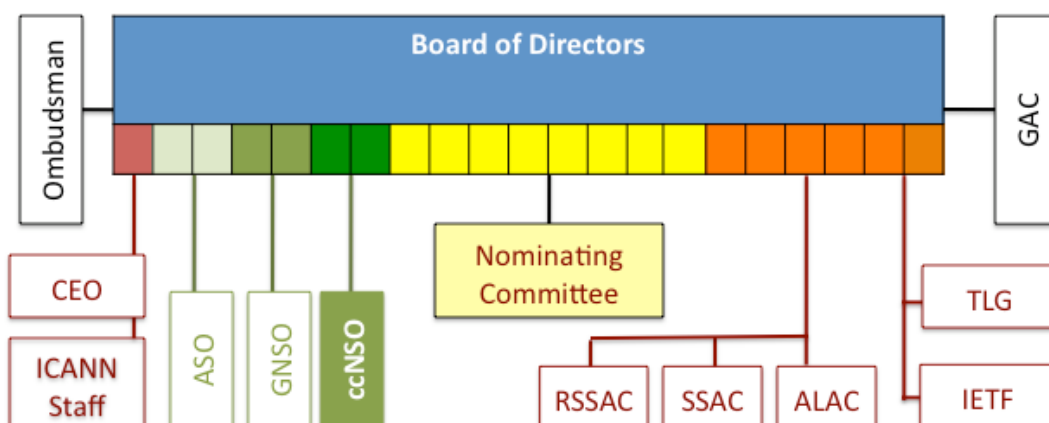
The Country Code Name Supporting Organisation (ccNSO) was established at the ICANN meeting in Montreal, in June 2003. In March 2002 an Evolution and Reform Committee (ERC) was set up by the Board, and in March 2003, it recommended to the Board the creation of a separate Country Code top level domain (ccTLD) support organisation (SO) within the ICANN system. The recommendation was adopted by the Board and the ccNSO was set up as a membership-based ICANN Supporting Organisation (SO), regulated by Article IX of ICANN’s Bylaws<sup>3</sup>.



The ccNSO took over from ccTLD Constituency of the Domain Name Supporting Organisation (DNSO) that had been in existence since 1999. Its setting up reflected the view within the community of the ccTLD Registries and other constituencies within the ICANN system that the DNSO provided insufficient latitude to address their concerns, and that a separate Support Organisation (SO) was required in recognition of the difference between interests of ccTLD and those of Generic Top Level Domains (gTLDs). Henceforth the ccNSO would offer guarantees to the global constituency of ccTLDs that their interests would be better represented within the ICANN system.

The ccNSO was set up in recognition of “the very significant contributions of the ccTLD community and its vital role in ensuring that the benefits of the Internet are accessible to all parts of the world.” It also recognised the ccTLD community’s “diversity of circumstances and opinions concerning what are the responsibilities of ccTLD administrators that fall strictly under the purview of national or otherwise local jurisdiction, and which involve the need for global harmonisation and coordination.”<sup>4</sup>

**Figure 1: ICANN Organisational Chart showing SOs and ACs and the number of seats they occupy on the Board of ICANN.**



<sup>3</sup> <http://www.icann.org/en/general/bylaws.htm#IX>

<sup>4</sup> Committee on ICANN Evolution and Reform, *ccNSO Formation: Proposed Revisions to the Bylaws*, 18 July 2003

The ccNSO, was set up for the purposes of engaging in activities relevant to ccTLDs, with specific focus on (1) the development of policy recommendations to the ICANN Board; (2) nurturing consensus across the constituencies, including the name-related activities of ccTLDs; and (3) coordinating with other ICANN Supporting Organisations, Advisory Committees, and constituencies under ICANN.<sup>5</sup>

The broader aims of the ccNSO were that it should provide the ccTLD community with the means "to work together on common issues within the ICANN mission to ensure the stable and secure operation of the DNS, in a manner that is based on consensus and participation of all affected stakeholders."<sup>6</sup>

The organisation initially struggled to achieve widespread recognition and support. However, the situation changed in 2006. This coincides with two significant events. Firstly, the running of a ccPDP that resulted in a clarification and partial amendment of the Bylaws, notably in relation to the organisation's voting mechanism and, secondly, the enlargement of the ccNSO secretariat in 2007.

Major ccTLDs such as .uk (Nominet) joined shortly thereafter and several other countries around the world followed suit. Upon joining Nominet's CEO commented "*We have been encouraged by the steps that ICANN has taken recently to improve its models of engagement with the Internet community. Whilst there is still work to do, we are confident that it is moving in the right direction and are keen to provide support*"<sup>7</sup>. The joining of China, Russia and South Africa in 2007, and Germany in 2009, marked subsequent important steps forward in the membership growth of the organisation.

In September 2009, the transition from the Joint Project Agreement (JPA) – the seventh iteration of the MOU with the US Department of Commerce – to the Affirmation of Commitments marked an important evolution for ICANN and may, as far as the ccNSO is concerned, have eliminate another blockage to membership.

Current membership stands at 106 ccTLDs out of a total of the 248 listed by IANA. With the inclusion of leading ccTLDs such as China, Russia, France, Germany, the UK and most of Latin America, this represents 90% of domain names registered under a ccTLD. However, it still only represents 41% of all ccTLDs. There remains a large number of ccTLDs, including several large European, Asian and African ccTLDs that are conspicuous by their absence. These include Spain, Austria, Denmark, India, much of Central Europe, the Middle East, Central Asia, and a approximately 50% of African ccTLDs, mainly Francophone Africa.



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<sup>5</sup> <http://ccnso.icann.org/>

<sup>6</sup> Committee on ICANN Evolution and Reform, *ccNSO Formation: Proposed Revisions to the Bylaws*, 18 July 2003

<sup>7</sup> Nominet website: <http://www.nominet.org.uk/news/releases/2006/?contentId=4292>

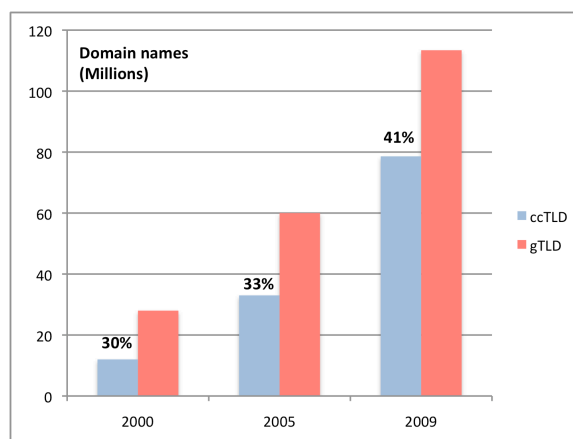
**Figure 2: Membership of the ccNSO in 2010, representing 90% of domain names registered under a ccTLD (Source : ICANN)**



All ccTLDs in use today are taken directly from the ISO 3166-1 list or from the list of exceptionally reserved code elements defined by the ISO 3166 Maintenance Agency. ccTLD Registries form a heterogeneous group with significant differences in terms of size, nature (non-profit, private sector, academic or governmental organisations) and in terms of their contractual relationships with ICANN. Likewise, they have widely diverging interests and priorities, a factor that has not facilitated the elaboration of common policies at a global level.

Sixty-three ccTLDs out of the 248 listed by IANA have entered into or are in the process of formalising their relationship with ICANN. Forty-three have done so through the signing of an agreement (“Accountability Framework”), which sets out the responsibilities of both the ccTLD and ICANN<sup>8</sup>, or via a less formal “exchange of letters” whereby each party recognises its respective responsibilities.

**Figure 3: Growth in the number of ccTLDs and gTLDs between 2000 and 2009**



Today, with the introduction of IDNccTLDs, the ccNSO is poised to assume a leading advocacy and policy-shaping role regarding one of the most significant reforms of the DNS since the original Request for Comments of 1984 (RFC 920) and the 1994 (RFC 1591).

<sup>8 8</sup> Since 2000, ICANN has also been working with managers of ccTLDs to document their relationship with ICANN. A list of ccTLD agreements is available at: <http://www.icann.org/ctltds/agreements.html>



## 1.2 Aims of this review

The aim of this review, as specified in ICANN's Terms of Reference (ToR)<sup>9</sup>, and as intended in Article IV, Section 4 of ICANN's Bylaws is to determine: (i) whether the ccNSO is fulfilling its purpose in the ICANN structure; and (ii) if so, whether any change in its structure or operations is desirable to improve its effectiveness and facilitate further membership of the wider ccTLD community.

More precisely, the objective of this review is to provide answers to the following questions:

### **PART I - Purpose of ccNSO, its effectiveness and relevance**

1. Has the ccNSO been effective in achieving its three key objectives as defined in Article IX of the Bylaws?
2. What internal or external elements – if any - prevented the full achievement of ccNSO's objectives?
3. What general or specific measures can be imagined to enhance the effectiveness of the ccNSO?
4. Overall, were the initiatives carried out by ccNSO since its establishment consistent with its mandate as defined in the Bylaws?
5. What are the ccNSO members' understandings of the mandate of the ccNSO?
6. What are the understandings of other Supporting Organisations and of Advisory Committees of the mandate of the ccNSO?
7. Does the ccNSO have a continuing purpose in the ICANN structure?
8. Does the rationale for ccNSO as spelled out in the Bylaws need to be revised, and in which sense?

### **PART II – Functioning of the ccNSO**

9. Does the ccNSO operate in an accountable and transparent way? Are there any changes to the ccNSO's ways of operating that might enhance its accountability and transparency?
10. Are the ccNSO's internal working mechanisms suitable and sufficient to guide all the aspects of its present work?
11. What mechanisms can be envisaged to further support the efforts of ccNSO to enlarge its membership to further existing and future ccTLDs?
12. Has the ccNSO had the resources necessary to accomplish its tasks? Was the support provided by ICANN to the ccNSO consistent and sufficient with the needs of the ccNSO in terms of personnel resources, as well as in administrative and operational terms?
13. Are there regular and suitable communication and collaboration mechanisms in place between the ccNSO and other SOs and ACs?



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<sup>9</sup> See Annex 11, p 100

### 1.3 Methodology

This review was conducted in three phases:

- Phase 1: Baseline factual assessment and data collection via an online survey and the carrying out of face-to-face interviews
- Phase 2: Data analysis and validation
- Phase 3: Recommendations.

A variety of question formats was used in the survey questionnaire, typically a multiple choice question, followed by an opportunity to expand in writing (See Survey questionnaire, p. 104) with a view to gaining insights into how the achievements of the ccNSO are perceived by its members, the wider constituency of ccTLDs and the representatives of other SOs and ACs within ICANN. The multiple choice questions serve to reveal broad-brush trends of opinion; the opportunities to expand in writing to reveal a more nuanced picture that is more likely to highlight differences of opinion between - and within - respondent groups.

The results of the survey were subjected to validation during the face-to-face interviews that were conducted at the ICANN meeting in Nairobi, in March 2010, and the phone interviews that were conducted throughout the review process.

An international survey of the ccNSO was conducted from 12<sup>th</sup> January to 19<sup>th</sup> March 2010. The survey was primarily targeted at ccTLD Managers and, to a lesser degree, to other key stakeholders within the ICANN system with links to the activities of the ccNSO.

A total of 97 responses were received from all respondent categories. These include large and small ccTLDs, with a 70% / 30% split between members and non-members of the ccNSO, the representatives of the four ccTLD Regional Organisations, the members of ICANN's Staff and the representatives of the other SOs and ACs within the ICANN system.

78 ccTLD Managers responded, a significant response rate for this type of survey (See Annex 8). This represents 30% of the 248 ccTLDs listed on the IANA database (see Annex 9: List of ccTLDs). It includes 54 members of the ccNSO (50% of its current membership), and 23 non-members, a sufficiently large representative sample to allow us to extrapolate clear-cut trends of opinion.

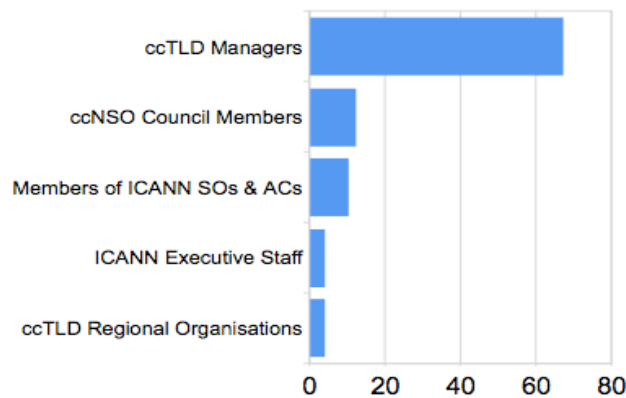
Response rates per respondent category are shown in figure 4. ccTLD Managers - the main target group, account for 69% of responses with ccTLD Managers that are also members of the ccNSO Council accounting for a further 12% (a total of 81%).

Responses were received all ccTLD types, spread fairly evenly across all geographic regions allowing us to detect clear trends linked to size of organisation as well as geographic, cultural and linguistic differences.

**Figure 4:**  
ccTLD  
respond-  
ents:  
Members of  
the ccNSO



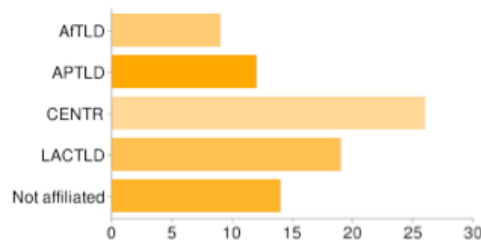
**Figure 5: Responses to survey – breakdown per respondent category**



The members of the other Supporting Organisations and Advisory Committees within ICANN account for 11%, the representatives of the four ccTLD Regional Organisations - 4%, and the members of ICANN’s Executive Staff - 4%.



**Figure 6: Affiliation of ccNSO members to the Regional Organisations**



AFTLD	9	12%
APTLD	12	16%
CENTR	26	34%
LACTLD	19	25%

### 1.4 Presentation of data, findings and analysis

Because of the convergence between some of the survey and interview findings and our analysis in relation to the 13 evaluative questions listed above, we have divided the document into seven sections in which we treat between one to four questions at a time. A key to reading the document in relation to the ICANN’s evaluative questions is presented in the table below.

**Each section is divided as followed:**

- By question of the review:

- 1) Baseline factual assessment that gives factual elements and data related to each question that the review is supposed to answer,
- 2) At the end of each section, we present the key findings of the survey and face-to-face and phone interviews conducted during the course of the review.

- Globally for the section:

3) Analysis based on the baseline assessment and the findings of the survey and interviews + recommendations. This analysis is common to each section when this section gathers more than one question.

**Figure 7: Correspondences between review questions and sections of the report**

Review question #	Question key issues	Baseline factual assessment	Survey & Interview Findings	Analysis & Recommendations
<b>Section 2: Effectiveness of the ccNSO, constraints analysis, and suitability of working mechanisms</b>				
1	Effectiveness of ccNSO	Section 2.1.1, p. 19	Section 2.1.2, p. 22	Section 2.4, p. 38
2	Constraints	Section 2.2.1, p. 29	Section 2.2.2, p. 31	
10	Working mechanisms	Section 2.3.1, p. 34	Section 2.3.2, p. 35	
<b>Section 3: Membership enlargement of the ccNSO</b>				
11	Enlarge membership	Section 3.1 p. 42	Section 3.2, p. 47	Section 3.3, p. 50
<b>Section 4: Coordination within the ICANN system</b>				
6	SOs ACs understanding	Section 4.1.1, p. 52	Section 4.2.1, p. 54	Section 4.3, p. 55
13	SOs ACs collaboration	Section 4.1.1, p. 52	Section 4.1.2, p. 53	
<b>Section 5: Resources provided by ICANN</b>				
12	Staff resources	Section 5.1.1, p. 57	Section 5.1.2, p. 58	Section 5.4, p. 69
	Technical resources	Section 5.2.1, p. 59	Section 5.2.2, p. 60	
	Budgetary resources	Section 5.3, p. 61	Not applicable	
<b>Section 6: Accountability and transparency</b>				
9	Accountability	Section 6.1.1, p. 72	Section 6.1.2, p. 72	Section 6.4, p. 78
	Transparency	Section 6.2.1, p. 74	Section 6.2.2, p. 76	
	Financial transparency	Section 6.3.1, p. 77	Section 6.3.2, p. 77	
<b>Section 7: The future of ccNSO</b>				
5	Members' understanding	Not applicable	Section 7.1, p. 82	Section 7.5, p. 90
4	Compliance	Section 7.2.1, p. 84	Section 7.2.2, p. 84	
7	Continuing purpose	Section 7.3.1, p. 87	Section 7.3.2, p. 87	
8	Rationale revision	Not applicable	Section 7.4.1, p. 89	
<b>Summary and Recommendations in analysis part of each section</b>				
3	Measures to enhance effectiveness			All sections



## 2 Effectiveness of the ccNSO, constraints analysis, and suitability of working mechanisms

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This section considers three evaluative questions:

- Has the ccNSO been effective in achieving its three key objectives as defined in Article IX of the Bylaws?
- What internal or external elements – if any - prevented the full achievement of ccNSO's objectives?
- Are the ccNSO's internal working mechanisms suitable and sufficient to guide all the aspects of its present work?



### 2.1 Effectiveness of the ccNSO in respect of its key objectives

#### 2.1.1 Baseline factual assessment

The purpose of the ccNSO and its key objectives are described in the Bylaws as follows:

*There shall be a policy development body known as the Country Code Name Supporting Organisation (ccNSO) which shall be responsible for:*

1. *Developing and recommending to the Board global policies relating to country-code top-level domains;*
2. *Nurturing consensus across the ccNSO's community, including the name-related activities of ccTLDs; and*
3. *Coordinating with other ICANN Organisations, committees and constituencies under ICANN.*

In addition, the Bylaws specify lower-level fourth objective (although it is not enumerated as such) according to which the ccNSO has the option to engage in various other activities that "may be authorized by its members" and that involve: "seeking to develop voluntary best practices for ccTLD managers, assisting in skills building within the global community of ccTLD managers, and enhancing operational and technical cooperation among ccTLD managers."

The Bylaws include no details of the process whereby these additional activities (or any other activities that may one day be pursued) are to be developed, coordinated or submitted to the ccNSO's membership for their authorisation.

The policies developed by the ccNSO are described as being binding to its members only "by virtue of their membership"<sup>10</sup>. Membership of the ccNSO is voluntary and members shall not be bound by a policy developed by the ccNSO if the policy does "not conflict with the law applicable to the ccTLD Manager which shall, at all time, remain paramount" and/or if it is found to breach "custom, religion or public policy". In such cases notification in writing should be submitted to the ccNSO Council.

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<sup>10</sup> ICANN Bylaws, Article 9, Section 10: Subject to clause 4.11

## I Main achievements

- Between 2004 and 2010, the ccNSO successfully conducted one ccPDP that resulted in a clarification of ICANN's Bylaws pertaining to the scope of the ccNSO's policy development and the binding nature of the policies it develops.
- Another ccPDP dealing with the issue of IDN ccTLDs is ongoing.
- The ccNSO was one of the instigating and driving forces of the negotiations within the ccTLD community, and subsequently within ICANN, that resulted in the introduction of IDNccTLDs, a highly significant landmark regarding the DNS<sup>11</sup>.
- The ccNSO was also instrumental in the design of the IDNccTLD Fast Track mechanism. This mechanism that is commonly used in other organisations (like Standards organisations) has been applied with success for the IDNccTLD.
- Without having recourse to the PDP mechanism, but still within its policy-development remit, the ccNSO has produced a number of official comments and position papers, such as the comments on DNS-CERT Proposal.
- The ccNSO has overseen the setting up and running of 22 Working Groups. Eleven are ongoing, and three are joint Working Groups set up in conjunction with the representatives of other ICANN SOs and ACs.
- In addition, the ccNSO Chair has occasionally sent letters to the Board of ICANN on behalf of the ccNSO membership. Most recently these include a letter on the security comments made by ICANN's CEO during the Nairobi General Meeting in March 2010. Others have been sent on gNSO resolutions, and on the IDN Fast-track.
- The ccNSO Council has met 21 times (during ICANN Conferences and held 39 Telephone Conferences. Detailed minutes of Council meetings have been archived since 2007 (coinciding with the enlargement of the ccNSO secretariat).
- The ccNSO has run numerous surveys on ICANN's Strategic Priorities (2009), DNSSEC (2007 and 2009), Participation in ICANN ccNSO Meetings (2008), Phishing Issues (2008), IDN ccTLDs (2007), ICANN Regions Questionnaire (2006), Budget Fee Working Group Survey (2006).

The main achievements and activities carried out by the ccNSO are summarised in the table below.



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<sup>11</sup> See §4.3 Suitability of Working Mechanisms

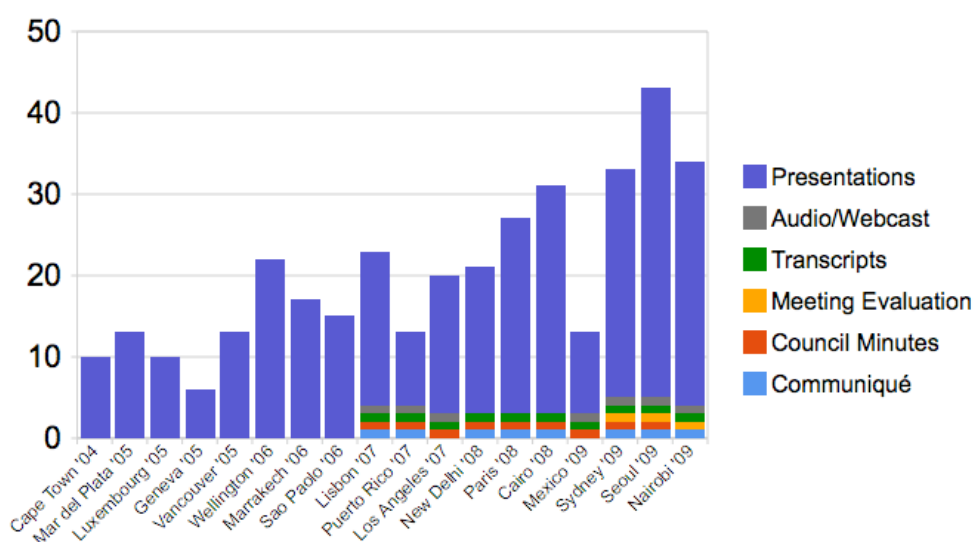


**Figure 8: Summary of the ccNSO activities and related outcomes since 2004**  
(Source: ccNSO website)

Activity type	#	Outcomes
Policy Development (using PDP)	2	<ul style="list-style-type: none"> <li>– Proposed corrections to ICANN’s Bylaws (03/04) – adopted by the Board</li> <li>– ccTLD IDN PDP (ongoing as of the writing of this review)</li> </ul>
IDN ccTLD Fast track (using mechanism not specified in bylaws)	1	<ul style="list-style-type: none"> <li>– Adoption of IDN ccTLD Fast track by ICANN Brd (10/09)</li> </ul>
Comments / position papers	2	<ul style="list-style-type: none"> <li>– Comments on DNS-CERT Proposal (04/10)</li> <li>– Comments on Geographic Names</li> </ul>
Letters from the Chair to the Board of ICANN	4	<ul style="list-style-type: none"> <li>– ccNSO letter to ICANN CEO re. security comments (03/10)</li> <li>– Letter to ICANN Brd on gNSO resolution re IDN Fast-track (01/08)</li> <li>– Letter to Chair of NomCom (05/06)</li> </ul>
Internal organisational documents	4 listed docs	<ul style="list-style-type: none"> <li>– Announcement on formation of the ccNSO (03/04)</li> <li>– Interaction with ICANN Strategic &amp; Operational Plan</li> <li>– ccNSO Rules and Guidelines</li> <li>– ccNSO Council Election Procedure</li> </ul>
ccNSO Council Meetings	51	<ul style="list-style-type: none"> <li>– Detailed minutes archived systematically since July 2004</li> </ul>
ccNSO Working Groups	22	<ul style="list-style-type: none"> <li>– Internal and joint Working Groups</li> </ul>
Surveys	11	<ul style="list-style-type: none"> <li>– Meeting surveys</li> <li>– Participation surveys</li> <li>– DNSSEC surveys</li> <li>– Other (Phishing, Budget fees, Regions)</li> </ul>
Public meetings	21	<ul style="list-style-type: none"> <li>– Meeting reports only published since 2006</li> </ul>



**Figure 9: Number and type of documents produced in connection with ccNSO meetings since 2004** (source: ccNSO website)

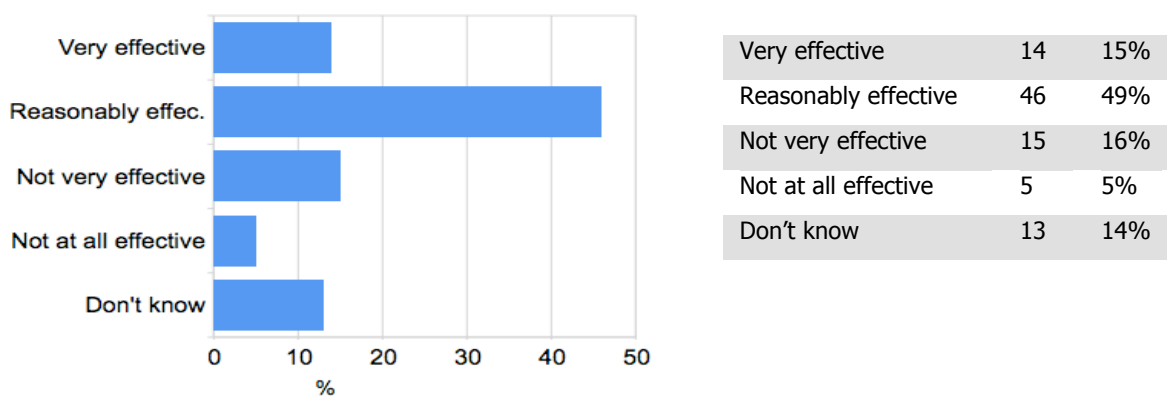


### 2.1.2 Survey and interview findings

**EQ 1:** Has the ccNSO been effective in achieving its three key objectives as defined in Article IX of the Bylaws?

The big picture regarding the effectiveness of the ccNSO is positive. The figure below presents an aggregate view, and reveals that 64% of respondents across all respondent categories consider that the ccNSO has been either “reasonably” or “very effective” in respect of its main objectives as defined by the Bylaws.

**Figure 10: How effective has the ccNSO been in respect of three key objectives? (all respondent categories)**



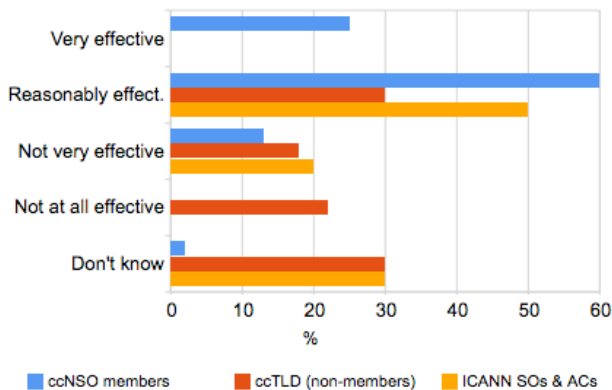
This view was largely confirmed during the interviews. Generally speaking, the ccNSO is perceived by a solid majority of its members and the representatives of the other SOs and ACs within ICANN to be performing a useful role on behalf of its members and the broader ccTLD community in line with the objectives for which it was set up. This view was especially emphasised by the leading representatives of the SOs and ACs that we spoke to.

While the aggregate view is positive, a non-negligible minority of respondents (21%) considers that the organisation has been either ‘not very’ or ‘not at all effective’ in respect of its objectives and a significant number (14%) ‘don’t know’. This latter category is striking, in our opinion, as ‘don’t know’ response rates for this type of question usually oscillate between 2% and 6%, and in view of the fact that the survey was principally targeted at ccTLD Managers and clearly identified constituencies within ICANN who might be expected to at least be aware of the activities of the ccNSO.

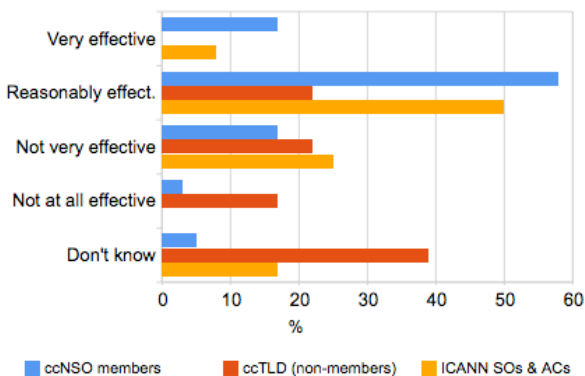
The figures below represent a breakdown of the above aggregate result. They differentiate the views of the main respondent categories and highlight a wide variance of opinion in relation to the ccNSO’s three main objectives. In particular, they serve to separate out high rates of satisfaction expressed by ccNSO members (~80%), slightly lower rates of satisfaction by the representatives of the other SOs and ACs, and higher rates of dissatisfaction and lack of knowledge by non-member ccTLDs (~30%).



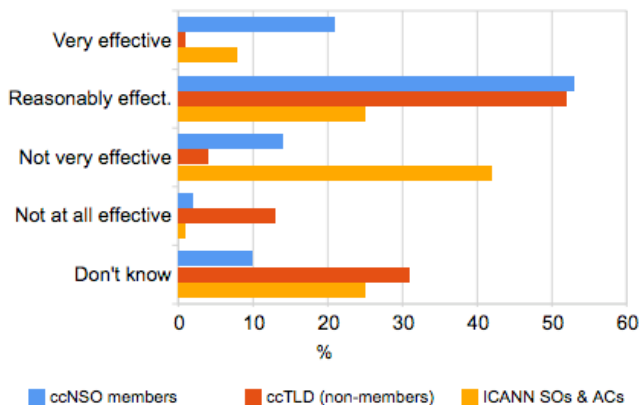
**Figure 11: How effective has the ccNSO been in respect of policy development?**



**Figure 12: How effective has the ccNSO been in respect of nurturing consensus across the ccNSO community?**

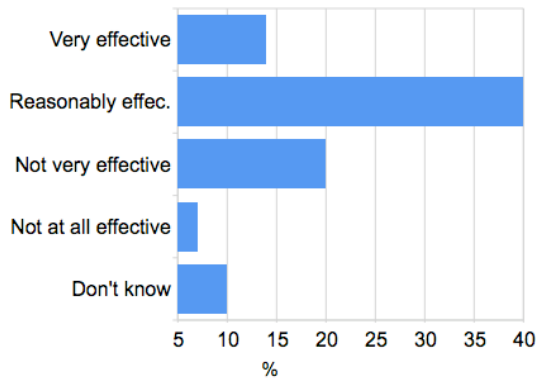


**Figure 13: How effective has the ccNSO been in coordinating with other ICANN SOs and ACs?**



A similar distribution of responses was recorded for a related set of questions on the additional activities that the ccNSO may be authorised to carry out by its members. These also reveal a high rate of satisfaction ( $\approx 60\%$ ) with the achievements of the organisation.

**Figure 14: How effective do you think the ccNSO has been in respect of its mandate to conduct other activities as occasionally authorised by its members? (all respondent categories)**

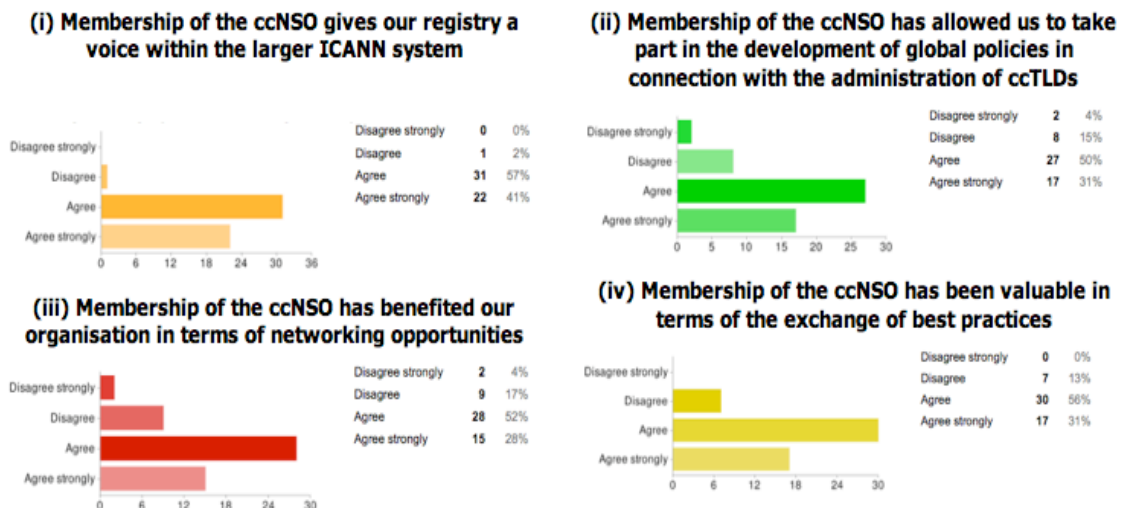


Very effective	14	15%
Reasonably effective	40	44%
Not very effective	20	22%
Not at all effective	7	8%
Don't know	10	11%



One of the key objectives of the survey and subsequent interviews was to elicit those aspects of the ccNSO are perceived by its members, the wider constituency of ccTLDs, and the representatives of the other SOs and ACs within ICANN, as having most intrinsic value.

**Figure 15: How strongly do you agree or disagree with the following statements? (Cat.: ccNSO Members)**



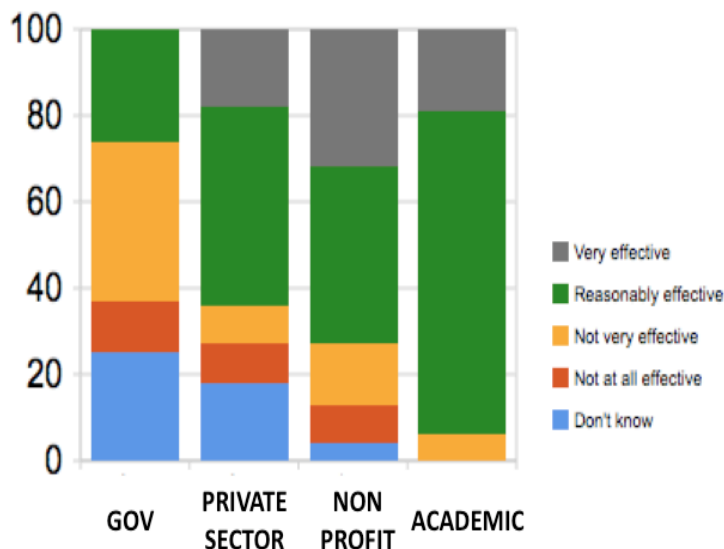
These figures suggest that the ccNSO is highly valued by a majority of its members in relation to these four assumed benefits of membership.

In response to a slightly different question about the role played by the ccNSO in the development of policies on behalf of the global ccTLD community - a question that is also revealing of concerned parties perceptions of the continuing role of the ccNSO in the medium to long-term – the response is consistently favourable.

## I Difference of perception depending on ccTLD registry type

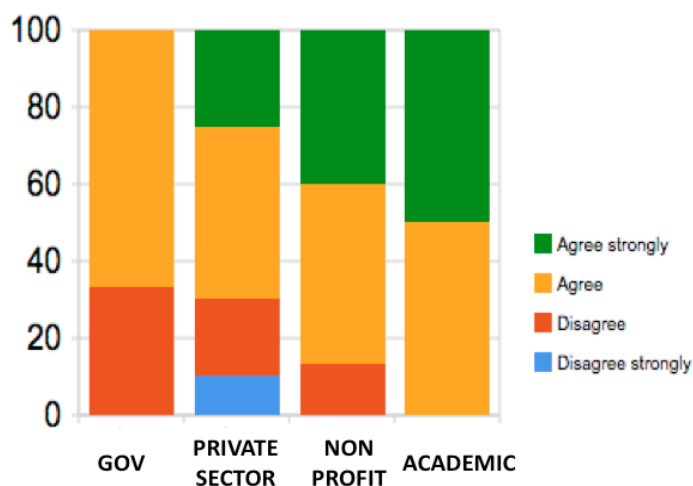
A more nuanced picture is revealed by the separating out of views as expressed by the representatives of the four main ccTLD types: private sector, non profit, governmental or academic.

**Figure 16: Effectiveness of ccNSO as perceived by the representatives of the four main ccTLD types.**



This suggests that governmental and private sector registries are somewhat more critical than non-profit and academic organisations which tend to have a more favourable opinion.

**Figure 17: Perceptions of the ccNSO from ccTLDs per category in response to statement: Membership has allowed us to take part in the development of global policies in connection with the administration of ccTLDs.**



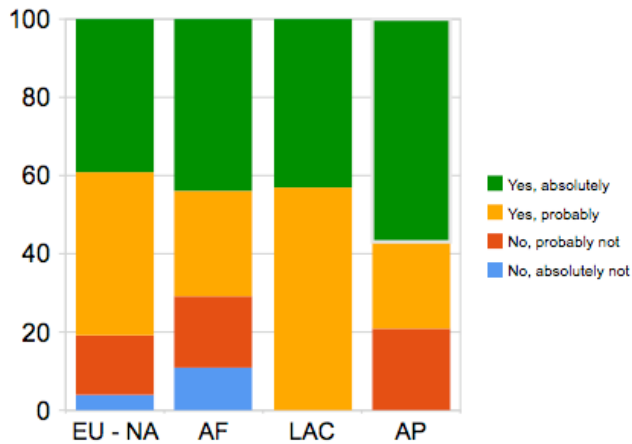
Members' perceptions remain positive on the fact that their membership has given them the possibility to take part in the development of global policies in connection with the running of ccTLDs. Around 30% of governmental and commercial organisations, on the other hand, have a more guarded or negative perception of the organisation in this regard.



## I Disparity of perceptions between geographic regions

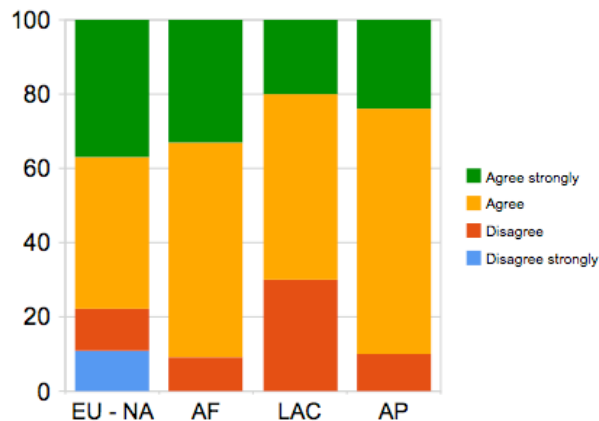
An analysis of the perception of the ccNSO in the five geographic regions (North America joined with Europe) reveals some differences with slightly higher expressions of satisfaction in Europe and North America than across the Asia Pacific Region. However, these are much less pronounced.

**Figure 18: Differences of perception of ccTLD Managers per geographic region regarding the effectiveness of the ccNSO and whether it plays an essential role in the development of policies on behalf of the global ccTLD community (members and non-members of the ccNSO)**



We obtained a similar result from members of the ccNSO when we asked them if the benefits of membership had been felt in terms of increased networking opportunities.

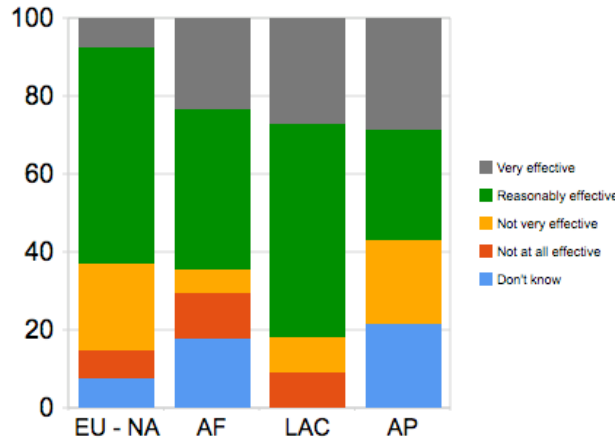
**Figure 19: Membership of the ccNSO has benefitted our organisation in terms of networking opportunities. (ccNSO members only)**





The same result regarding global effectiveness remains very positive in all regions, especially when we remove the “Don’t know” category of responses.

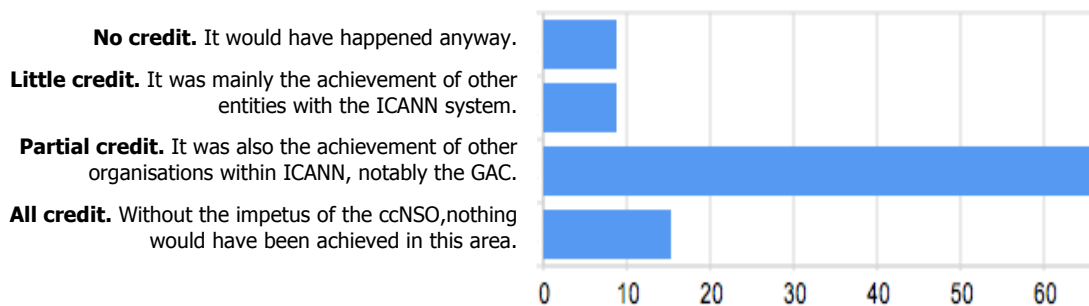
**Figure 20: Perceptions of ccTLD regarding effectiveness of the ccNSO in respect of its mandate to develop global policies relating to ccTLDs per region**



### ICANN ccTLD Fast Track

When asked to give examples of the ccNSO’s most significant achievements in respect of its objectives, many respondents (members and non-members) and interviewees spontaneously cite the negotiations that led to the introduction of IDN ccTLDs and the setting up of the IDN ccTLD Fast Track. For the Chair of the GAC, this was a case where “the ccNSO was clearly in the driver’s seat, while the GAC was in the passenger seat reading the map”.

**Figure 21: To what extent can the ccNSO be credited with the introduction of IDN ccTLD (all respondent categories)**



It is viewed as a major development affecting the global community of ccTLD Registries, and one that would not have happened without the impetus given and leadership role played by the ccNSO.

## I ccNSO meetings

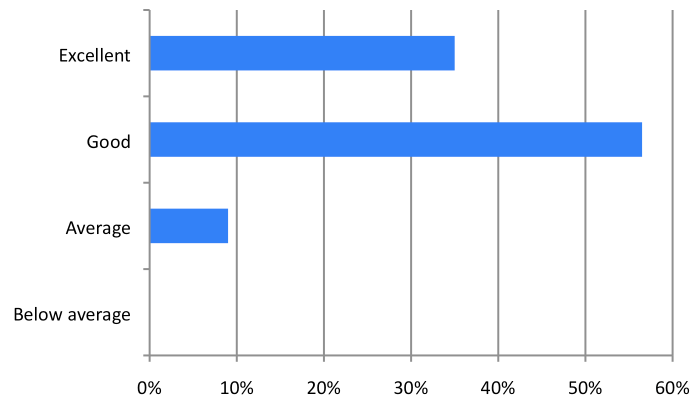
The ccNSO holds three meetings a year to coincide with ICANN's three annual meetings. Council members are expected and regular members and non-members are invited to attend. These meetings are held in different locations around the world making travel arrangements more-or-less straightforward depending on participants' country of residence. Given such a set up, and despite the fact that the meetings have taken place across all continents, it is likely that travel and visa arrangements to attend meetings are going to be more onerous and time-consuming for certain members due to the remoteness of their country/territory of residence or, simply, their nationality (preventing or making it extremely difficult, in some cases, to obtain a visa for travel).

Reviewers took part in the ccNSO meetings in Nairobi in March 2010. The ccNSO sessions were well attended with numbers averaging 100 (120 people were formally counted on one occasion).

The evaluations for these meetings conducted by the ccNSO secretariat are reasonably positive (for day 1<sup>12</sup> and day 2<sup>13</sup>). Some tools for remote participation were available but poorly used.

Meeting surveys are regularly published on the ccNSO website. They reveal a high level of satisfaction. However, in consideration of the very low number of respondents this representation of data only has the value of a proxy. It was the case for the meeting of Nairobi<sup>14</sup>.

**Figure 22: Satisfaction rate for the Nairobi ICANN Conference meetings (Source: ccNSO website)**



Nonetheless, we observe that:

- the number of responses is low (14 to 17 answers out of a total participation rate of over 100),
- the satisfaction was particularly high for two sessions on day 2: IDN PDP/Fast Track Session and ccTLD News Session.

<sup>12</sup> <http://www.zoomerang.com/Shared/SharedResultsPasswordPage.aspx?ID=L248VSMF3MM6>

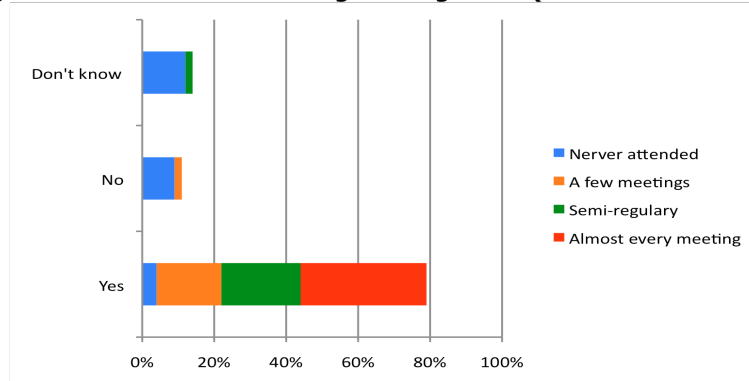
<sup>13</sup> <http://www.zoomerang.com/Shared/SharedResultsPasswordPage.aspx?ID=L248VT23UC7M>

<sup>14</sup> <http://ccnso.icann.org/meetings/nairobi/evaluation.htm>



A farther-reaching survey<sup>15</sup> was carried out in June 2008 that highlights a similar rate of satisfaction among participants, and yields other interesting information such as how regularly respondents attend meetings.

**Figure 23: Value of the meetings for registries (Source ICANN- 2008)**



There are many comments on the fact that there are three ccNSO/ICANN meetings per year, not to mention other ccTLD related meetings. For many small or medium ccTLDs with limited staff this presents a considerable logistical challenge.

ccNSO Council member: *"Not enough ccTLD managers participating in the ccNSO – [this was highlighted] by Participation Working Group report on issues that make it difficult for managers to participate in the ccNSO."*

This issue of the financial and organisational demands of ccNSO membership, and the unequal burden this represents on ccTLDs depending on their size and ability to travel regularly is further developed in section 2.2.1 below.

## **2.2 Internal & external factors that may have prevented the full achievement of the ccNSO's objectives**

### **2.2.1 Baseline factual assessment**

There are inherent structural constraints linked to the running of a global policy development body whose members are already bound by local and regional policies.

Three factors may have prevented the ccNSO from achieving its policy-development objective via the PDP:

- 1) Reluctance within the ccTLD community to develop global ccTLD policies;
- 2) the extremely narrow scope within which the ccNSO can develop policy as specified by the Bylaws;
- 3) Partial overlap with the activities of the Regional Organisations.

<sup>15</sup> There were 57 respondents i.e. 25% of the total number of ccTLDs. <http://ccnso.icann.org/surveys/participation-in-ccnso-survey-results-02jul08.pdf>

## I Reluctance to develop global ccTLD policies

ccTLD registries have their own policies with regards to eligibility for registrations, local presence requirements, naming structure of the second-level domains, public access to ccTLD registration information (Whois), and trademark policy, that are both heavily influenced by, as well as subject to, local or regional legislation. Most were reluctant to develop common policies, especially policies that could be binding. As the OECD noted in 2006 “ccTLDs have a variety of policies depending on national cultural, economic and legal circumstances [...] Many feel that such variety is in the interest of registrants as it allows each registry to reflect local requirements, and that the variety of approaches is a strength of the ccTLD community, facilitating the identification of best practice and cultural diversity [...] Although increased best practices may be in the interest of registrars and registrants, at this stage it remains unclear to some ccTLD managers which policy areas will benefit from global, as opposed to regional or local, best practices and policy development by the ccNSO.”<sup>16</sup>

The binding or non-binding nature of policies developed by the ccNSO has been an ongoing controversial issue. Under pressure from various ccTLD managers, notably in Europe, a ccPDP was conducted that resulted in a clarification of the Bylaws.<sup>17</sup>

## I Narrow scope for policy development

Because of the reluctance of ccTLD Managers to develop common policies, the scope for policy development was deliberately defined within very narrow limits, the *Data Entry Function (DEF)*<sup>18</sup> and the *Name-Server Function (NSF)*<sup>19</sup>, the two “core functions”.

## I Overlap with the activities of the Regional Organisations

There is a degree of overlap between the ccNSO and other international ccTLD organisations. For example, some of the services provided by the ccNSO, notably in the area of capacity building and the exchange of best practices, are already being provided by the Regional Organisations. This is especially apparent in the case of CENTR.

Nonetheless, it appears that while the regional ccTLD organisations stimulate best practices and can address issues that are specific to a region, the ccNSO is the only worldwide forum representing the interests of global ccTLD community. It also encourages the participation of non-members which is not always the case with the Regional Organisations.

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<sup>16</sup> *Evolution in the Management of Country Code Top-Level Domain Names (ccTLDs)*. OECD, 2006

<sup>17</sup> *CENTR inputs to the ccNSO process*, 2005 (<http://www.icann.org/correspondence/seppia-to-verhoef-03apr05.pdf>)

<sup>18</sup> “Looking at a more detailed level, the first function (entering and maintaining data in a database) should be fully defined by a naming policy. This naming policy must specify the rules and conditions: (a) under which data will be collected and entered into a database or data changed (at the TLD level among others, data to reflect a transfer from registrant to registrant or changing registrar) in the database. (b) for making certain data generally and publicly available (be it, for example, through Whois or nameservers)”. Annex C of the Bylaws

<sup>19</sup> “The name-server function involves essential interoperability and stability issues at the heart of the domain name system. The importance of this function extends to nameservers at the ccTLD level, but also to the root servers (and root-server system) and nameservers at lower levels. On its own merit and because of interoperability and stability considerations, properly functioning nameservers are of utmost importance to the individual, as well as to the local and the global Internet communities. With regard to the nameserver function, therefore, policies need to be defined and established. Most parties involved, including the majority of ccTLD registries, have accepted the **need for common policies** in this area by adhering to the relevant RFCs, among others RFC 1591”. Annex C of the Bylaws:



Four Regional Organisations participate as observers in ccNSO meetings and they do not otherwise have any formal function within the organisation.

- The Council of European National Top-level Domain Registries (CENTR) is very active through the development of surveys, best practices or consensus positions, as well as collaborative projects on technical, managerial and legal issues affecting ccTLDs.
- The Asia Pacific Top-Level Domain Association (APTLD) works as a forum for information exchange on technological, operational, and training related issues. APTLD was very involved in Internationalised domain names (IDNs).
- LACTLD for the Latin America and Caribbean region was created in 1998 in Argentina with the objective of fostering communication between the region's ccTLDs.
- The African Top-level Domains Organization (AFTLD) was launched in 2002.



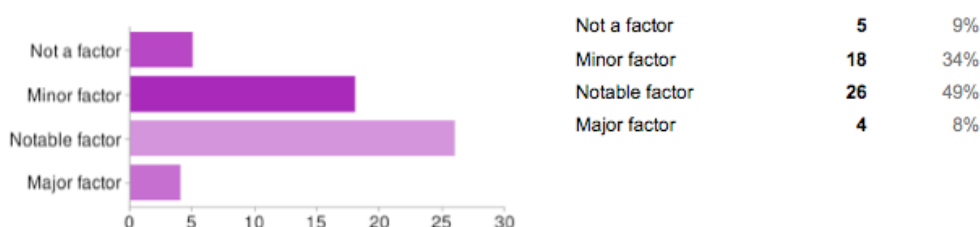
## 2.2.2 Survey and interviews findings

**EQ 2:** What internal or external elements – if any – prevented the full achievement of the ccNSO's objectives?

The figures below highlight ccNSO members' perceptions of the importance of factors such as the complexity of the PDP mechanism (seen by 58% as a notable or major impeding factor), or the difficulty of reaching consensus regarding global policies (seen by 48% as a notable or major impeding factor).<sup>20</sup>

### Complexity of the Policy Development Process

**Figure 24: Factors that may have prevented the full achievement of the ccNSO's objectives: Complexity of PDP (ccNSO Members)**

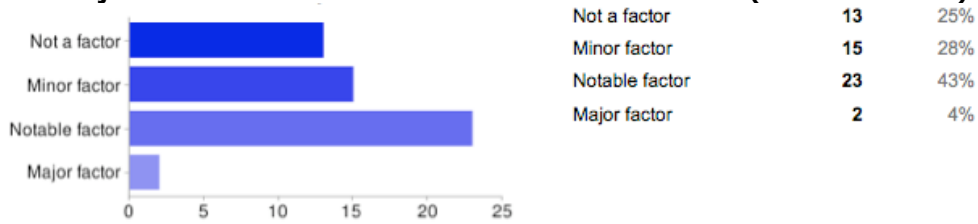


The ccNSO's ccPDP mechanism has only been used once since 2003 as part of a process to reform of the PDP mechanism itself. The process lasted for one year between June 2005 and June 2006, and resulted, after adoption by the Board, in a modification of the Bylaws.<sup>21</sup> It would appear that the PDP was launched with a view to engaging with countries like the UK, Germany, China and Russia that had, up until then, rejected membership of the ccNSO on the grounds that its policy-development role was not specified clearly enough in the Bylaws.

### Effective communication about the mandate of the ccNSO within the ICANN system

<sup>21</sup> <http://ccnso.icann.org/policy/bylaws/ccnso-board-report-20jun06.htm>

**Figure 25: Factors that may have prevented the full achievement of the ccNSO’s objectives: effective communication about the mandate (ccNSO members)**



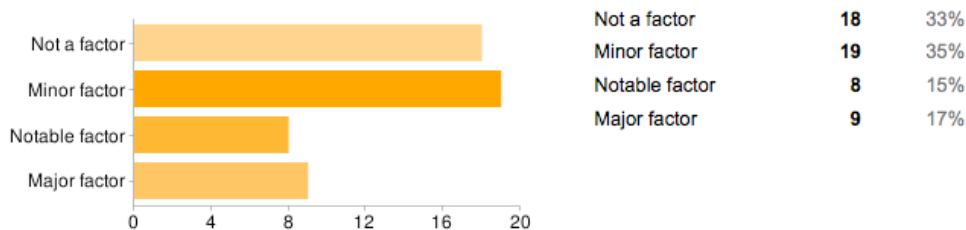
The way in which the ccNSO communicates about its mandate is perceived by 47% of respondents across all respondent categories to represent a notable or major factor that may have prevented the organisation from achieving its objectives.

As examined in more detail below, although a majority of respondents claim to have a good understanding of the purposes for which the ccNSO was set up, this conceals a wide range of opinion about what the purpose/mandate of the ccNSO actually is. It would appear that there is little consensus about this. For some its sole function is to develop policy via the PDP mechanism designed to this effect, and all other activities and irrelevant. Meanwhile, for others, it has a much broader role which involves bring ccTLDs together to ‘nurture consensus’ and build up capacities through the exchange of best practices etc



### ■ Limited access to information in other languages apart from English

**Figure 26: Factors that may have prevented the full achievement of the ccNSO’s objectives: Limited access to information other than English (ccNSO members)**



The issue of language came up regularly in our conversations and interviews and in the survey results. It is clear that most people have a good enough command of the English language to be able to participate in the activities of the ccNSO without difficulty. However, it is equally apparent that a non-trivial number, including the representatives of several large countries, feel unable or unwilling to participate due to the problem of language<sup>22</sup>.

The sentiment is summed up in this remark (translated from French) from an African TLD Manager and member of the ccNSO: “The fact of having a single language (English) means to say that a large part of the ccTLD community does not feel concerned/implicated by the problems that are being discussed by the ccNSO.”

While it is clear that most respondents to the questionnaire, and most of the people we have spoken to, feel unhindered by the exclusive use of English in meetings and for all documents, the survey results summarised in the table below show that a non-negligible 32% consider that limited access to information in other languages apart from English is either a “notable” or “major” factor preventing the full achievement of the ccNSO’s objectives.

<sup>22</sup> During the survey period, the reviewers contacted the representatives of ccTLD Managers from several former Soviet States, a number of Arab States and several French-speaking African countries and it was clear that the exclusive use of English and the virtual absence of documents (online or paper) in any other language, was the principal barrier to participation.

The reviewers went to considerable lengths to encourage non-English speaking TLD Managers to take part in the survey, and several did. However, many others did not and this begs the question of the actual number of TLD registries around the world that still lack the motivation to participate in the activities of the ccNSO because of the perceived language barrier.

### I Difficulty attending meetings

In addition to travel being a financial and time constraint, it is clear that many ccTLDs, especially smaller ccTLDs, also face difficulties and considerable costs obtaining visas to attend meetings and some consider the effort and time required to be incommensurate with the benefits of membership. The challenge of frequent international travel is summed up by this ccTLD Manager from a small island state when asked to expand on the factors that may have prevented the ccNSO achieving its objectives.

*"Extreme difficulty in attending meetings for ourselves (and others in small island states), to network and make our contributions. To attend some meetings can involve several days (not hours) in air travel and obtaining visas at consulates in other countries. It's expensive, a massive waste of time, and very slow. Yet whenever there are meetings in this part of the world, the rest of the world just doesn't attend."*

Although the system allows for the remote participation of members who cannot travel, in practice it is still very much based on face-to-face meeting format. For some this is a cause of frustration and a sense of disenfranchisement.

*"If you can't attend meetings then you can't effectively participate in the PDPs. As a consequence those that can't go to the meetings typically don't get heard. It's not the expense of attending meetings (although that is large), it's the enormous amount of time involved getting to and from them. This is compounded by the fact that most smaller ccTLDs may not even have a full time staff member. There's just no one to take over while they're gone to a meeting."*

*"We want to be involved – figure something out that will actually work [for us]"*.

### I Transition from the JPA to the Affirmation of Commitments

The transition from the JPA to the Affirmation of Commitments was identified by one survey respondent as having served to release a political blockage to membership of the ccNSO:

*The whole question mark that hung over the expiry of the ICANN JPA made a number of ccTLDs either to delay joining the ccNSO or not to participate actively in ccNSO processes, as this could lead to unnecessary tensions between the concerned ccTLD managers and their governments (which governments were normally reluctant to participate at ICANN under the JPA). With the Affirmation of Commitments, it appears that more ccTLDs will become ccNSO members and more proactively participate in the achievement of ccNSO goals.*

### I Difficulty developing policy at global level

The disparity between ccTLDs, and the multiplicity of policy frameworks they fall under at local and national levels is identified as barrier to the development of policies at a global level. As this member of the GAC comments:





"the original characteristic of the ccNSO is the very independent nature of its members, who do not get their authority from ICANN (but rather from the "local Internet community", in most cases the government), and are not submitted to compulsory registry agreements and consensus policies, as gTLDs are.

## 2.3 Suitability of Working Mechanisms

### 2.3.1 Baseline factual assessment

Policy-development mechanisms within ICANN are typically process-heavy as they are designed to offer guarantees to all stakeholders and constituencies involved by setting out a cascade of formal steps that are required before the adoption of a new policy.

The Bylaws define two formal working mechanisms to conduct the mission of the ccNSO: the Country Code Policy Development Process (ccPDP) and the Working Group mechanism.

#### Country Code Policy Development Process (ccPDP)

The ccPDP<sup>23</sup> and its scope<sup>24</sup> are defined in the Bylaws. It is a highly formalised procedure divided into 17 steps.

**Figure 27: Seventeen steps for the implementation of a ccPDP**

#	ccNSO Policy-Development Process (ccPDP)
1	Request for an Issue Report
2	Creation of the Issue Report and Initiation Threshold
3	Initiation of PDP
4	Decision Whether to Appoint Task Force; Establishment of Time Line
5	Composition and Selection of Task Forces
6	Public Notification of Initiation of the PDP and Comment Period
7	Task Forces
8	Procedure if No Task Force is Formed
9	Comments to the Task Force Report or Initial Report
10	Council Deliberation
11	Recommendation of the Council
12	Council Report to the Members
13	Members Vote
14	Board Report
15	Board Vote
16	Implementation of the Policy
17	Maintenance of Records

: Critical steps

The only ongoing ccPDP at the time of submitting this review concerns the issue of IDN ccTLDs. Two Working Groups have been set up in connection with this topic in conjunction with the GAC.

<sup>23</sup> <http://www.icann.org/en/general/bylaws.htm#AnnexB>

<sup>24</sup> <http://www.icann.org/en/general/bylaws.htm#AnnexC>





## I Working Group mechanism

The way Working Groups are set up and operate is described in the ccNSO’s “Rules and guidelines”<sup>25</sup> booklet. This document was adopted on 25<sup>th</sup> June 2008. Each working group formally defines its scope and internal mechanism. The website indicates that all working group are set up by the ccNSO council. Eleven working groups active at the time of writing.

### 2.3.2 Survey and interviews findings

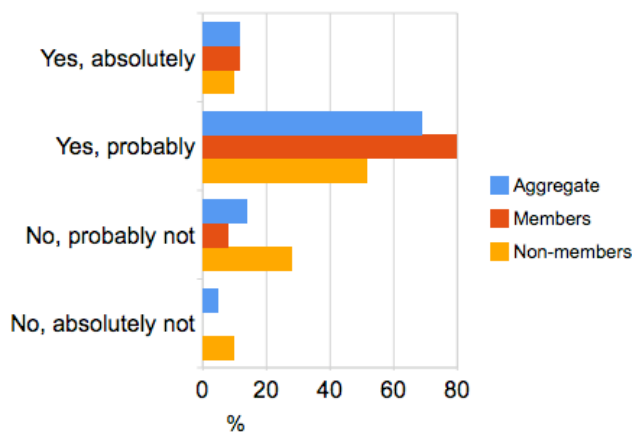
**EQ 10:** Are the ccNSO’s internal working mechanisms suitable and sufficient to guide all aspects of its current work?



## I Policy Development Process (PDP)

In a first approach, the ccPDP is considered by a large majority of respondents to be an appropriate mechanism for the development of policies linked to ccTLDs.

**Figure 28: Is the ccNSO’s Policy Development Process (ccPDP) an appropriate procedural mechanism for the development and adoption of global policies linked to ccTLDs? (members & ccTLD non-members)**



However, as seen in section 3.2, it is seen as complex. In spite of this generally positive perception about the appropriateness of the mechanism, 60% of respondents across all categories consider the complexity of the ccPDP may have been a factor that prevented the ccNSO from achieving its objectives.

A GAC member commented:

*It is no surprise that the PDP mechanism is so little used. And the fact that it is so little used is the best proof of its ill-adapted nature.*

*Actually, even the example of the IDN cc PDP had not really been conducted [in the manner of a PDP] : the Fast Track process was an extra-ordinary mechanism, established ad hoc to precisely go around the heavy PDP mechanism that would not have been able to produce an actual result in due time.*

One ccTLD Manager commented:

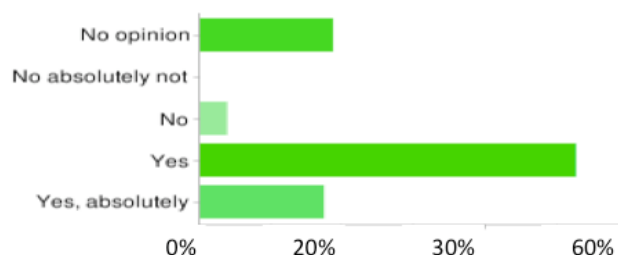
<sup>25</sup> <http://ccnso.icann.org/about/ccnso-rules-and-guidelines-25jun08.pdf>

*"The mechanism is fine, it is the way it is carried out that is a problem. It is run by the chair and the staff support, whom in many cases do not have the adequate understanding of the issue at hand. It needs to be run by the ccNSO community."*

## I Working Group

The Working Group method is generally considered to be an appropriate and effective mechanism for conducting ccNSO's mandate.

**Figure 29: Working Groups is an effective means of conducting the ccNSOs mandate? (all respondents)**



Some are of the opinion that an organisational shift in favour of the Working Group model instead of the PDP is desirable.

As a member of the GAC comments:

*"The currently discussed evolution of the gNSO towards a working group model for its Policy Development Process is positive. A similar mechanism could be envisaged in the ccNSO PDP."*

## I IDN ccTLD Fast Track Mechanism

The mechanism that was adopted to conduct the negotiations that led to the introduction of IDNccTLDs and the putting in place of the IDNccTLD Fast Track is generally viewed as having been highly effective. Yet this was an entirely improvised mechanism that was rapidly put into place to address a particular issue. It was both revealing of the capacity of the ccNSO to adapt to a given situation in a rapid and efficient manner, but also of the limitations of the formal PDP mechanism which would have been ill-suited to resolve this particular issue. As this member of the GAC comments:

*The IDN ccTLD Fast track Working Group is actually a perfect demonstration of the flaws of the policy making within ICANN: it was necessary to establish something special, working cross-community (i.e. involving also the GAC and the gNSO), to be able to produce something interesting. And it worked.*

Drawing the lessons from the experience of the IDN ccTLD Fast Track negotiations, the same respondent goes on:

*As is the case with the gNSO, there should be a clearer distinction between :*

*- the development of the global regime regarding the evolution of the domain Name space as a whole (ccTLDs, gTLDs and IDNs), which should be conducted at the complete community level (aN ICANN-wide Policy Development Process)*

- the development of policies applicable to the community itself (like the consensus policies in the gNSO) : this is still in infancy because of the ""sovereignty principle"" (see above), but should be developed
- the development of policies regarding a sub-category (for instance among script communities)
- the development of decisions regarding the behavior of one or several ccTLDs who are potentially harming the global system (this is completely inexistent but should be developed) "

## I Developing ccNSO Position papers and Comments



In this sub-section, an illustration is given of the way ccNSO positions are developed and expressed. It refers to the recent exchanges between the ccNSO and ICANN regarding DNS security issues and the ICANN proposal to introduce DNS-CERT.

During the Nairobi meeting (9<sup>th</sup> March 2010), ICANN's CEO expressed his concerns about the "the precarious state of the security of the DNS", notably in connection with the management of ccTLDs.

After consulting with Council members and ccTLD representative and on behalf of ccTLD community, the ccNSO Chair reacted in the Public Forum by distancing himself from these remarks. A letter<sup>26</sup> was officially sent by the ccNSO to ICANN the 11<sup>th</sup> March.

As reviewers, we consider that this kind of event increases the legitimacy of the ccNSO. As a result of this exchange, the ccNSO's position was reported in the media of many countries.

The ccNSO chair informed "the group that a formal response to the ccNSO letter had been received from ICANN's CEO. The response has been distributed through all relevant email lists"<sup>27</sup>.

ICANN CEO's answered the 21<sup>st</sup> April<sup>28</sup> to a joint letter from ccNSO, GNSO and ALAC sent on 25<sup>th</sup> March. This letter is not available on the ccNSO website. However, it is reported in the minutes of the meeting of 13<sup>th</sup> April that the letter is available on the ICANN website<sup>29</sup>. A new joint letter<sup>30</sup> from ccNSO, GNSO and ALAC was sent on 30<sup>th</sup> April and is, in this case, available online.

The subject of this correspondence was discussed in interviews with two ccNSO members. They both concurred on the position expressed by the letters, however, they consider that this ccNSO position was not arrived at as a result of an internal debate or discussion forum with the members. In addition, one of members found out about the discussions between GNSO, ccNSO and ALAC from a GNSO representative and claimed not to have been informed beforehand by the ccNSO.

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<sup>26</sup> <http://www.icann.org/correspondence/disspain-to-beckstrom-11mar10-en.pdf>

<sup>27</sup> Minutes of the ccNSO Council Meeting 13<sup>th</sup> April

<sup>28</sup> <http://www.icann.org/correspondence/beckstrom-to-disspain-gomes-langdon-orr-21apr10-en.pdf>

<sup>29</sup> <http://forum.icann.org/lists/strat-ini-ssr/pdfpqsuPLYten.pdf>

<sup>30</sup> <http://www.icann.org/correspondence/disspain-to-beckstrom-30apr10-en.pdf>

## 2.4 Analysis and recommendations

The conclusion of this review regarding the effectiveness of the ccNSO is generally speaking positive. Members of the ccNSO indicate very high levels of satisfaction of between 70% and 98%, depending on the item being considered.

### **I Limited outcomes in terms of policy-development via the PDP mechanism**

The policy-development dimension of the ccNSO's mandate is arguably the core aspect of its mandate insofar as it is presented as the "policy-development body" regarding ccTLD issues within ICANN. Yet, compared with the GNSO that has generated significant policy-development output, having conducted five consensus policies (PDP) since 2006<sup>31</sup>; the ccNSO has achieved just one ccPDP.

There are at least three possible reasons for this:

- There was no need for developing such policies
- There was no will on the part of ccNSO members to develop such policies
- The scope within which to develop policy, as defined in Annex C of Bylaws, was too narrow.

When interviewed in Nairobi, the ccNSO Chair emphasised the latter reason:

*"For us, our scope on policy is so narrow that there isn't a huge area that we can look at. IDNs is one, and we're in the middle of a full blown IDN Policy Development Process to build on the work of the Fast Track. Delegation and re-delegation would be another one and we're currently doing pre-work on that. Other than that I would be hard-pushed to come up with something that you could easily encapsulate, that you could say "that is ccNSO territory for global policy".*

Regarding the issue of delegation and re-delegation the Chair of ICANN's Board of Directors expressed hope that the ongoing discussions within the ccNSO would, in due course, result in a substantive piece of policy work. However, so far the ccNSO is only engaged in pre-discussions on this issue. We note that the decision to initiate such a PDP has not been taken and that, according to charter, this will ultimately depend on the outcome of the Working Group that has been set up to work on this issue.

Notwithstanding this, the negotiations that led to the introduction of IDNccTLDs is evidence that the ccNSO has the capacity to adopt a collective position regarding policy development within ICANN, and to publish comments and write joint letters with other SOs and ACs.

### **I IDNccTLD Fast Track Process**

The ccNSO was a driving force within ICANN regarding the adoption of the IDNccTLD Fast Track mechanism. This novel 'fast track' working procedure was adopted. It resulted from a request from the ICANN Board to the ccNSO and the GAC to list the IDN ccTLDs in December 2006. A working group IDNC (IDN Committee) was set up in October 2007.

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<sup>31</sup> 1) Recommendations on Inter-Registrar Transfer Policy Clarification of Denial Reasons ; 2) Recommendation for Domain Tasting, 3) Recommendations on the Introduction of New Generic Top-Level Domains; 4) Recommendation on Contractual Conditions for Existing gTLDs PDP; 5) Recommendation on a Procedure for Potential Conflicts between WHOIS Requirements and Privacy Laws



A methodology<sup>32</sup> was subsequently defined in March 2008 prior to the Paris Meeting. The result was the adoption of IDN ccTLDs at the Seoul meeting in October 2009<sup>33</sup>. It is a major development within the ICANN community and more widely for the worldwide community of Internet users.

It has been suggested that the IDN ccTLD Fast Track would serve as a testbed for other policy development processes. In particular for the introduction of IDN gTLDs.

For the ccNSO, two assessments can be drawn:

- The methodology used for this process was entirely novel without any reference to an existing model or any formal rules as specified in the Bylaws,
- The IDN ccTLD Fast Track impacts the whole ICANN community and not the strict area defined by the mandate of ccNSO.

We note that there is an ambiguity about what the Fast Track process is. Some use the “fast track” phrase to refer to the process launched by ICANN (with the full backing of the ccNSO), that resulted in the adoption of a generic IDN policy. Others use it to refer to the mechanism adopted in order to manage the demand for new IDNccTLDs in a rapid and effective manner.

### I Procedures to define common positions

The ccNSO is a community that brings together organisations from around the world. They have common interests but they do not appear to have many common needs in term policies. What they do need is to promote and/or defend their common interest within the ICANN system.

A balance should be struck by the ccNSO between a reliance on the highly formalised mechanism of the PDP, and having recourse to less formal processes resulting in official positions and comments regarding policy development within ICANN (letters, Working Groups). At the same time it appears that the ccNSO community should be more involved in the production of official comment and position papers.

Since this is where one the key values of the ccNSO is (see Figure 15), it seems that the ccNSO should give a stronger role to its own community to express formal positions.

**Recommendation 1:** The ccNSO should consider the adoption of alternative, consensus-based, lighter and faster policy-development mechanisms: a) A comments mechanism would allow the ccNSO to provide a prompt response to a request from ICANN’s Board or another Supporting Organisation. b) A position paper mechanism would allow the ccNSO to elaborate common Statements on relevant ccTLD issues in a way that reflects the general position of the ccTLD community. The fast tracked comment mechanism as with the position paper mechanism would be non-binding to ccNSO members.

CENTR’s methodology for comments and position papers could be used as a model for the definition of guidelines regarding the development of these alternative policy mechanisms<sup>34</sup>.

<sup>32</sup> <http://ccnso.icann.org/workinggroups/idnc-proposed-methodology-31mar08.pdf>

<sup>33</sup> <http://www.icann.org/en/topics/idn/idn-activities-seoul-28oct09-en.pdf>

<sup>34</sup> This document is internal to CENTR (no public reference)



### **I Effectiveness in Nurturing consensus**

This is an area where the organisation is clearly perceived to have been effective. When asked to list the three or four reasons that prompted them to join the ccNSO most members give reasons such as “the ability to influence the development of ccTLDs worldwide”, the “opportunity to be more involved with the cc community”, “capacity building”, “the exchange of best practices”, “networking”, “keeping abreast of developments at ICANN” and “having a voice within the ICANN system”.

These motivations are repeatedly cited as justifications for the existence of the ccNSO with many examples given - notably by Latin American, African and Asian ccTLDs - of the way in which membership has been of benefit to them in the running of their organisations.



### **I Coordination with the other SOs and ACs within ICANN**

The representatives of the other SOs and ACs within ICANN that we have interviewed as part of this review express contrasting views regarding the effectiveness of the ccNSO in its efforts to coordinate and engage in joint initiatives with these other structures. The survey results give a roughly 50-50 split between those who consider that the ccNSO has been reasonably effective and those who see it as having been ineffective in this regard.

Those who comment favourably point to significant achievements such as the negotiations leading to the introduction of IDNccTLD, and the setting up of several joint Working Groups.

On the other hand, those who are more critical report a certain opacity in the operations of the ccNSO, and considerable lack of understanding of how the ccNSO fits in with the other SOs and ACs within ICANN.

They describe the ccNSO as “ccTLD-centric”. Whereas the GNSO consists of six Constituencies (gTLD Registries, Registrars, Business and Commercial Users, Intellectual Property, Internet Service & Connectivity Providers, Non Commercial Users), the ccNSO membership is made up of ccTLD managers only.

### **I Language barrier**

For any international, membership-based organisation like the ccNSO, language is likely to be a constraint unless adequate measures are taken to translate documents, and engage the broader international community through the organisation of meetings, teleconferences, working groups etc. in multiple languages (or, at the very least to allow participants to have recourse to interpreters). Yet, at present, it would appear that most – if not all -documents produced by the ccNSO, whether for internal use or communication with the ccNSO members or the broader community of ccTLD managers are in English.

In addition, it would appear that all meetings of the ccNSO are held in English without the option, for those who might need it, of interpreters. While this may not be a problem for a majority of members, the organisation needs to consider the extent to which certain language constituencies may feel disenfranchised due to the lack of information in their language.

**Recommendation 2:** Consider the translation into the main UN languages of key documents concerning and produced by the ccNSO (Bylaws, the Rules and Guidelines document, major Policy papers) of a brief summary of ccNSO position paper.

**Recommendation 3:** Due to the significant cost of translating documents on a regular basis we suggest that the task of translating all documents related to the ccNSO’s activity could be carried by the ccNSO membership itself. This could be facilitated by the setting up of a multilingual wiki (as used by Wikipedia). In this way, the translation of documents would become the responsibility of the linguistic communities themselves, and there need be no limit to the number of languages that documents could be translated into. If such a mechanism were adopted we would also suggest the appointing by the Council of a “linguistic community manager” for each language who would have responsibility to check the accuracy of the translations





## 3 Membership of the ccNSO

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In this section we assess the ccNSO's membership strategy.

### 3.1 Baseline factual assessment

The criteria for becoming a member of the ccNSO are stated in ICANN's Bylaws:

*"The ccNSO shall have a membership consisting of ccTLD managers. Any ccTLD manager that meets the membership qualifications stated in paragraph 2 of this Section shall be entitled to be members of the ccNSO".*<sup>35</sup>

The "membership qualifications" subsequently stated in paragraph 2 do not appear to be overly restrictive so long as a written commitment is made by ccTLD managers seeking membership:

*"to adhere to rules of the ccNSO, including membership rules, (b) to abide by policies developed and recommended by the ccNSO and adopted by the Board in the manner described by paragraphs 10 and 11 of this Section [policies are not binding if they imply a breach of custom, religion or public policy] and (c) to pay ccNSO membership fees established by the ccNSO Council [currently free]*<sup>36</sup>.

Inevitably, the language of the Bylaws is legalistic, in English and, to our knowledge, to date there are no translations available in any other language. This could be viewed as a potential obstacle to prospective members, especially if they have a limited command of English.

For prospective members seeking the eligibility criteria, ccNSO's own website contains a useful page on "Joining the ccNSO", as well as a "FAQ" page with the answers to many questions prospective members may have. However, at present the ccNSO website is only in English, it has a somewhat antiquated appearance, and is not particularly easy to navigate.

*"Increased participation by ccTLDs in the ccNSO, increased ccTLD Accountability Frameworks, an increased government participation in the GAC are all examples of strengthening engagement in ICANN, and work will continue by ICANN staff, and particularly the Global Partnerships team in FY11. This is to ensure that all stakeholders have a voice at the table, that there is improved accountability and transparency, and to provide ongoing awareness of the importance of one unified, global Internet."*<sup>37</sup>

Several initiatives have been undertaken by the ccNSO to boost membership levels<sup>38</sup>. It seems important to include a reminder of the main findings and recommendations contained in the report that was produced in February 2009 by the ccNSO Working Group on Participation:

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<sup>35</sup> ICANN Website, ICANN Bylaws, Article IX section 4 "Membership"

<sup>36</sup> ccNSO Website, FAQ Page, *Does membership of the ccNSO cost anything?* Answer: "No. While ICANN Bylaws allow for a mechanism to recover ccNSO operating costs, members have currently decided that there shall be no membership fee.

<sup>37</sup> Framework for the FY11 Operating Plan and Budget, ICANN, 15th Feb 2010 – (<http://www.icann.org/en/planning/ops-budget-framework-fy2011-en.pdf>)

<sup>38</sup> Participation Working Group in June 2007 Final report<sup>38</sup> February 2009. This WG was created in Puerto Rico in June 2007. The document report what have been done by the WG:





**Recommendations proposed by the ccNSO WG – Feb 2009**

- 1. ccNSO Council** - We recommend that the Council should:
  - Introduce a ccTLD mentor programme – where interested ccTLD Managers would be mentored by volunteer experienced ccTLD Managers
  - Conduct any relevant ICANN surveys in collaboration with the RO's and consider coordinating any relevant global ccTLD surveys via the RO's.
  - Improve liaison collaboration between the ccNSO and the RO's
  - Continue to update ccNSO Members on the work of the RO's
- 2. RO's** - We recommend that the RO's should:
  - Improve liaison and collaboration between the ccNSO and the RO's
  - Continue with updates on the work of the ccNSO and the other RO's to their Members
- 3. ICANN Regional Liaisons** - We recommend that Regional Liaisons should:
  - Continue to actively encourage ccTLD managers to participate in both the RO's and the ccNSO
  - Disseminate information regarding the work of the ccNSO and the relevant RO's
- 4. General Manager of Public Participation** - We recommend that this role should:
  - Assist in making ccNSO documents and proposals available in other languages
  - Introduce ways in which ccTLD managers can remotely participate in ccNSO meetings
  - Introduce the transmission of the scribe's text in real time
- 5. Secretariat** - We recommend that the Secretariat should:
  - Publish a list of ccNSO participants to the ccNSO website in advance of each meeting, to facilitate better networking. (As a sub-section of the Registered Attendees who have given permission for their names to be published)
  - Endeavour to upload relevant documents and communiqués in a timely manner
  - Create a ccTLD profile page for each ccTLD on the ccNSO website (for example to include a brief history, contact information and a link to the website of the ccTLD)
  - Create a resource area for ccTLD managers on the ccNSO website (for example with links to registry management software etc.)



These recommendations remain relevant as expressed and we note that some have already been adopted by the ccNSO. We simply add that many of them require operational resources either within the ccNSO itself or from ICANN.

## I Membership Growth

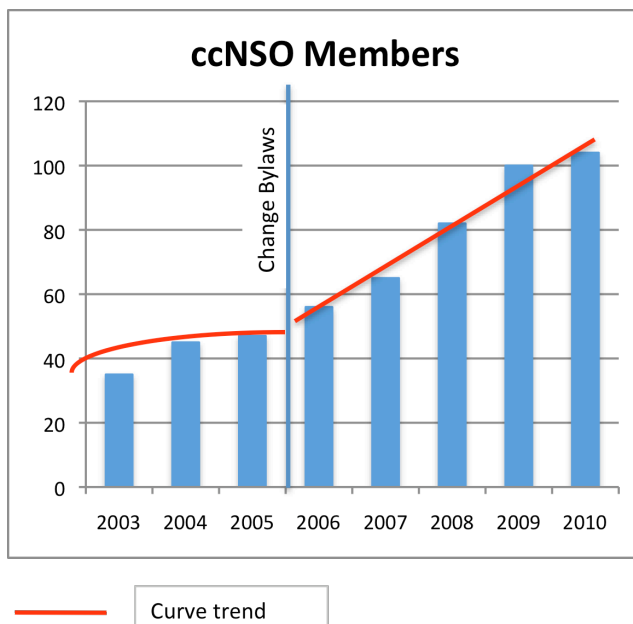
The table below shows rates of membership application and overall membership numbers since 2003. As of the writing of this review the ccNSO has a membership of 106 ccTLDs out of 248, representing 90% of all domain names registered under a ccTLD.

**Figure 30: Evolution of ccNSO membership (Source: ccNSO)**

Year	ccNSO Members	ccNSO applications per year
2003	35	35
2004	45	10
2005	47	2
2006	56	9
2007	65	9
2008	82	17
2009	100	18
2010	106	6 (June '10)

Between 2003 and 2005, it would appear that certain ccTLDs were reluctant to join the ccNSO due to a combination of factors including the unclear wording of the Bylaws, notably in relation to the binding nature of policies. The growth became more important after 2005.

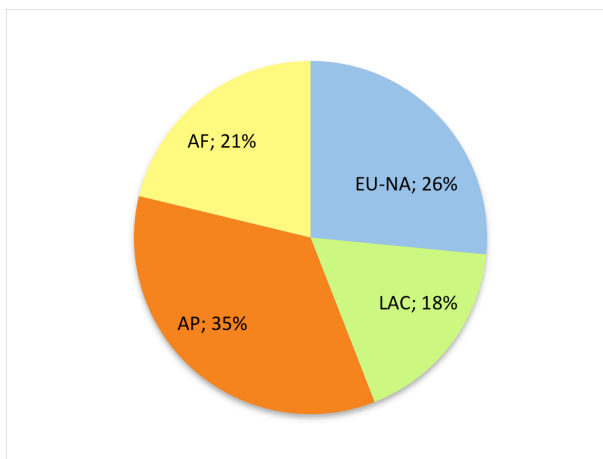
**Figure 31: Evolution of ccNSO membership – Chart**



**Membership characteristics**

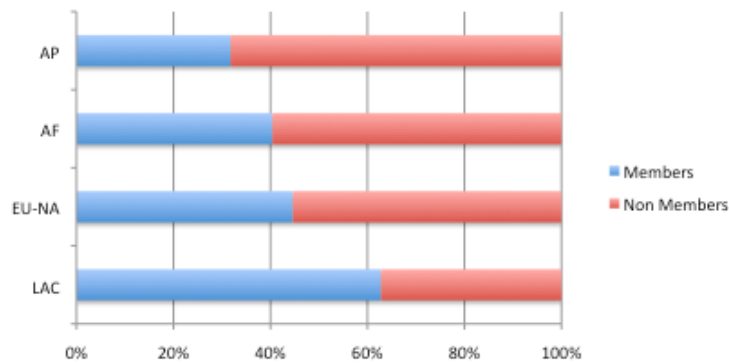
Considering the five regions (Europe/EU, North-America/NA, Africa/AF, Asia-Pacific/AP and Latin American and the Caribbean/LAC), the distribution of ccTLD is represented in the following charts:

**Figure 32: Distribution of ccTLD by geographic regions (source: ccNSO)**



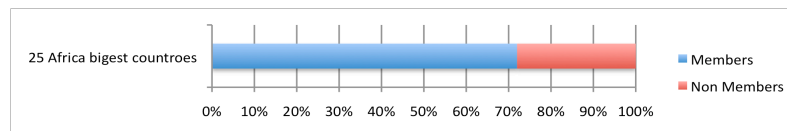
The penetration of the ccNSO in these regions is represented as follows:

**Figure 33: Penetration of ccNSO membership per ICANN Geographical Region**



- Asia-Pacific which represents 2/3 of the worldwide population is the least represented. If we remove China, the AP still represents half of population. This is due to the fact that the region is represented by a large number of small Pacific Islands. However, some of them are ccNSO members and we should not forget that countries like India, Philippines or Indonesia are not represented in the ccNSO,
- Africa, the second region in population is poorly represented. However, all the main countries in Africa are represented.

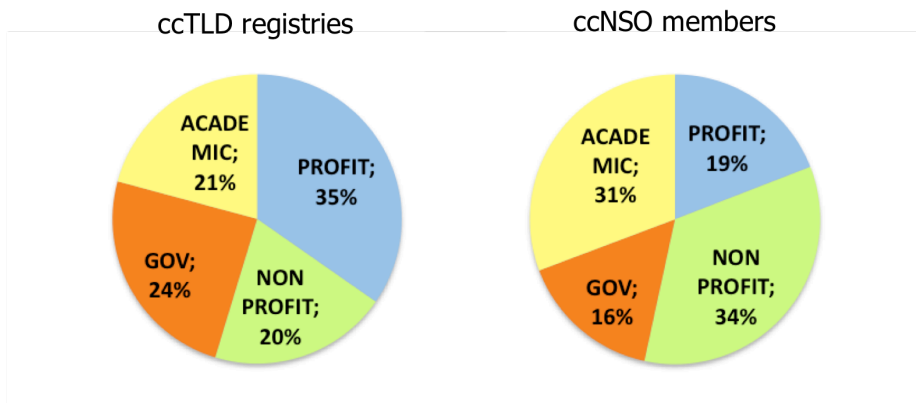
**Figure 34: Penetration of ccNSO membership in the 25 most populated African countries.**



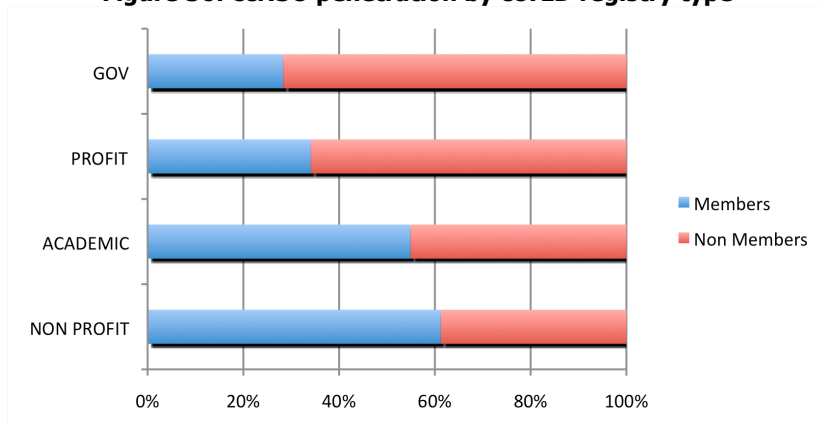
ccTLDs registries are governed under different legal regimes. There are four main types of ccTLD – governmental, academic, non-profit and private sector – that are distributed in number as shown in the following figure.<sup>39</sup>

<sup>39</sup> Entity type as self defined by the registries on their websites or qualified by the reviewers in the case it is not clearly mentioned

**Figure 35: Distribution of ccTLD registries and ccNSO members depending on type**



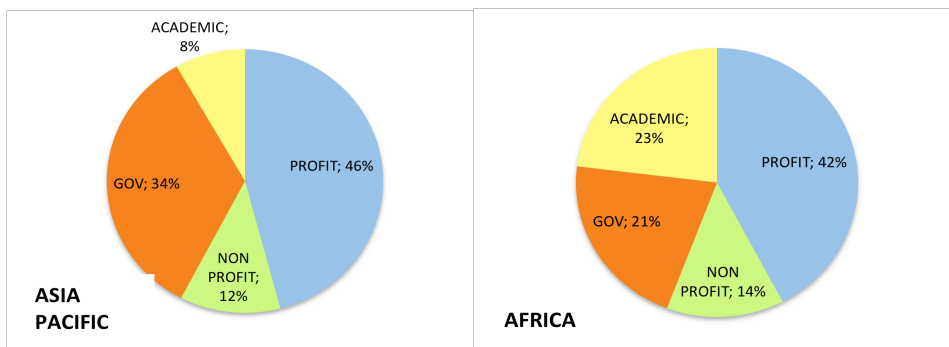
**Figure 36: ccNSO penetration by ccTLD registry type**



This chart suggests that governmental and business ccTLD registries are more reluctant to join ccNSO.

It is interesting to notice that the Asia-Pacific region which is the least represented region is mainly represented by governmental and for-profit organisations in the ccTLD landscape. The situation in Africa is different even it is quite representative of the same trend. The penetration of the ccNSO in these regions is represented as follows:

**Figure 37: ccTLD registries statutes in Asia-Pacific and Africa**



### 3.2 Survey and interview findings on enlargement of membership

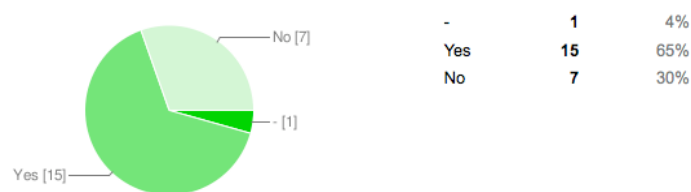
**EQ 11:** What mechanisms can be envisaged to further support the efforts of the ccNSO to enlarge its membership to further existing and future ccTLDs?

The ccNSO has been moderately successful in achieving recognition among non-member ccTLDs, many of whom continue to view the organisation with ambivalence, some even questioning its relevance or existence. While these remain minority views, it seems more could be done by the ccNSO to improve communication with the broader community of ccTLDs or, as one non-member comments:

*"the ccNSO executive [needs] to be more proactive and to go out and make the first step to get members and not wait for potential members to ask for membership. In other words, marketing! And they should sell themselves as to why it is beneficial to be a member."*

A striking finding from our survey is the number of ccTLD non-members of the ccNSO who report having considered, at some stage, seeking membership of the ccNSO but who, for whatever reason, decided not to follow through.

**Figure 38: Has your organisation ever considered becoming a member of the ccNSO? (non-members only)**



This can be contrasted with the 74% of respondents in the same category who report having received no information from the ccNSO describing its purpose / function within ICANN or inviting them to become a member.

**Figure 39: Have you received information from the ccNSO inviting you to become a member?**



In response to a follow-up question about the obstacles to membership, "lack of information about the mandate, purpose, function and/or advantages of joining the ccNSO" is identified by 74% of respondents as representing a "reasonably" or "very significant" factor.



This is further underscored by around 1 in 4 respondents in their written comments:

*"We do not have information on [the] advantages of joining the ccNSO" (African ccTLD);*

*"Not enough information in other languages is a barrier to taking part. Because most discussions on technical character it demands of clearly explaining the issues" (Asian ccTLD);*

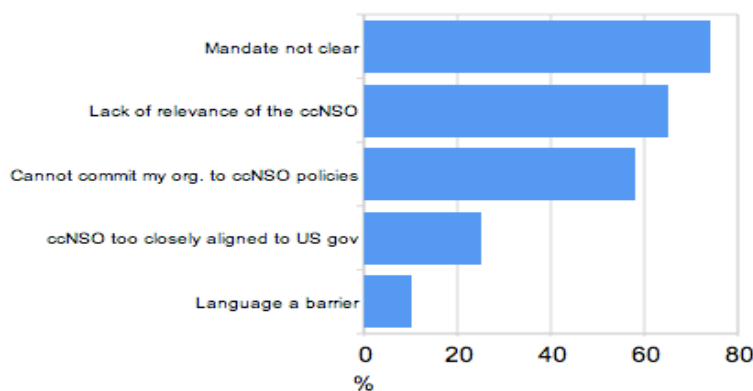
*"No perceived benefit to our registry (but there may be, upon receipt of further information). No information directly from the ccNSO outlining benefits (but now will look more closely at web site)" (Latin American ccTLD)*

These remarks are not, by and large, made by respondents who are overtly hostile to the ccNSO (as is the case for a small minority whose views we report below). In most cases they fall into a category of ccTLD Managers who would be willing to play a more active role, and even seek membership if only the incentives were made clearer.

There is a sense among certain TLD Managers that the ccNSO leadership could do more in terms of communication to attract new members. This sentiment is summarized by this African TLD Manager in response to a question about the conditions that would need to be met before considering becoming a member of the ccNSO:

*"the ccNSO executive [needs] to be more proactive and to go out and make the first step to get members and not wait for potential members to ask for membership. In other words, marketing!! They should sell themselves better and explain why it is beneficial to be a member."*

**Figure 40: Significance of possible blockages to membership**



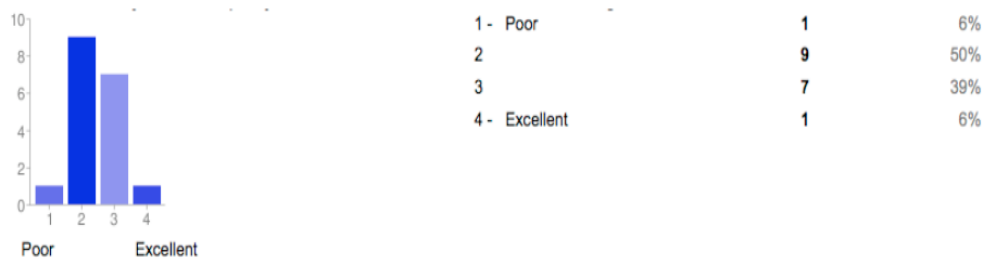
## I Quality of information

A significant number of ccTLDs (mainly non-members) consider that they are poorly informed on the purpose and activities of the ccNSO. Even though there is a great deal of information on the website, it would appear that the problem in this case is linked to the way information is circulated, and the way the ccNSO markets itself.

A similar question to non-members about the dissemination of information by the ccNSO gives a strikingly different result. As shown below, a majority tend to have a low opinion of the quality of the information.



**Figure 41: Quality of the information on the role and function of ccNSO (non members)**



### **Lack of relevance of the ccNSO for non members**

65% of non-members indicated "Lack or relevance to the concerns of our ccTLD" and a "reasonably" or "very" significant reason for not seeking membership of the ccNSO.

This view is also conveyed in the follow-up written responses. For example one major Western European country comments that "[the ccNSO] is not relevant. It has strayed far away from its original scope. Everything that is of concern to us is covered by CENTR." Another Western European ccTLD Manager comments that the main reasons for not getting involved in ccNSO activities are "cost, lack of usefulness," and the fact that the ccNSO is "not relevant".

### **Distrust / hostility towards the ccNSO (minority view)**

The ccNSO continues to be seen by a minority of ccTLD registries across the world, mainly small states with limited financial and personnel means, but also several major European, Latin American, Asian and African countries as irrelevant and/or a waste of time. This comment by the representative of a major Latin American TLD sums up much of the sentiment that has been reported to us in this regard:

*"[Our registry] seeks to develop policies and concrete actions that benefit [our] users [country deleted]. To this respect it is not clear that the ccNSO generates concrete actions. Rather it is involved in sterile discussions that have no application in reality. In short: many meetings, many trips and few results."*

Other ccTLD Managers have reported a certain ambivalence or outright distrust of the ccNSO and the broader ICANN system. This is the case for, for example, with this major Western European country. This comment made when asked to list the principal reasons for not seeking membership of the ccNSO (SQ 3B.5):

*"(1) Lack of explicit support of the ICANN model from our Government; (2) Lack of real internationalisation of the management of ICANN/IANA; (3) Problem with quality of some IANA services (very bad experiences in the past with easy re-delegation processes that took too long and that were unduly used to try to impose the Registry inappropriate obligations); (4) Concern about ICANN's mission creep and consequent excessive costs charged to ccNSO members, when ICANN has a very limited role in relation to ccTLDs; (5) Concerns about ccNSO policies which might be against EU or national law; Control of ccNSO by a few Registries; (6) Lack of real interest from ICANN (Registry invited to join by other Registries which are ccNSO members rather than by ccNSO itself or, until recent dates, by ICANN)."*



The survey questionnaire sought through one question to identify if there was any enduring concern about perceived links with the US government. However, this appears to be negligible. What people seem to be more concerned about is that the ccNSO should remain a neutral, non-governmental, multilateral and fully democratic organisation.

### I No real wish to enlarge the ccNSO

We have had a few comments during the interviews, including from prominent members of the ccNSO, expressing the view that the organisation now has enough members. For them enlargement is not a priority. This is because the 120 or so non-ccNSO members run less than 10% of the whole ccTLD space. Some have only a few hundred domain names.



## 3.3 Analysis and recommendations

We summarise the obstacles blocking ccTLD registries from seeking membership of the ccNSO:

**Figure 42: Obstacle for becoming ccNSO member**

Obstacles to membership	Who?	Remedy
Questions about ccNSO relevance and transparency	Governmental and business organisations	Soft bylaws Improve effectiveness Improve transparency ...
Lack of information	ccTLD from AP and AF	Improve information with more resources and/or effectiveness
Language	ccTLD from AP and AF	Systematic translation of website and main documents
Resource to participate to meetings (Time, Finance)	ccTLD from AP and AF	Allocate more financial resource to invite ccTLD from AF and AP

With 106 members out of 248, ccNSO membership still only accounts for 41% of ccTLDs, even if these in turn account for 90% of domain names registered under a cc. Some important countries/territories are not represented (e.g. India, Spain, Ireland, Iran, Pakistan).

Boosting membership levels remains an important priority in order to increase the legitimacy of the ccNSO within the ICANN system.

**Recommendation 4:** The ccNSO staff should regularly engage in outreach activities to enlarge membership / better communication with non-members. ICANN should increase resources in order to propose attractive and value-added services for the ccTLD community. These value added services would require a dedicated “online community manager”<sup>40</sup> whose responsibilities it would be to attract new members, especially from under-represented regions.

It should be noted that this online community manager is not dedicated to coordinating activities related to membership enlargement. He/she would be dedicated to the “online community management” for the whole ccTLD community excluding other operational tasks as is the case today. This point is discussed further in section “Resources”.

<sup>40</sup> See definition [http://en.wikipedia.org/wiki/Online\\_community\\_manager](http://en.wikipedia.org/wiki/Online_community_manager)



The identified obstacles to develop membership (lack of information, ambivalent perception of the ccNSO etc.) can be resolved partly by the ccNSO itself, and many recommendations address this concern. In addition, we think that the ccNSO could engage in a collaborative membership-boosting strategy in conjunction with the ALAC and the GAC. At the national level, these organisations are in contact with ccTLD managers and could help to convince them to join ccNSO.

**Recommendation 5:** The ccNSO should engage with the GAC and ALAC to determine a joint initiative to boost the membership levels of all the SOs and ACs within ICANN.



## 4 Coordination within the ICANN system

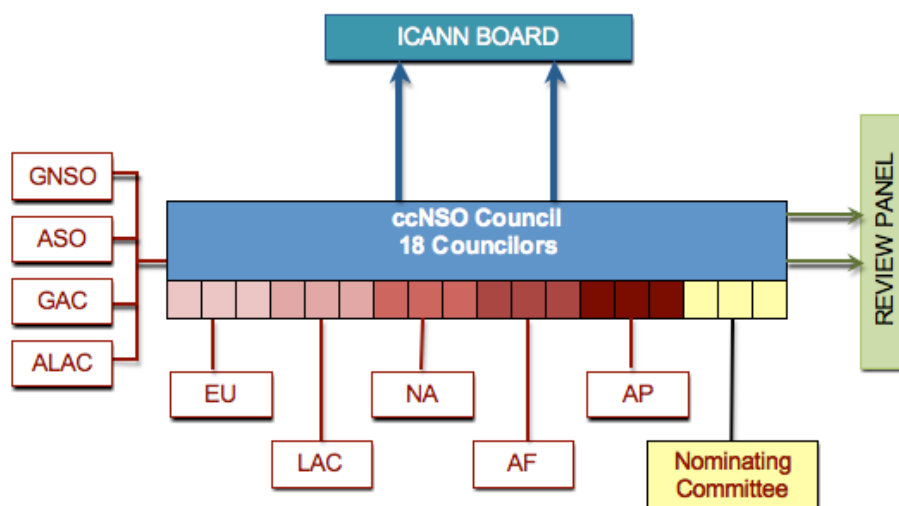
This section examines how the ccNSO is perceived by the other SOs and ACs and how effectively it is seen to engage in collaboration and communication with them.

### 4.1 Collaboration and Communication with other SOs & ACs

#### 4.1.1 Baseline factual assessment

The ICANN system is comprised of three Supporting Organisations (SOs) and four Advisory Committees (ACs). The principal function of the SOs – the ccNSO, the GNSO and the ASO - is to develop policy; that of the ACs – the GAC, ALAC, RSSAC and the SSAC - to provide advice to the Board on the interests and needs of stakeholders that are not directly involved in the Supporting Organisations.

**Figure 43: ccNSO organisational chart showing constitution of the Council and links to the Board of ICANN and other SOs and ACs.**



Relations between the SOs and ACs are managed through a system of Liaisons and Observers. The principle of this system is that each SO and AC is represented within every other SO and AC by a Liaison whose responsibility it is to ensure open dialogue on issues of common interest. The appointing of the Liaisons and Observers is defined in the ccNSO's Rules and Guidelines document.

Working ties between SOs and ACs are also ensured through the setting up of joint Working Groups, e.g. the ccNSO-GAC Liaison Working Group. These are set up for a variety of purposes but have as a common objective to reinforce dialogue through the planning of joint meetings and the coordination of work on joint projects (e.g. work on the introduction of IDN ccTLD in the case of the ccNSO and the GAC).



**Figure 44: ccNSO-appointed Board Members and Liaisons**

ccNSO Liaisons	ICANN Board	GAC	GNSO	ALAC
External Liaison to the ccNSO	Peter Dengate Thrush and Mike Silber (Not really Liaisons. They have been appointed to the Board by the ccNSO)		Olga Cavalli	Rudi Vansnick
ccNSO Liason to other SOs & ACs			Han Chuan Lee	Ron Sherwood



**4.1.2 Survey and interviews findings**

**EQ 13:** Are there regular and suitable communication and collaboration mechanisms in place between the ccNSO and the other SOs and ACs?

The representatives of the other SOs and ACs report mixed impressions regarding current levels of collaboration and communication with the ccNSO. In response to a 'yes-no' question about the efforts of the ccNSO's in this regard it is a 50-50 split between the 'yes's and the 'no's with no one responding wither 'yes absolutely' or 'no, absolutely not'.

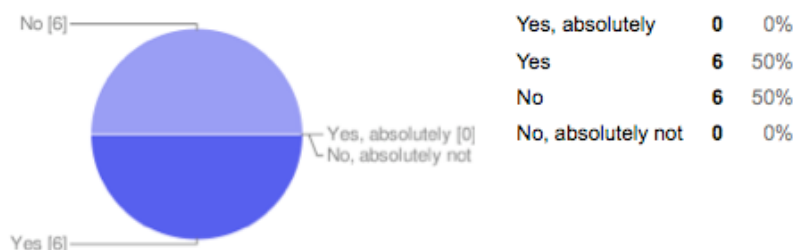
There is sense that more could be done to report on the activities of the ccNSO, a sentiment that is summed up by this member of the GNSO:

*"I'm not aware of much communication from the ccNSO. The only information I am aware of comes from personal contacts. I'm not sure of what could be done to improve things, but the current perception (and this is not limited to the ccNSO) is that it's a closed shop"*

Others are more positive although there is a sense that more could be done by the ccNSO in terms of planning and announcing to the other SOs and ACs what its objectives are in the short, medium and longer term.

*"The ccNSO cooperates successfully with other parts of ICANN. It also helps ICANN Board with recommendations, however, this is mainly reactive approach. The ccNSO could improve on setting up its own agenda. The ccNSO could also strenghten its activities concerning best common practices creation."*

**Figure 45: Are sufficient efforts are made by the ccNSO in terms of communication and collaborative efforts with the other Supporting Organisations and Advisory Committees? (ICANN SOs & ACs).**



## 4.2 Perception of the ccNSO by other ICANN SOs & ACs

### 4.2.1 Survey and interviews findings

**EQ 6:** What are the understandings of the other Supporting Organisations and Advisory Committees of the mandate of the ccNSO?

Beyond formal coordination process, there is a widespread perception of the coexistence of different entities within the ICANN system that operate in relative isolation from one another. The word that comes up frequently to describe this perception is “silo”.

*“The main problem is the silo structure of the ICANN system. The lack of communication is not specific to the ccNSO, it applies equally to the GNSO. The currently discussed evolution of the GNSO towards a Working Group model for its Policy Development Process is positive.”*

*“Looks like it is a somewhat autonomous structure within ICANN that other constituencies / ACs do not follow as closely as the gNSO activity (which represents the core of ICANN's activity). Accountability is important when there are decisions. As the ccNSO looks (from the outside at least) more like a coordinating structure among independent actors, there is little actual decision-making that is enforceable towards the membership. If the ccNSO were to assume a greater role in policing its own crowd, improved accountability mechanisms (including appeal) would be required.”*

The perception of the ccNSO by other SOs and ACs within ICANN depends to a large extent on the level of cooperation they have with ccNSO. Even though the ccNSO is seen as useful and important by other organisations, many report the view that ccNSO has a tendency to operate in isolation from the other SOs and ACs.

*“There are insufficient mechanisms to discover when an issue impacts more than one supporting organisation, and dealing with it in an appropriate manner before the issue disappears in the silo of one single SO. One example is the current debate on new gTLDs, where other stakeholders impacted by the issue (ccNSO, GAC and RSAC) got involved in the discussion far too late. The result is that instead of an early discussion of principles with all stakeholders, the discussion happens after a draft implementation plan is created. Introducing significant changes at this stage is more difficult and costly.”*

Others view the ccNSO as an essential forum for the holding of discussions and building broad-based consensus around issues and developments such as the introduction of IDN ccTLDs.

Another comment was made in an interview by a member of ALAC:

*“We would like to develop collaboration with ccNSO. But there are not interested in listening to our opinion. ccNSO seems just interesting in its own way”. The preeminent perception of ccNSO is that it is too isolated within the ICANN system.*



However, everyone we spoke to during the Nairobi meeting have perceived recent exchanges about the security issues as very positive. If they are some questions about the lack of internal debate on this issue, all consider that what happened reinforced the position of ccNSO within the ICANN system.

### 4.3 Analysis and recommendations

Although the ICANN system is clearly designed to encourage dialogue and collaboration between the SOs and ACs, in practice it would appear that this is not always achieved to the satisfaction of all concerned.

The reviewers' impression, based on the survey findings, interviews that have been conducted, and informal discussions, is that this perception of separate entities working in relative isolation from one another particularly concerns the ccNSO.

Several top-ranking members of the other SOs within the ICANN system have confided not really understanding what the ccNSO does or stands for. A prominent Council member from one of the other SO admitted "hav[ing] only very limited of the role and function of the ccNSO and how it fits in with the other SOs and ACs".

Some interviewees drew our attention to two categories of actors: "Global registrars" and "Global registrants". "Global registrars" are hereafter referred to as registrars who distribute a wide range of ccTLDs domain names. "Global registrants" are registrants (mainly large companies and brands) which operate on a global basis, register domain names in many countries and operate with a large number of ccTLDs managers. Both could be affected by ccTLDs policies. Both are represented within the Icann system. Global registrars are represented within the GNSO through the "Registrar Stakeholder Group", one of the six constituencies of the GNSO who represent registrar constituency. Within GNSO, they take part to policy-shaping about gTLD-policy issues. "Global registrants" are represented in GNSO in the "Commercial and business" constituency. Registrants are represented in ALAC as well.

New constituencies within the ccNSO representing Registrars and Registrants could be considered. That would be a structural change in ccNSO and it is not clear what benefits such a change would entail. However, considering the importance of developing coordination with others SOs, a working group could be setup in order to formalize coordination processes with registrars and registrants represented in GNSO by their own constituency.

**Recommendation 6:** When ccNSO develops a policy which could impact the activity of registrars and registrants, ccNSO should be able to collect their position. A working group should be setup with GNSO in order to define a formal process in this perspective.

The "Liaisons" and "Observers" mechanism has certain merits although it is very much dependent on the quality of relationship between individual people.

This issue is not specific to the ccNSO. There is no any specific recommendation on this point.



In addition, recent initiatives between ccNSO, GAC and ALAC<sup>41</sup> have shown up that the coordination can be effective as it works today.

A specific discussion regarding relations with the GAC is later detailed (See §7, The future of ccNSO: purpose and mandate.).



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<sup>41</sup> Common position and letters in the exchange with ICANN about security (See §2.3.2 – Developing ccNSO positions)

## 5 Resources provided by ICANN

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The ccNSO is not a standalone formal structure with its own operational budget and salaried staff. It is an integral part of ICANN and, as such, is entirely dependent on ICANN's budgetary and personnel resources. As ICANN's General Counsel stated in 2004 in the negotiations that preceded the founding of the ccNSO:

*A supporting organisation, such as the ccNSO will be [...] a group that will have no formal legal structure and will not be an independent entity that exists outside of ICANN. That is, the ccNSO is a part of ICANN.<sup>42</sup>*

It is a membership-based sub-structure of ICANN whose operations fit within and are entirely dependent on the personnel and budgetary resources provided to it by ICANN.



### 5.1 Staff resources

#### 5.1.1 Baseline factual assessment

ICANN's support in terms of personnel is described in the Bylaws:

*"upon request of the ccNSO Council, a member of ICANN staff may be assigned to support the ccNSO and shall be designated as the ccNSO Staff Manager [...] ICANN shall provide administrative and operational support necessary for the ccNSO to carry out its responsibilities. Such support shall not include an obligation for ICANN to fund travel expenses incurred by ccNSO participants for travel to any meeting of the ccNSO or for any other purpose."*

The Bylaws state that *"The ccNSO may make provision, at ccNSO expense, for administrative and operational support in addition to or as an alternative to support provided by ICANN."*<sup>43</sup> To date, however, the ccNSO has not made any such provisions, and we question how the ccNSO might ever take on additional staff "at its own expense" since the organisation has no legal status outside of ICANN. Even if the ccNSO were to decide to start charging membership fees with a view to hiring additional staff these funds would presumably have to be held on an ICANN account.

The current ccNSO Secretariat has a one staff-member and two consultants:

- Staff member: Senior Policy Advisor, responsible for working with the ccNSO on policy and related matters and serves, when assigned by the Council, as ccPDP Issue Manager.
- Consultant 1: ccNSO Secretariat
- Consultant 2: ccNSO Secretariat Consultant

In addition, on a temporary basis, the services of an external consultant to coordinate the activities of one of the ccNSO Working Groups, are covered by ICANN.

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<sup>42</sup>Clarification of Legal Issues from ccNSO Launching Group Questions, John O. Jeffre, ICANN General Counsel

<sup>43</sup> ICANN Bylaws, Article IX, Section 7. *Staff and Funding*.

The ccNSO Secretariat is a critical component of the ccNSO and is generally perceived by the membership to function very well within the means put at its disposal ICANN. Much appreciation is expressed in respect of the current ccNSO Secretary and her assistant, and the efficient manner in which they coordinate the main administrative activities of the organisation. The present Secretariat has been in place since January 2007 and has instituted many reforms to improve and rationalise essential administrative processes. These include:

- A complete overhaul of the ccNSO website with the addition of useful features such as an up-to-date list of members, individual profile pages, quick links to the main documents (Rules and Guidelines, Bylaws, minutes of meetings etc.), a recently-launched YouTube channel, and a "Resources" page to allow members to share documents of common interest.
- A more systematic and streamlined process for handling membership requests (previously it appears there was no process and applications could take months before being acknowledged or treated).
- A more proactive approach to take into account the views of the membership through the conducting of regular surveys.
- A more coordinated outreach strategy mainly through regular participation in the events of the Regional Organisations.



### 5.1.2 Survey and interview findings

**EQ 12: (i)** Has the ccNSO had the resources necessary to accomplish its tasks? **(ii)** Was the support provided by ICANN to the ccNSO sufficient with the needs of the ccNSO in terms of personnel resources as well as in administrative and operational terms?

#### ■ Perceptions of the ccNSO membership

The question as to whether the ccNSO has had the necessary ICANN-backed personnel resources to accomplish its tasks elicited a variety of responses. Around half the survey respondents and others we have interviewed consider that it has and current staff numbers are sufficient:

*"What we expect from ccNSO is to improve exchange between registries and to represent their interest within the ccNSO system. We do not need additional staff that would create bureaucratic processes including more charges".*

The other half questions whether present staff levels will be sufficient to cope with an ever-increasing workload, notably in view of the introduction of IDNccTLDs and the effect this will have on the membership structure and functioning of the ccNSO.

*"Probably we would need a more permanent administration / staff in order to fulfil our task to advice and coordinate the policy processes. ICANN organisation and staff grows which means that the pressure on the volunteers is too much to handle. In that way the model is not working and ICANN staff dominates the process but gets halted in the end resulting in ineffectiveness and frustration."*

A separate category considers that a more independent staff, funded by the ccNSO membership is desirable. There is the need, in the words of the ccTLD "for a more permanent ccNSO administration financed and staffed by cctld community."

We merely note this difference of opinion about the size, role and independence of the ccNSO secretariat and offer no specific recommendations.



## 5.2 Technical resources provided by ICANN

### 5.2.1 Baseline factual assessment

The ccNSO relies heavily on the use of the Internet site and email for the archival and dissemination of information.

#### Website

The current ccNSO webpage is limited to essential information related to the direct concerns of the ccNSO: meetings, policy, working groups. It is not “ccNSO life in real-time” oriented. It is more of a technical reference website than a community website.



Figure 46: ccNSO homepage



A project was launched in 2009 to improve the website and survey was conducted among the ccNSO membership.

Two documents have been issued in May 2010<sup>44</sup>:

- Design Specification for ccNSO.ICANN.ORG Update, Version 1.0, 20 May 2010
- Functional Specification for ccNSO.ICANN.ORG Update, Version 2.3, 25 May 2010.

A new website based on these specifications is supposed to be implemented in the short term.

#### Mailing lists

The ccNSO Council also has its own email list, allowing members to discuss issues of common interest, and each Working Group has its own email list.

<sup>44</sup> These two documents have not been not published yet

## Telephone conferences

The ccNSO Council meets once a month by telephone conference.

Working Groups sometimes work by means of telephone conferences.

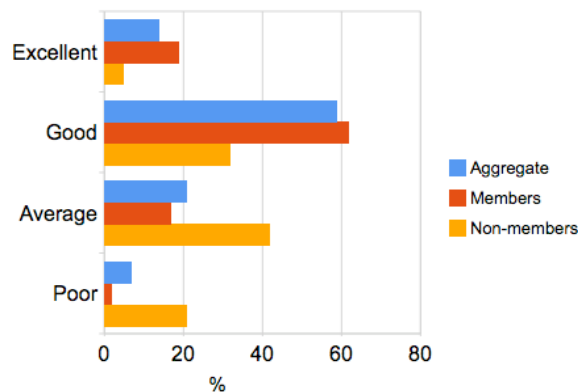
## Audio and webcasts

The physical meetings are usually broadcast both by audio and webcast. Remote participants can also post questions by an online chat forum.



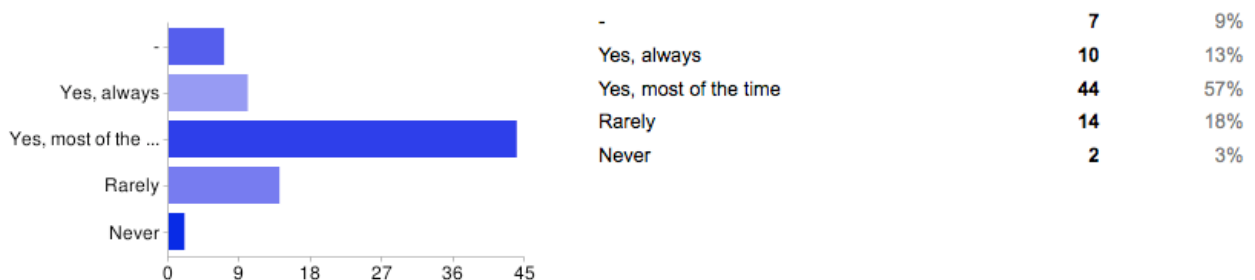
### 5.2.2 Survey and interview findings

**Figure 47: ccNSO Website: "How would you rate the quality of the information regularly sent out by the ccNSO?"**



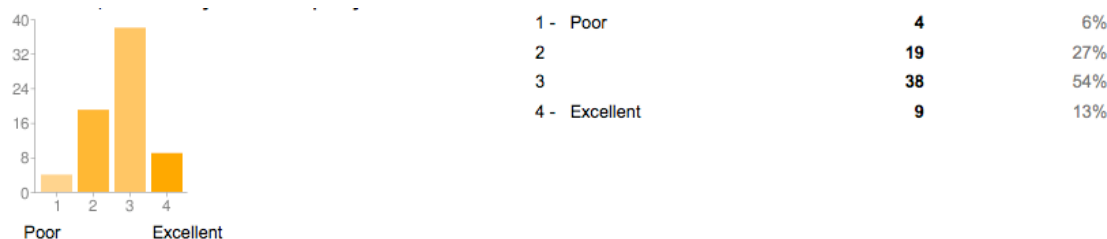
Respondents consider that the quality of the information regularly sent out by the ccNSO is generally speaking good and readily accessible.

**Figure 48: ccNSO Website: "When visiting the ccNSO website, you usually find the information you are looking for? (all respondents)"**



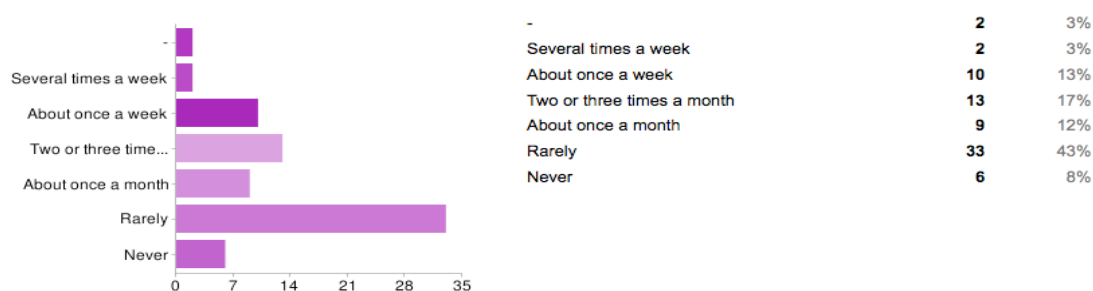
Respondents consider that they usually find the information they are looking for.

**Figure 49: ccNSO Website: Quality of the site (all respondents).**



Respondents consider that the quality of the website is mainly good in the same proportion:

**Figure 50: ccNSO Website: Frequency of visits (members and non-members)**



The ccNSO website is a natural and extensively used platform for communication.

We note, however, that among ccTLDs, including members and non-members of the ccNSO, 50% never or rarely visit the site. Among members 40% report visiting only on rare occasions.

### 5.3 Budgetary resources

In the response to the RFP for this review, ITEMS International proposed to include an analysis that would *"consider the current funding model for the ccNSO with voluntary contributions from its members. It [would] include a clear picture of the organisation's current and future position and offer a roadmap for moving from the current to the future position. As the ccNSO moves forward it will require the effective and efficient use of strategically important resources. Our financial analysis will provide the basis for the implementation of a properly designed cost system that can help identify and monitor the use of strategic resources over time."*

However, ccNSO representatives and ICANN staff pointed out to reviewers during the kick-off meeting (December 2009) that there is no analytical accounting regarding ccNSO activities. There is a global ICANN budget part of which covers ccTLD support activities and ccNSO-related expenses. However, the scope of the review does not cover the financial aspects of the organisation.



Budgetary issues are detailed in further analysis sub-section.

Notwithstanding, as a result of the interviews carried out as part of this review, and in view of the interest expressed by some members regarding the financial aspects of the review, the reviewers asked for a clarification of their mandate on this point<sup>45</sup>. The answer from the Review Director confirmed that the “*mandate does not require you to carry out any budget, efficiency or financial analysis or investigation, nor to issue any recommendations in these areas*”.

We consider in this section two kinds of figure:

- The share of ICANN budget allocated to “Country Code support and ccNSO support”
- The financial contribution of ccTLD to the ICANN budget.



### **I Country Code Support and support for ccNSO activities within the ICANN’s budget**

According to ICANN’s financial records<sup>46</sup>, ICANN’s global budget for the fiscal year 2003/04 (the year the ccNSO was established) was \$8.3 million. For the fiscal year 2004/05 it was \$15.8 million. During that period there was no separation of costs into Expense Area Groups. As a result costs linked to the ccNSO and ccTLD activities cannot be determined for this period.

In the report published in May 2009 entitled *ICANN Expenditure Analysis by Stakeholder Interest Area*, a breakdown was given of the different Expense Area Groups (EAGs). Country Code Support and support for ccNSO activities represents US\$ 9,062481 equivalent to 16.7% of global ICANN expenditure.

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<sup>45</sup> Questions asked by ITEMS International to ICANN:

1 How do you define our mandate and its limits regarding the financial aspects of the review?

2-If it is relevant considering the answer to point 1, are we authorized: a. to ask to ICANN for the details of the analytical accounting in order to understand the ccNSO cost model, b. to publish the results of our investigations in our report.

Answer from ICANN (Marco Lorenzoni – ICANN - Director, Organisational Review):

“I understand your concern and –in coordination with the ccNSO review WG- will try to answer your questions by summarizing what has already been thoroughly discussed.

- Your understanding that you ‘are supposed to analyze all aspects of the activity of the ccNSO’ is wrong. You have a specific mandate which establishes the focus of your work and explicitly or implicitly excludes some aspects of the ccNSO activity from your field of action.
- Your mandate does not require you to carry out any budget, efficiency or financial analysis or investigation, nor to issue any recommendation in these areas. Such recommendations –if formulated- will be considered as out of mandate.
- Owing to your mandate, if you feel the need to ask ICANN staff to provide you with an overview of our accounting principles and budget available to ccNSO, you are fully entitled to do so. I assume that your meeting with our CFO, Mr. Kevin Wilson, has already enabled you to have an insight into this kind of background information.
- Should you notice, during your investigation, expectations, requests, dissatisfaction from members of the community on some aspects of the ccNSO work or mandate that are not included in your scope of work, please mention them in the report as further emerging issues, or link them to the relevant questions of your mandate.

<sup>46</sup> ‘Adopted Fiscal Year 2004-2005 Budget’: <http://www.icann.org/en/financials/budget-fy04-05-06oct04.html>

**Figure 51: ICANN expenses per area group**

Expense Area Group (EAG)	Millions \$	%
1 Support IP addressing, RIR related activities, and NRO/ASO support	1,28	2,3%
2 Support for gTLD activities and GNSO support	18,69	34,4%
3 Country Code support and support for ccNSO activities	9,06	16,7%
4 NomCom travel, direct support and staff support	2,20	4,0%
5 Root Server Operations and Support for RSSAC activities	2,65	4,9%
6 Supporting SSAC activities and coordinating with Internet security efforts	2,92	5,4%
7 At-Large Support & support for ALAC activities	3,74	6,9%
8 TLG/IETF support	2,46	4,5%
9 Travel and coordination for Board activities & staff support for meeting preparation	7,16	13,2%
10 Government relations and support for GAC activities	3,73	6,9%
11 Ombudsman	0,45	0,8%
<b>TOTAL</b>	<b>54</b>	<b>100,0%</b>

Source ICANN



The budget related to ccTLD and ccNSO support (9,06 M\$) is the second largest budget line (16,7%) within the global budget ICANN budget, after "Support for gTLD and GNSO support" (34,4%).

The accounting system details different activities covered by this budget.

**Figure 52: Cc support and support for ccNSO activities**

Country Code support and support for ccNSO activities	9,06 (M\$)
IANA functions services for country code registries	
Conducting of ccTLD training courses.	
Local presence in regions, engagement with ccTLDs, regional organizations	
Communications to support cc issues	
Policy support work for the ccNSO	
Providing secretariat support for the ccNSO	
Providing constituency travel resources as needed to meetings	
An allocation of overhead costs such as rent, human resources, accounting.	

Further clarification can be achieved by the theoretical transposition of the budget allocated according to functions within ICANN:

**Figure 53: Theoretical allocation of ICANN budget on cc support and support for ccNSO**

Functional Categories FY10 Budget	ICANN Millions \$	ccTLD support relevant	% in relevant budget	Theoretical ccTLD support allocation
gTLD Implementation and Delegation	7,45			
IDN Implementation	1,25	x	2,7%	0,24
IANA and Technology Operations Improvements	4,88	x	10,4%	0,94
Security, Stability, and Resiliency (SSR) Operations	5,48	x	11,7%	1,06
Contractual Compliance	3,22	x	6,9%	0,62
Core Meeting Logistics	5,99	x	12,8%	1,16
Constituency Support	6,27	x	13,4%	1,21
Policy Development Support	5,18	x	11,0%	1,00
Global Engagement and Increasing International Participation	6,38	x	13,6%	1,23
DNS Operations	1,46	x	3,1%	0,28
Administrative, Board Support, NomCom, Ombudsman, Travels	6,77	x	14,4%	1,31
<b>TOTAL</b>	<b>54,33</b>		<b>100%</b>	<b>9,06</b>

Original data: Source ICANN

We note that global human resource costs are calculated to \$19.8M in 2009 and \$23.3M for 2010<sup>47</sup>. As reviewers, we do not have any additional material that could allow us to make a deeper analysis to check the allocation of charges.

Other support that comes from ICANN is split between the different organisations within the ICANN system on a pro rata basis. The allocation of HR resources (described in ICANN Expenditure Analysis<sup>48</sup>) is highlighted below:

**Figure 54: ICANN: allocation of Human Resource costs per Expense Area Group (EAG)**

Cost Analysis for EAGs	Executive (%)	IANA Staff Member (%)	Registrar Support Staff Member (%)	Policy Staff Member (%)	GP staff Member (%)
Support for IP addressing, RIR related activities, and NRO/ASO support	5	10	0	5	15
Support for generic TLD activities and GNSO support	35	10	90	35	15
Country Code support and support for ccNSO activities	10	20	0	25	20
NomCom travel, direct support and staff support	0	0	0	0	0
Root Server Operations and support for RSSAC activities	0	0	0	0	0
Supporting SSAC activities and coordinating with Internet security efforts	5	5	0	5	8
At-Large support & support for ALAC activities	5	0	0	10	7
TLG/IETF support	0	50	0	0	5
Travel and coordination for Board activities & staff support for meeting préparation	15	5	10	10	15
Government relations and support for GAC activities	25	0	0	10	15
Ombudsman	0	0	0	0	0

Source ICANN



The annual cost estimated by ICANN for the services it provides to each ccTLD can be simply obtained by dividing this figure by the number of ccTLDs listed on the IANA database (248). This gives us a figure of \$38,709 per ccTLD.

### ■ ccTLD contribution to the ICANN's budget

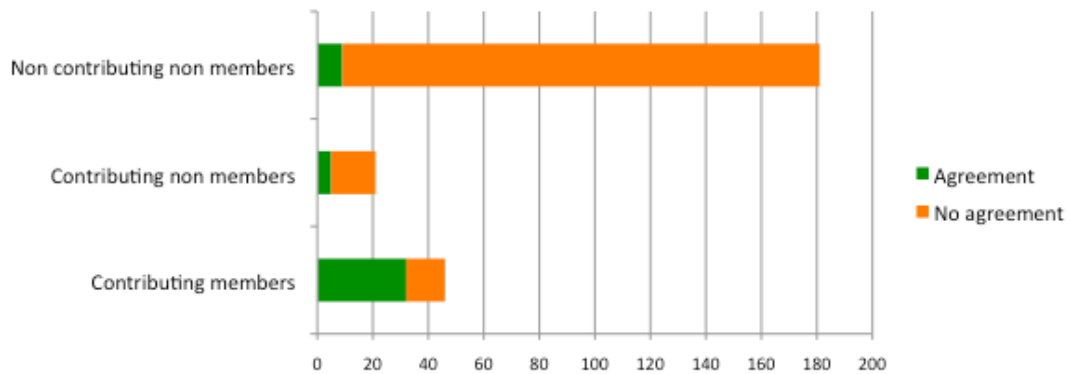
The following chart reveals the complexity of relations between the ccTLDs and ICANN regarding financial contributions and the signing of an agreement:

- Most ccNSO members who contribute to ICANN (32) have a signed agreement but a significant number (14) do not,
- Some non-members contribute to ICANN and have signed such an agreement (5) but most (16) of them have not,
- Some who are non-contributors and non-members have signed an agreement (9).

<sup>47</sup> Info available in FY10 budget (<http://www.icann.org/en/financials/adopted-opplan-budget-fy10-07jul09-en.pdf>) and in ICANN Financial Statement FY09 (<http://www.icann.org/en/annualreport/annual-report-2009-en.pdf>)

<sup>48</sup> <http://www.icann.org/en/financials/eag-analysis-29may09-en.pdf>

**Figure 55: Distribution of ICANN contributors by ccTLDs depending on whether they are ccNSO members and if they have a signed agreement with ICANN**

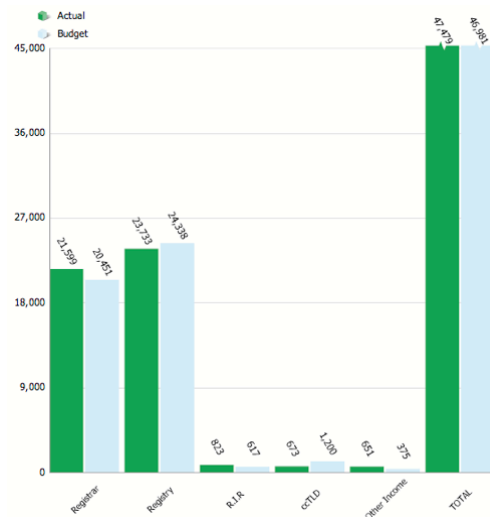


The information below is described in respect of ICANN’s answer. It is entirely based on data that is publicly available (ICANN Expenditure Analysis<sup>49</sup> and Guidelines<sup>50</sup>). ccTLD contributions are forecast annually and for the fiscal year 2011 they are estimated to be \$1.6 million.

**Figure 56: ICANN revenues sources FY10<sup>51</sup>**

Registrar	27 268	43%
Registry	32 451	51%
RIR	8 230	13%
ccTLD	1 600	3%
Other	1 500	2%
<b>Total Revenue (x\$1000)</b>	<b>63 642</b>	<b>100%</b>

**Figure 57: ICANN revenues sources FY10**



<sup>49</sup> <http://www.icann.org/en/financials/eag-analysis-29may09-en.pdf>

<sup>50</sup> <http://www.icann.org/en/financials/cost-accounting-guidelines-21feb10-en.pdf>

<sup>51</sup> Draft FY10 Operating Plan and Budget 7 July 2009, Adopted 26 June 2009, FY10 Operating Plan and Budget, Fiscal Year Ending 30 June 2010

The ccTLD contributions are estimated at \$1.6 million in FY10: they represent 3% of ICANN's revenue.

*"As a budget placeholder, ccTLD contributions are forecast to be \$1.6 million for FY11, the same as in the FY10 budget. The mechanism for funding is determined by the ccTLDs themselves with discussions being led through the ccNSO. This year, ICANN staff will ask the ccNSO to help determine an appropriate forecast of contributions for the final FY11 budget, and consistent with consideration of overall ccTLD contribution mechanisms".<sup>52</sup>*

### **I** No membership fee for ccNSO

Before the establishment of the ccNSO, some ccTLDs contributed voluntarily to ICANN's budget.

When the ccNSO was established, a second funding mechanism was planned to defray ccNSO expenses: Article IX, Section 7 of the Bylaws states that *"The ccNSO Council shall establish fees to be paid by ccNSO members to defray ccNSO expenses [...], as approved by the ccNSO members"*.

This mechanism seems to have been abandoned: ccNSO website states that there are no fees: *"While the ICANN bylaws (Article IX, section 7.3) allow for a mechanism to recover ccNSO operating costs, members have currently decided that there shall be no membership fee"*.

### **I** ccTLD's contribution to ICANN's budget

**Figure 58: Heat map highlighting voluntary contributions to ICANN for FY 2008/09**  
(Source: ICANN)



A financial contribution by ccTLD managers to ICANN operations is essential for a fair apportioning of costs among all constituencies.

Currently there are 3 ways in which payment is made:

- 1) Pursuant to a contract: a small number of ccTLD managers have a contract with

<sup>52</sup> Framework for the FY11 Operating Plan and Budget, ICANN, 15 Feb 2010





ICANN under which they are committed to pay an amount annually. That amount is based on the number of names the ccTLD manager has under management.

- 2) Pursuant to an accountability framework: an increasing number of ccTLD managers are entering into an accountability framework with ICANN and nominating therein an amount they agree to pay ICANN. In most cases the ccTLD manager agrees to review the amount every 12 months.
- 3) Voluntary contribution: a number of ccTLD managers make a voluntary contribution to ICANN each year.

The Budget Working Group (BWG) has issued a guideline to assist ccTLD managers to nominate a contribution amount in any Accountability Framework they enter into with ICANN or to assist ccTLD managers in calculating a voluntary contribution<sup>53</sup>. This guideline does not contemplate that financial contributions would be mandatory.

The BWG details the contributions from ccTLD managers to provide a guide to ccTLD managers as to what their peers are paying to ICANN. The contribution model is organised in "bands". The lowest band in the model is "between US\$500 and US\$5000".



**Figure 59: Number of contributions from ccTLD to ICANN (Source: ICANN)**

Bands	2005	2009
Over 150 000		1
100 000 to 150 000	1	0
70 000 to 100 000	4	6
40 000 to 70 000	2	7
20 000 to 40 000	6	7
5 000 to 20 000	9	6
500 to 5000	23	31
<b>TOTAL CONTRIBUTIONS</b>	<b>45</b>	<b>58</b>

In 2005, there were 45 ccTLD contributors to ICANN. By 2009, their number had grown to 58 with global contributions.

The five largest contributors account for 41% of total ccTLD contributions to ICANN, the ten biggest contributors 64%.

If we consider the ratio "ccTLD contribution/number of domain names registered", we observe a range of situations: from 0,107\$ to 0,004\$ by domain name registered.

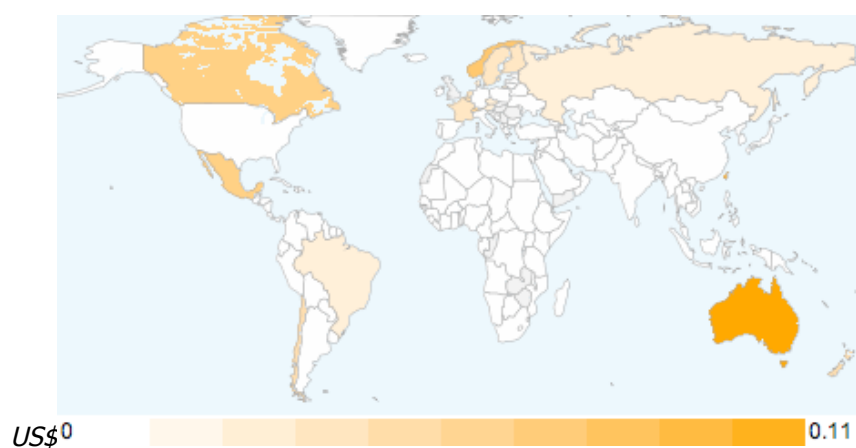
<sup>53</sup> <http://www.ccnso.icann.org/announcements/announcement-09mar07.htm>

**Figure 60: Contribution of ccTLD per registered Domain Name**  
(Source: ICANN<sup>54</sup>)

ccTLD	Contributions for the FY 08/09	Domain names registered	Contribution per registered DN
Australia	\$172,249	1 613 902	\$0.107
Taiwan	\$39,851	444 467	\$0.090
Japan	\$100,000	1 140 159	\$0.088
Norway	\$30,000	458 440	\$0.065
Mexico	\$25,000	385 073	\$0.065
Canada	\$85,000	1 327 052	\$0.064
Switzerland	\$70,000	1 381 198	\$0.051
Hungary	\$22,000	450 000	\$0.049
Chile	\$12,000	271 381	\$0.044
Belgium	\$40,000	987 993	\$0.040
New Zealand	\$15,000	381 964	\$0.039
Hong Kong	\$6,000	183 231	\$0.033
Sweden	\$30,000	937 744	\$0.032
Korea	\$30,000	1 064 950	\$0.028
France	\$44,000	1 617 714	\$0.027
Netherlands	\$100,000	3 711 557	\$0.027
Finland	\$6,000	227 331	\$0.026
Denmark	\$25,000	1 041 231	\$0.024
Czech Republic	\$15,000	635 478	\$0.024
Austria	\$20,000	911 157	\$0.022
Russia	\$55,000	2 566 781	\$0,021
Brazil	\$40,000	1 951 781	\$0,020
Europe	\$40,000	3 178 390	\$0,013
UK	\$85,000	8 129 526	\$0,010
Germany	\$90,000	13 377 326	\$0,007
China	\$50,000	13 459 133	\$0,004



**Figure 61: Heat map highlighting level of contribution in relation to number of domain names registered. (Source: ICANN)**



<sup>54</sup> <http://ccnso.icann.org/workinggroups/budgetwgreport.htm> and DominesInfo <http://www.domainesinfo.fr/statistiques.php>

## 5.4 Analysis and recommendations

### I Technical resources

The ccNSO relies extensively on the use of its Internet site and email for the dissemination and archival of information. A great deal of information on the ccNSO is available on its website, however, it is an outdated-looking and in need of refreshing. We are aware that work is ongoing in this regard.

The current website lacks certain features that are now common for membership-based organisations such as

- wikis or social-networking tools (e.g. to allow regional, language or script-based sub-groups to form and exchange),
- RSS feeds,
- individual "profile pages" to allow members to enter and keep their profile information up to date.

Some wikis are used within the ICANN community like with GNSO<sup>55</sup>. One wiki which is open to discussion already exists for IDN<sup>56</sup>. CENTR has a private area reserved to members and uses RSS feeds. LACTLD uses Twitter and Facebook.

A thorough restructuring of the website has been launched in order to improve the website.

*"The ccNSO has begun a review process aiming to make the ccNSO website more useful to members. The ccNSO Secretariat has started conducting interviews with members of the ccTLD community to gather feedback on what the community considers the strengths and weaknesses of the existing site.*

*Recent growth in both the ccNSO's membership and the number of issues that the organization deals with motivated the review. Most likely, the ccNSO website will need an update in order to meet new requirements and position the site for future growth.*

*Responses to the website user interviews will be compiled and analyzed. Based on the input, a team of volunteers will develop a plan for how to implement the most-requested changes<sup>57</sup>"*

Considering the working documents related to the specifications of the new website, the appearance and the way the information are delivered should be greatly improved.

However, some additional features should be given careful consideration by the ccNSO.

In recent years, Internet website have become essential support tools for web-based communities. The concept of Web 2.0<sup>58</sup> has emphasized this trend. One of the most emblematic words which is commonly used to represent this trend is "collaborative".

Today, many organisations use collaborative tools and services. Some have implemented - or consider the introduction - of Internet-based social networks.

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<sup>55</sup> <http://gnso.icann.org/>

<sup>56</sup> <http://idn.icann.org/>

<sup>57</sup> <http://www.icann.org/en/topics/policy/update-jan10-en.htm#8>

<sup>58</sup> <http://oreilly.com/web2/archive/what-is-web-20.html>



In the draft documents related to the specifications, the word “collaborative” is never mentioned (it appears once in another context). However, the concept of “social media” is mentioned as a potential initiative.

The ccNSO is typically the kind of community where an Internet social network can prove to be extremely powerful.

**Recommendation 7:** Beyond the ongoing improvement of the website, we recommend the implementation of a collaborative networking tool allowing ccNSO to create subgroups based on thematic, regional, linguistic grounds. Such a tool could include wiki, agenda, project management functions and allow members to update their own contact details within the register of all ccNSO participants. Articulation of this collaborative tool with existing mailing lists has to be studied. Such a tool would be helpful for the animation of the ccNSO community as well for attracting new members. Animation of such a tool requires “community management” capabilities.



### **I Personnel resources**

Many comments converge on the fact that the ccNSO should improve communication with the ccNSO members and more generally. The information is available but the way the community has access to it need to be improved.

The idea of value added services for the ccNSO community (including a Community Manager) was introduced as a way to develop membership. It is naturally the way to improve the running of the ccNSO community.

Collaborative tools (including internal social network) should be very helpful for a Community Manager to provide real value added services.

**Recommendation 8:** ICANN should provide ccNSO with appropriate “management community” capabilities in order to make the best usage of the collaborative tool.

### **I Financial resources**

The issue of ccTLD managers making a financial contribution to ICANN has been a vexed one for many years.

- On one side, the ccTLD contributions have grown significantly in recent years, from \$0,6 million to \$1,567 million. This growth has stabilised at \$1,6 million in ICANN Operating Plan and Budget.

Figure 62: ccTLD contributions, 2001 - 2009

ICANN Fiscal Year <sup>59</sup>	ccTLD contribution		
2001-02	603 041		
2002-03	604 925		
2003-04	866 536		
2004-05	1 015 105		
2005-06	1 002 857		
2006-07	1 348 778	1 552 865	
2007-08	1 394 953	1 670 954	
2008-09	1 338 252	1 567 752	
2009-2010 (planned)			1 600 000
2010- 2011((planned)			1 600 000



- On the other side, the budget allocated by ICANN to ccTLD and CCNSO reached 9,6 million for the fiscal year 2009/10 (more than ICANN’s global operating budget six years ago).

ICANN has made it clear that costs in connection with the ccNSO and ccTLD activities (estimated at \$9.6 million) are far from being matched by the current level of ccTLD contributions (forecast to be \$1.6 million for the FY 2011).

ccNSO is working with ICANN on this issue. In the minutes of the its meeting on 11<sup>th</sup> March 2010, the Council resolved that:

*"The ccNSO Council notes the gap between current ccTLD contributions to ICANN and the sum attributable to ccTLDs in the recent ICANN expense analysis. The ccNSO Council also notes that ccTLD contributions to ICANN have risen by almost 150% over time. The Council reaffirms the current ICANN ccTLD contribution guidelines, which were developed by the ccNSO in 2006 (<http://www.ccnso.icann.org/announcements/announcement-09mar07.htm>) and is committed to entering into dialogue with both the community and ICANN on the issues of ccTLD contributions and ICANN expenses attributable to ccTLDs."*

Other aspects of financial issues are developed in the section "The future of ccNSO".

<sup>59</sup> This table combines three sources:

- ccTLD contributions to ICANN : <http://www.icann.org/en/financials/historical.htm>
- Historical Contributions of ccTLD
- ICANN Fiscal year 2010 and 2011 Operating Plan and Budget

## 6 Accountability & Transparency

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The question asked in this section is whether the ccNSO operates in a sufficiently accountable and transparent manner in respect of its members and whether any changes could be made to the ccNSO's ways of operating that might enhance its accountability and transparency.

### 6.1 Accountability of the ccNSO

#### 6.1.1 Baseline Factual assessment

Accountability refers to account-giving of elected persons: councillors, liaisons, Chair of the Council.

The ccNSO Council has 18 voting members plus various liaisons from other ICANN supporting organisations and the cc regional organisations.

ccNSO members in each of ICANN's five Geographic Regions elect three councillors. Three further councillors are selected by ICANN's Nominating Committee.

The Council is responsible for the administration and coordination of the ccNSO as well as the development of ccNSO policy recommendations on behalf of members. The ccNSO councillors are accountable to the members which elected them.

Being a member of the ccNSO Council implies a strong commitment. An average ccNSO Council member spends at least twelve hours per month on Council related activities, with those chairing committees or task forces spending at least 30 hours a month. The commitment involves a minimum of 6 hours per month based on an average of 1.5 two-hour teleconferences (or physical meetings) per month plus about two hours of preparation for each meeting for reading task force reports and potentially discussing with the community. Participation in committees of the council and/or task forces could easily double that minimum time commitment.

#### ▮ Directors selected by ccNSO to fill ICANN Board seats 11 and 12

The situation of the two directors which are selected by the ccNSO to fill the Seats 11 and 12 on the Board of ICANN is quite different: they *"shall serve as individuals who have the duty to act in what they reasonably believe are the best interests of ICANN and not as representatives of the entity that selected them, their employers, or any other organizations or constituencies"* (Section 7 of the Bylaws). Strictly speaking, they are not « accountable » to the ccNSO.

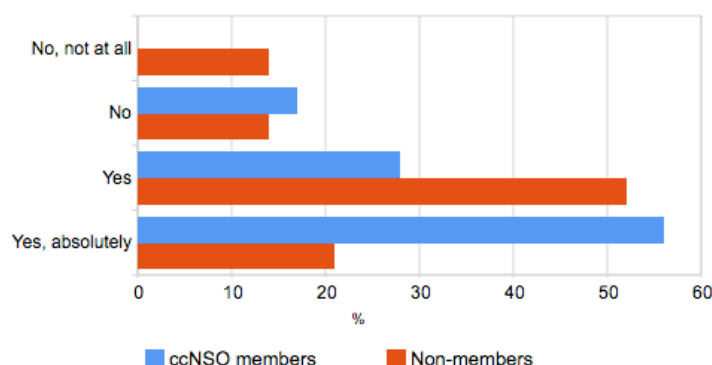
#### 6.1.2 Survey and interview findings

**EQ 9:** Does the ccNSO operate in an accountable and transparent way? Are there any changes to the ccNSO's ways of operating that might enhance its accountability and transparency?

Generally speaking, as highlighted by the figure below, the ccTLD respondents to our survey (members and non-members of the ccNSO), and the individual interviewed, consider that the ccNSO is operated in a fully accountable and transparent manner.



**Figure 63: Does the ccNSO operates in a fully accountable and transparent manner? (ccNSO members and non-members)**



This distribution of views is reflected in the follow-up comments with many remarks to the effect that the ccNSO is “fine the way it is” or “current processes and procedures are consistent with best practices for accountability and transparency”.

*“Current processes and procedure are consistent with best practices [in terms of] accountability and transparency.”*

*“We’d become the part of ICANN Accountability Network”*

*“Good job, keep transparent and accountable.”*

This ccNSO member goes further:

*An international organisation like the ccNSO is traditionally expected to communicate constantly with its membership, and to keep the membership regularly updated about developments that will impact upon it (the membership). The ccNSO has been very effective in doing this through its members’ mailing list and through its collaboration with regional ccTLD organisations and with other ICANN supporting organisations.*

Nonetheless, around half the respondents, (including those who report partial or complete satisfaction to the multiple choice question above) add more balanced comments and give examples of aspects of the ccNSO’s transparency that could be improved.

*“If the ccNSO were to assume a greater role in policing its own crowd, improved accountability mechanisms (including appeal) would be required.”*

*“Accountability of ccNSO councillors might need to improve, and this should help in encouraging more participation in ccNSO’s work.”*

*“The ccNSO Secretariat may consider, though, having a summarised monthly email newsletter updating its members on the progress of the work done with the ccNSO council, WGs & study groups.”*

*“[Need for] More ways to have good communication.”*

*“[Need for] improved timeliness of publication of documents, agendas and minutes, particularly for Council meetings. All Council meetings including conference calls should be accessible by all ccNSO members.”*

*“Making its work more public. The problem with a lot of the ccTLD managers is that while they talk to themselves, they don’t seem to like sharing any information with registrars or registrants.”*

*"Make all ccTLD's members of ccNSO ex officio without any requirements towards obligations to follow policy. Remove all regional organisations, let ccTLDs choose groups to represent them. Remove the positions of Regional Liaisons. Support incumbent ccTLD managers against hostile take over attempts."*

Some interviewees mentioned the Chair's proactive and sometimes extensive leadership:

*"Broad discussions are not allowed. Everything is decided by the chair of the ccNSO, whom also controls the staff support. ccNSO members need to be allowed to be involved. this should not be a one-man show".*

*"What is required are broader ccNSO discussions to facilitate a more "pure" ccNSO opinion that can be communicated. Currently the opinions of the ccNSO are opinions of the ccNSO chair solely."*

A small number of respondents consider that the organisation is far from accountable:

*"ccNSO member: What transparency? I don't know if I've ever seen any of it's activities formally measured against its mandate."*



## 6.2 Transparency

### 6.2.1 Baseline Factual assessment

Transparency refers to the provision of accessible and timely information to stakeholders.

For the ccNSO, it refers to policy and decision making process being open to inspection and scrutiny by ccNSO members and external actors: ccTLD managers non ccNSO members, other ICANN SO's and constituencies. What is going on, which issues are in discussion, what are the processes and timetables for policy development, how can they take part and influence the process.

The ccNSO Rules and Guidelines (adopted in June 2008) define precisely the information that will be made publicly available: minutes and the recording of ccNSO meetings, names and affiliation of the working group members and other participants, full record of the number of votes for the Election by the ccNSO members, all of its decisions and resolutions (within five days of making them), minutes of ccNSO meetings.

The main tools used by ccNSO, as other Supporting Organisations, for transparency are the mailing list<sup>60</sup> and the website. Both are maintained by the ccNSO secretariat.

The "Independent Review of ICANN's Accountability and Transparency" commissioned by ICANN<sup>61</sup> benchmarked the way that different ICANN bodies (including the three SOs) discloses

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<sup>60</sup> Subscribers to the ccNSO mailing list are:

- ccNSO Council members for the duration of their membership
- Liaisons to the ccNSO Council as defined in Article IX section 3.2 of the ICANN bylaw, for the duration of their designation;
- Observers to the ccNSO Council as defined in Article IX section 3.3 of the ICANN bylaws, for the duration of their designation;
- The ccNSO secretariat, and IANA ccTLD liaison
- Others, at their request and after approval of the ccNSO Council, for the duration subscription is granted by the ccNSO Council.

<sup>61</sup> « Independent Review of ICANN's Accountability and Transparency », One World Trust, March 2007



information.

**Figure 64: Benchmark on information published information by ICANN bodies  
(Source: Independent Review of ICANN’s Accountability and Transparency, One World Trust, March 2007)**

Table 1. Information Disclosure basic information across a selection of ICANN bodies						
Selection of ICANN Bodies	Minutes	pre-meeting Agenda	Work plan	Meeting schedule	list of members	Rules of Procedure
Board	Y	Y	N	Y	Y	Y
Nominating Committee	N	N	Y	Y	Y	Y
Conflict of Interest Committee	Y	N	N	N	Y	N
Executive Committee	Y	N	N	N	Y	N
Governance Committee	N	N	N	N	Y	N
President's Strategy Committee	N	N	N	N	N	N
GNSO Council	Y	N <sup>2</sup>	N	Y	Y	Y
ccNSO Council	Y	N	N	N	N	N <sup>4</sup>
ASO Council	Y	N	Y	Y	Y	Y
ALAC	Y	N <sup>5</sup>	N	N <sup>5</sup>	Y	In development
GAC	N	N	Y <sup>7</sup>	N	Y	Y
SSAC	N	N	Y	N	Y	In development
RSAC	Y	N	N	N <sup>8</sup>	N	In development



While the ccNSO strives for high levels of transparency, there are instances where certain discussions and types of information need to remain confidential. According to an Independent Review of ICANN’s Accountability and Transparency – Structures and Practices: “This is entirely acceptable, as full transparency can at times be detrimental to an organisation’s decision-making processes or activities. For example, if the disclosure of information could potentially undermine the ability of the organisation to pursue its mission (in the case of ICANN the security and stability of the Internet’s system of unique identifiers), such information should not be made publicly available. But to ensure consistency, there needs to be clarity around when these instances apply. Moreover, to match the existing commitment to information disclosure, these instances need to be narrowly defined”<sup>62</sup>.

Even though it was not always easy, reviewers found the following pieces of information the ccNSO’s website:

<sup>62</sup> Idem

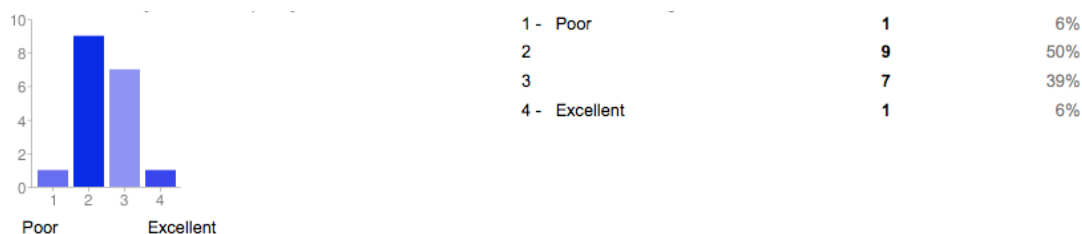
**Figure 65: Effectiveness of website to find information**

Requests	Easy to find	Difficult to find or fragmented	Not found on ccNSO site	Found on ICANN website
<b>Council</b>				
Calendar of scheduled meetings	•			
Agenda of meetings	•			
Minutes of Council's meetings	•			
ccNSO Rules and guidelines	•			
<b>CCNSO meetings</b>				
Calendar of scheduled meetings	•			
Agenda of meetings	•			
Minutes of ccNSO's meetings	•			
<b>Policy development</b>				
Pending policy development, including their schedule and current status;		•		
Working groups findings	•			
ccNSO comments to other SO and AG papers		•		
ccNSO letters	•			
Comments received from the community on ccNSO policies and policy papers			•	
<b>Who' who</b>				
Members of ccNSO	•			
Members of ccNSO Council		•		
Directors filing 11 and 12 seats		•		
ccNSO liaisons with other SO and AG		•		
<b>Budgets and contributions</b>				
Cost of ccTLD and ccNSO operations			•	•
Level of contribution for ccTLD	•			
ccTLD contributions to the ICANN budget.			•	•
<b>ccNSO purpose</b>	•			
<b>Joining ccNSO</b>				
What for ?	•			
Application	•			



### 6.2.2 Survey and interview findings

**Figure 66: ccNSO website: How would you rate the quality of the information that is available concerning the role and function of the ccNSO?**



If the quality of information provided by ccNSO is rated as good (see Technical Resources section), the quality of information available concerning the role and function of ccNSO is rated as poor (6%) or below average (50%).

## 6.3 Financial transparency

### 6.3.1 Baseline Factual assessment

As mentioned, the ccNSO is not a revenue-generating organisation with its own specific budget. There is a global ICANN budget part of which covers ccTLD support activities and ccNSO-related expenses. Consequently, here is no analytical accounting regarding ccNSO activities.

As it was stated by an Independent Review of ICANN's Accountability and Transparency<sup>63</sup> *"ICANN is a very transparent organisation. It shares a large quantity of information through its website, probably more than any other global organisation. When benchmarked against other global organisations, the overall level of transparency of the ICANN Board is also high ».*

That is especially true for financial information. ICANN provides large amounts of information about its revenues as well as its allocations<sup>64</sup>.

Many in the community have asked for an additional view of ICANN's finances that generally align the interest areas they represent: funding to support country code registries and the ccNSO, for example. ICANN has provided this view by defining a set of Expense Area Groups (EAGs) and making public the ICANN Expenditure Analysis by Stakeholder Interest Area<sup>65</sup>. The Expenditure Analysis by Stakeholder Interest Area represents a major progress and was well accepted. It raised many comments and discussions<sup>66</sup>. At our knowledge, ccNSO did not comment it publicly.

### 6.3.2 Survey and interview findings

The need for greater financial transparency is raised by several respondents. For example, one ccTLD manager comments that there is a need for there is a need for "more financial feedback from ICANN on its operational budgets and allocations," and another, that there is a need for "published accounts, standard audits etc."

The issue of financial transparency came up again on several occasions during the interviews carried out in Nairobi.

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<sup>63</sup> One World Trust, « Independent Review of ICANN's Accountability and Transparency – Structures and Practices », Commissioned by the Internet Corporation of Assigned Names and Numbers (ICANN) London, March 2007

<sup>64</sup> <http://www.icann.org/en/financials/historical.htm>

<sup>65</sup> « *This new EAG data is simply one more view of ICANN's finances equal with a functional representation, or a representation by ICANN's accounting codes. In fact, no single representation captures the fundamentally interconnected nature of ICANN's work and mission. Still, this EAG analysis should provide another useful way to understand the totality of ICANN's financial operation ».*

ICANN Expenditure Analysis: by Stakeholder Interest Area EAG: Expense Area Group

<sup>66</sup> Public Comment of the Expenditure Analysis by Stakeholder Interest Area <http://forum.icann.org/lists/eag-feedback/msg00010.html>



## 6.4 Analysis and recommendations

In addition to comments already made in this section, some improvements are proposed on the following issues:

### I Election to the council

The ccNSO is a voluntary, membership-based organization that is governed by a 18-member Council. The Council is responsible for the administration and coordination of the ccNSO as well as the development of ccNSO policy recommendations on behalf of members.

The ccNSO Council has 18 voting members plus various liaisons from other ICANN supporting organisations and the cc regional organisations.

ccNSO councillors are elected by members in each of ICANN's five Geographic Regions. Elections to the Council are held each year. To be elected, a candidate needs to be nominated and seconded by another ccTLD registry in your region.

Three further councillors are selected by ICANN's Nominating Committee. A councillor is elected by members or appointed by the Nominating Committee for a term of 3 years.

The ccNSO Chairman is elected for a one-year term and can be reconfirmed each year.

The five regions have an equal power in terms of designation, whatever their size (the North American region that includes the USA, Canada, Puerto Rico and the Virgin Islands has the same voting rights as the Asia Pacific Region with 29 members).

As an external observer, we noticed some dysfunctions regarding the last ccNSO nominations report<sup>67</sup>:

- some technical problems have occurred during the nomination process. These problems are just described by their consequences but not by their potential causes and some questions remain on the way there are fixed<sup>68</sup>,
- There were exactly the same number of candidates that requested. Consequently, the report mentions that "Since only one person per region was nominated and seconded, no elections are necessary".

At this stage, there no other comment than to notice that the conjunction of these two points could legitimate some questions on the total openness of the nomination process.

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<sup>67</sup> <http://ccnso.icann.org/about/elections/election-report-08oct09-en.pdf>

<sup>68</sup> ICANN's technical department was asked to look into this, but could not define any problems. Since this was the only party reporting such problems, it was suggested the error might be on the member's side. Before this problem was resolved, the member's candidate was nominated and seconded by others.



## I Term limitation for Council members

A councillor is elected by members or appointed by the Nominating Committee for a three-year term. Elections to the Council are held each year. The ccNSO Chairman is elected for a one-year term and can be reconfirmed each year.

There is no limit to how many times a Councillor can be re-elected.

**Figure 67: ccNSO Council members terms**

June 2004	March 2005	March 2006	March 2007	March 2008	March 2009	March 2010
<b>Africa</b>						
Victor Ciza (2 years)	Victor Ciza	Victor Ciza	Victor Ciza	Victor Ciza	Mohamed El Bashir	Mohamed El Bashir
Yann Kwok (1 year)	Mohamed El Bashir	Mohamed El Bashir	Mohamed El Bashir	Mohamed El Bashir	Vika Mpisane	Vika Mpisane
Paulos B Nyirenda (3 years)	Paulos B Nyirenda	Paulos B Nyirenda	Paulos B Nyirenda	Paulos B Nyirenda	Paulos B Nyirenda	Paulos B Nyirenda
<b>Asia/Australia/Pacific</b>						
Chris Disspain (3 years)	Chris Disspain	Chris Disspain	Chris Disspain	Chris Disspain	Chris Disspain	Chris Disspain
Young Eum Lee (2 years)	Young Eum Lee	Young Eum Lee	Young Eum Lee	Young Eum Lee	Young Eum Lee	Young Eum Lee
Hiro Hotta (1 year)	Hiro Hotta	Hiro Hotta	Hiro Hotta	Hiro Hotta	Hiro Hotta	Hiro Hotta
<b>Europe</b>						
Bart Boswinkel (3 years) -- replaced by Bart Vastenborg June 2005	Bart Boswinkel -- Bart Vastenborg (from June 2005)	Bart Vastenborg	Lesley Cowley	Lesley Cowley	Lesley Cowley	Lesley Cowley
Peter Kral (1 year)	Ondrej Filip	Ondrej Filip	Ondrej Filip	Ondrej Filip	Ondrej Filip	Ondrej Filip
Olivier Guillard (2 years)	Olivier Guillard	Olivier Guillard	Olivier Guillard	Olivier Guillard	Juhani Juselius	Juhani Juselius
<b>Latin America/Caribbean</b>						
Patricio Poblete (2 years)	Patricio Poblete	Patricio Poblete	Patricio Poblete	Patricio Poblete	Patricio Poblete	Patricio Poblete
Eduardo Santoyo (1 year)	Eduardo Santoyo	Eduardo Santoyo	Eduardo Santoyo	Patrick Hosein	Patrick Hosein	Patrick Hosein
Oscar Robles (3 years)	Oscar Robles	Oscar Robles	Oscar Robles	Oscar Robles	Oscar Robles	Rolando Toledo
<b>North America</b>						
Fernando Espana (2 years)	Fernando Espana	Keith Drazek	Keith Drazek	Keith Drazek	Byron Holland	Byron Holland
Bernie Turcotte (3 years)	Bernie Turcotte	Bernie Turcotte	Oscar Moreno	Oscar Moreno	Oscar Moreno	Keith Drazek
Dotty Sparks de Blanc (1 year)	Dotty Sparks de Blanc	Dotty Sparks de Blanc	Dotty Sparks de Blanc	Dotty Sparks de Blanc	Dotty Sparks de Blanc	Dotty Sparks de Blanc

Reviewers' understanding is that this issue is already being addressed by the ccNSO itself. At the ccNSO Council Workshop Mexico City, a suggestion was to put time limits on the Councillor's term in order to encourage new people getting involved in the ccNSO work (*"Encourage New Blood on Council - Term Limits?"*).<sup>69</sup> This issue is planned to be discussed at ccNSO meeting in Brussels.

As it is the case with the GNSO, the number of terms could be limited to two. The number of ccNSO members is high enough to introduce this measure.

**Recommendation 9:** Introduce a limit to the number of terms that can be served by ccNSO Council members (item tabled for discussion at ccNSO meeting in Brussels).

<sup>69</sup> ccNSO Council Workshop Mexico City, <http://ccnso.icann.org/workinggroups/council-report-01mar09.pdf>



## I *Respective roles of Council and Chair*

The CCNSO Chair is a very important and influential figure within the ICANN. The present Chair has played a key role in progressing ccNSO's activities, facilitating constructive debate and incarnate the ccNSO within the ICANN community.

Reviewers have noticed that the Rules and Guidelines do not define the role of the Chair. This has not been a problem in the past. ccNSO is a young Supporting organisation: at the time of its establishment, such definition was not a concern, however, considering the increasing role of ccNSO, such a clarification would be useful (we are aware that this is tabled for discussion at the Brussels meeting in June 2010).

**Recommendation 10:** ccNSO should consider clarifying of the respective roles of the Council and the Chair in the ccNSO Rules and guidelines.



## I *Financial transparency*

ICANN is a not-for-profit corporation, which has a number of constituency groups within it. Financial resources to fund ICANN's operating activities come largely from generic registries and registrars that are accredited by, and contracted with, ICANN. In addition, Regional Internet registries (RIR) and ccTLD registries contribute annually to ICANN. Many ccTLDs make a voluntary contribution of funds to support ICANN, but some don't. While ccTLD revenue has remained fairly steady, over three years, gTLD Registries revenue has increased 65% and Registrar revenue has increased 17.6%<sup>70</sup>.

ICANN expects ccTLD to increase their contribution. In 2010, « *ICANN staff will ask the ccNSO to help determine an appropriate forecast of contributions for the final FY11 budget, and consistent with consideration of overall ccTLD contribution mechanisms* ». In Nairobi, Rod Beckstrom made clearly a point that the ccTLDs need to start paying more.

gTLD organisations notice the disparity between gTLD and ccTLD revenues and related expenses. Some consider that "*contributions from gTLD organizations are subsidizing many of the expenditure outlays for activities that exclusively benefit the ccTLD space*"<sup>71</sup>.

On the other side, there is a yawning "*perception gap*" between the figures presented by ICANN to represent ccNSO and ccTLD-related costs (\$9,6 million in 2010) and the perceptions of certain ccTLD Managers regarding the value of the services they receive and how these square with their contributions.

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70 Framework for the FY11 Operating Plan and Budget

71 GoDaddys comment on Framework for the FY11 Operating Plan and Budget <http://forum.icann.org/lists/eag-feedback/msg00010.html>

The ccNSO has adopted - unanimously - a resolution about financial contribution of ccTLDs to ICANN's cost of operation<sup>72</sup>. "The ccNSO Council notes the gap between current ccTLD contributions to ICANN and the sum attributable to ccTLDs in the recent ICANN expense analysis. The ccNSO Council also notes that ccTLD contributions to ICANN have risen by almost 150% over time. The Council reaffirms the current ICANN ccTLD contribution guidelines, which were developed by the ccNSO in 2006<sup>73</sup> and is committed to entering into dialogue with both the community and ICANN on the issues of ccTLD contributions and ICANN expenses attributable to ccTLDs".

**Recommendation 11:** The ICANN Expenditure Analysis by Stakeholder Interest Area represents a major progress in term of understanding the allocation of ICANN budget towards ccTLD and ccNSO operations. In the interests of the members of the ccNSO and the broader ccTLD community, we recommend the institution of a permanent Finance Liaison (a designated member of the Council) whose responsibility will be to act as a go-between with ICANN's Finance Department and to ensure complete transparency regarding this issue and any other budgetary matters linked to the activities of the ccNSO and ccTLDs. The next release of ICANN Expenditure Analysis by Stakeholder Interest Area could be an opportunity to reduce the "perception gap".



### **I** *Visibility of ccNSO policy activity*

At present there is no single document that lays out the issues that which ccNSO is working on or planning to work on in the years ahead. Yet such a document could be of use to communicate effectively with other constituencies and notably other SOs and ACs within ICANN. It would also have significant value to raise awareness more broadly regarding the activities of the ccNSO.

**Recommendation 12:** The ccNSO should develop and publish annually a policy road map for the next two three years to act as a strategy document for current and upcoming policy work and as a general marketing tool for information purposes within and outside the ICANN community.

<sup>72</sup> ccNSO Council Telephone Conference, 9 June 2009

<sup>73</sup> <http://www.ccnsso.icann.org/announcements/announcement09mar07.htm>

## 7 The future of ccNSO: purpose and mandate

### 7.1 Members' Understanding of the ccNSO Mandate

Having a clear sense of the purpose, function and short, medium and long-term objectives is essential for any membership-based organisation.

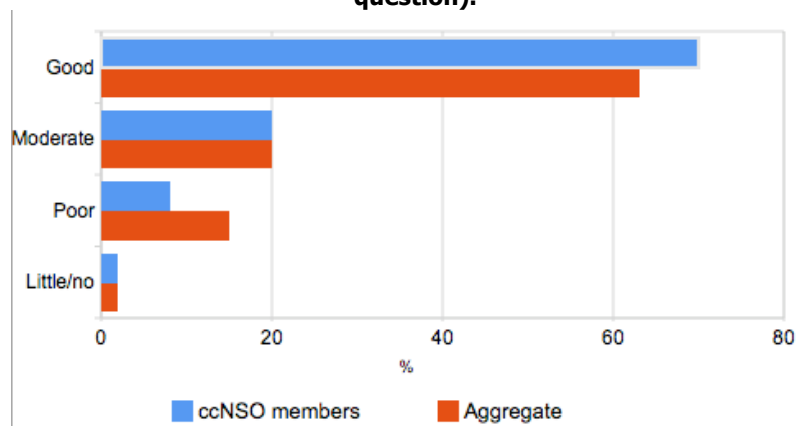


#### 7.1.1 Survey and interviews findings

**EQ 5:** What are the ccNSO's members' understandings of the mandate of the ccNSO?

ccNSO members generally consider that they have a good understanding of the purpose for which the ccNSO was set up. In addition, in discussions it transpires that many have a good memory of the historical process that led to the setting up of the ccNSO in 2003.

**Figure 68: ccNSO Members' self-assessment of their understanding of the purpose for which the ccNSO was set up (contrasted with aggregate response for same question).**



There is a marked tendency among the majority who claim to have a good understanding of the mandate of the ccNSO to emphasize the consensus-building and community aspects of the organisation.

64% of respondents across all respondent categories, and 81% of the ccNSO's members, spontaneously report partial or complete satisfaction with the ccNSO's achievements in terms of policy development: when pressed to comment further, almost none are able to cite concrete examples of policy-development work that has been successfully conducted through the PDP mechanism.

It is apparent from our findings that there is a patent lack of consensus about what is actually meant by "policy-development", who it should concern, and the mechanism by which it should be developed.



In order to make sense of the many comments on this issue, it appears that a distinction needs to be made between the process of general ICANN policy development, which do not apply specifically to ccTLDs (which the ccNSO has evidently taken a part in shaping, through the drafting of position papers, the setting up of Working Groups etc.), and the ccTLD-related policy development, conducted primarily via the PDP mechanism, resulting in policies which apply to management of ccTLDs.

## 7.2 Compliance of initiatives undertaken with mandate

### 7.2.1 Baseline factual assessment

In this section, we consider whether the initiatives carried out by the ccNSO since its establishment have been consistent with its mandate.

In this section we consider whether the activities carried out by the ccNSO since its creation, as listed on the ccNSO website, have been compliant with the terms of its mandate. The following table is a classification of all the ccNSO Working Groups according to the organisations three key objectives as specified by the Bylaws. It is not a formal classification but it just given an indication of the main focus of each initiative.

**Figure 69: Share of the work conducted by ccNSO WGs in relation to the organisation’s three objectives, inc. work in other areas.**

<b>Mandate objective 1</b>	<b>Developing and recommending to the Board global policies relating to ccTLDs</b> <ul style="list-style-type: none"> <li>– ccNSO IDN PDP Working Group 1 (ongoing)</li> <li>– Delegation and Redelelegation Working Group (ongoing)</li> </ul>
<b>Mandate objective 2</b>	<b>Nurturing consensus across the ccNSO’s community, including name-related activities of ccTLDs</b> <ul style="list-style-type: none"> <li>– Ad-hoc Wildcard Study Working Group (ongoing)</li> <li>– Incident Response Working Group (ongoing)</li> <li>– Strategic and Operational Planning Working Group (ongoing)</li> <li>– Tech Working Group (permanent)</li> </ul>
<b>Mandate objective 3</b>	<b>Coordinating with other ICANN SOs and ACs</b> <ul style="list-style-type: none"> <li>– Joint ccNSO/GAC IDN Working Group</li> <li>– Joint ccNSO / GNSO IDN Working Group (ongoing)</li> <li>– ccNSO-GAC Liaison Working Group (ongoing)</li> </ul>
<b>Policy Development within ICANN</b>	
	<ul style="list-style-type: none"> <li>– IDNC Working Group</li> <li>– Ad-hoc Working Group on the Protection of Country Names in Connection with the introduction of New gTLDs (ongoing)</li> <li>– Regions Working Group</li> <li>– IDN Working Group</li> <li>– IANA Working Group</li> </ul>
<b>Internal management issues</b>	
	<ul style="list-style-type: none"> <li>– Processes Working Group</li> <li>– Participation Working Group</li> <li>– Fee Apportionment Working Group</li> <li>– ccNSO Launching Group</li> <li>– Budget Working Group</li> <li>– Accountability Framework Working Group</li> <li>– Meetings Programme Working Group (ongoing)</li> </ul>



Opinions vary widely regarding the precise mandate of the ccNSO as defined by the Bylaws and, consequently, whether or not activities carried out over the past seven years have been compliant with it.

### 7.2.2 Survey and interview findings

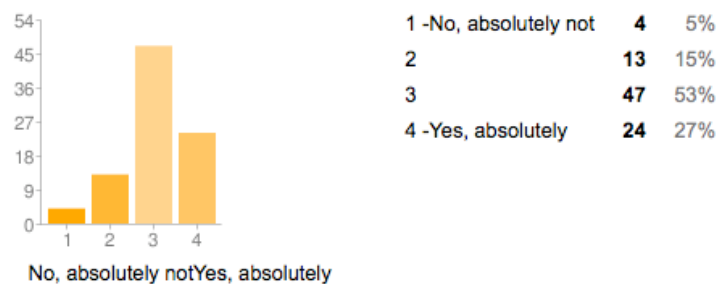
**EQ 4:** Overall, were the initiatives carried out by the ccNSO since its establishment consistent with its mandate as defined in the Bylaws?



#### Accuracy of the mandate

When asked about the definition of the ccNSO’s mandate as specified in the Bylaws, 80% of respondents, (taking into account all respondent categories), report being partially or completely satisfied with its accuracy.

**Figure 70: The rationale for the ccNSO is spelled out in ICANN’s Bylaws. Do you think this remains, today, an accurate definition of the purpose and function of the ccNSO? (all respondents).**



Yet in our view, this positive result should be interpreted with caution. It is positive insofar as it appears to suggest a broad-based consensus about the purpose and function of the ccNSO being accurately reflected by its mandate.

However, as subsequently revealed in the written comments and interviews, it is also apparent that it masks a wide discrepancy of views about how the mandate should be interpreted. Put simply: on one hand there are those who are in favour of a strict interpretation, which would limit the scope of the mandate to its “policy-development” function via the PDP. On the other, there are those who are in favour of a looser interpretation, allowing the organisation the flexibility to undertake a range of initiatives, on a range of issues not necessarily foreseen by the Bylaws, as and when necessary.

#### Strict vs loose interpretation of the bylaws

Around half the respondents are in favour of a strict interpretation of the Bylaws, the other half appears to be more in favour of a loose interpretation allowing the organisation considerable leeway to engage in a variety of activities not specifically mentioned in the mandate.

While some consider that the original mandate as defined by the Bylaws remains an accurate description of the role and function of the ccNSO and that the organisation should concentrate on sticking to this definition, others are of the opinion that the ccNSO has evolved in a way that was not necessarily intended when it was established and that the mandate should be changed to reflect this.

### **I Compliance of actions undertaken**

The strict “policy development” activity carried out by the ccNSO is limited. This is not seen as a problem by a majority of its members who are often content to emphasize the organisation’s other achievements (e.g. the discussions leading to the introduction of IDNccTLDs), and the fact that the ccNSO is a unique and essential global forum for dealing with issues pertaining to ccTLDs.

A significant number are of the opinion that the ccNSO conducted activities beyond the terms of its mandate:

*“Scope too broad; no focus; too much engagement in fluff; do work on a few things right.”*

*“ccNSO scope should not be extended. The need for global policies is extremely limited.”*

Governmental registries, often reluctant regarding the policy development, express their concerns about the way the ccNSO engages - or could engage – beyond the scope of its mandate:

*“It is our understanding that the ccNSO's primary function is to be a place for exchange of information and best practices, not to make binding policies, and that binding policies will only be made within a limited scope. We believe that the current scope, as written in the bylaws, is too wide and should be limited to making policies for the IANA function as it relates to ccTLDs. The issue was raised in 2005 during a PDP on the ccNSO bylaws, but the process concluded with a decision to run a separate PDP on the scope later. This hasn't happened, but neither has there been any abuse of the scope so far.”*

### **I Interpretation of the mandate and perception of compliance**

There is a tendency, notably among the majority that is supportive of the organisation and evidently values its work, to cite achievements which, while noteworthy, cannot be described as policy-development work as such.

Among the 80% of respondents who report partial or complete satisfaction regarding the accuracy of the mandate, only a minority among these go on to back up their answer with comments suggesting satisfaction about the level of compliance between the initiatives undertaken and its mandate as they understand it. We categorise these respondents as those who are comfortable with a more open or flexible interpretation of the mandate. Opinions for this category are typified by this African ccTLD Manager for whom:

*“it is clear that the ccNSO has done its best to achieve its purpose. The fact that today the ccNSO has more than 100 ccTLDs as its members is proof enough that ccTLDs in particular greatly appreciate not only the role and function of the ccNSO, but also the fact that the ccNSO is actually performing functions and achieving its purpose.”*

The fact that the Bylaws can be interpreted in a fairly open manner has given the organisation the necessary leeway to engage in activities that were not necessarily anticipated when it was set up.



*"The definition as per the Bylaws is quite generic and leaves an open door to activities not specifically mentioned in the bylaws themselves."*

Generally speaking, for respondents in this category, there is a sense that a looser interpretation of the mandate is necessary to allow the organisation to evolve and adapt to the changing needs of its members over time.

A somewhat larger number of ccTLD respondents who comment in writing (9 out of 23) consider that there is a need for greater focus on the ccNSO's core mission. For such respondents, who typically adhere to a narrower interpretation of the Bylaws, the mandate remains accurate but they report a marked tendency for the ccNSO to undertake initiatives that are beyond its scope.

Comments to this effect are summed up by this European ccTLD and member of the ccNSO:

*"There are tendencies to reach out in areas which are not covered by the bylaws nor are necessary. In our opinion the ccNSO should focus on a small set of key issues reflected in ICANNs core mission." "[the] ccNSO scope should not be extended. The need for global policies is extremely limited"; "the ccNSO is far away from its original scope".*

For this category of respondent there is a sense that the ccNSO has engaged in activities that are not covered by its mandate.

### **I** *A need for clarification*

Some ccTLDs would be in favour of "a more structured, and clearer mandate" that better reflects the way in which the organisation has evolved over time with greater emphasis on community and best practices, others clearly favour a narrower interpretation of the Bylaws, as in the case of the major European TLD:

*"The issue of the scope of the ccNSO has not been resolved. The purpose of the ccNSO as viewed by ccNSO members is more about sharing information and best practices, rather than about developing binding policy."*

*"The ccNSO's relationship with ICANN and other organisations / entities has changed over time - yet there's no real statement as to how it fits in with all of these other organisations, how it overlaps, what it's objectives are with respect to these relationships. - i.e. the scope of the ccNSO needs to be restated and done so much, much more clearly."*

A few respondents consider that some clarification of the mandate has already been achieved, albeit imperfectly, and underscores the importance of broad-based consensus if further clarification is going to be achieved.

*"While there was (and still is) some need for clarification of the ccNSO scope, we decided that the best way forward was to engage in the relevant processes as a member in order to contribute to such a clarification."*



## 7.3 Continuing purpose of the ccNSO

### 7.3.1 Baseline factual assessment

The legalistic definition of the mandate does not reflect the reasons why ICANN favoured the creation of the CCNSO, nor the reasons why some ccTLDs wished the establishment of a Supporting Organisation dedicated to ccTLDs, distinct from the DNSO (Domain Name Support Organisation), why ccTLDs were reluctant to join such an organisation.

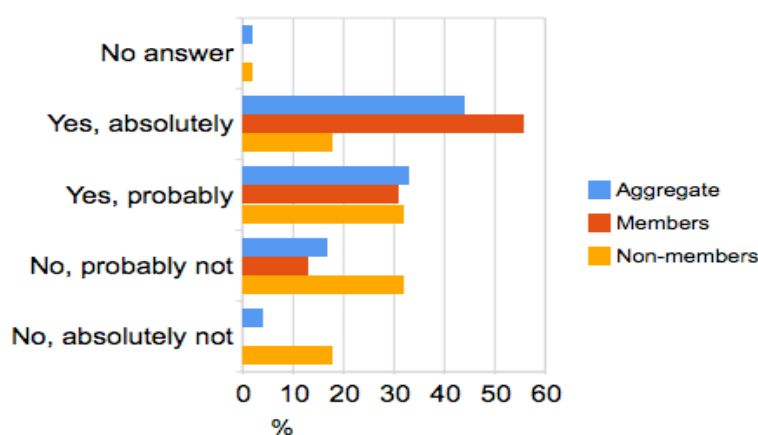
However the bylaws mentions that “the ccNSO may also engage in other activities authorized by its members”. Some considers that can be interpreted as a fourth objective.



### 7.3.2 Survey and interviews findings

#### EQ 7: Does the ccNSO have a continuing purpose in the ICANN structure?

**Figure 71: Does the ccNSO play an essential role in the development of policies on behalf of the global ccTLD community?**



This figure again highlights differences of perception between members, 85% of whom have a favourable opinion of the organisation, and non-members 50% of whom have a favourable opinion.

There are some variations depending on the region:

**Figure 72: Regional answers to the question on the role of ccNSO in the development of policies on behalf of the global ccTLD community?**

Does the ccNSO play an essential role in the development of policies on behalf of the global ccTLD community?	Africa	Asia Pacific	Latin American & the Carribean	Europe & North America
<b>Yes, absolutely</b>	60%	88%	46%	33%
<b>Yes, probably</b>	20%	12%	38%	33%
<b>No, probably not</b>	10%	0%	8%	27%
<b>No, not at all</b>	10%	0%	8%	7%

Asian respondents are very positive whereas European when North American respondents are more guarded. Some comments allude to the fact that the ccNSO has not produced any formal policy to date which raises questions about the ongoing purpose of the organisation.

All representatives of the other SOs and ACs who responded to the survey, or who were interviewed as part of this review, are of the opinion that the ccNSO has a continuing purpose within ICANN.

*"My only direct experience was the IDN ccTLD Fast Track working group. Excellent experience but it was not a typical ccNSO activity. (...) The fact that the ccNSO PDP process has actually not been used, shows that the answer to the above question (essential role) is probably NO. (..) The ccNSO looks, again, more like a constituency group than a policy-development structure. This is not necessarily wrong, as, once again, the independent nature of the ccTLDs limits the potential for "globally applicable rules". But there should be an evolution towards the development of globally applicable rules."*



Only two ccTLD respondents express concerns about the existence/ justification of the ccNSO:

*"There are none as the fundamental need for the ccNSO is not there."*

*"the ccNSO should be disbanded."*

These opinions do not reflect the expression of the large majority of ccTLD respondents.

### **I Impact of the introduction of IDNccTLD on the ccNSO**

Several comments are made on the fact that the introduction of IDN ccTLD will require a profound rethink regarding what a ccTLD actually is since more than one ccTLD may be used by one country. As a result new operating mechanisms may need to be devised. In view of the fact that there may be several ccTLDs in one country (e.g. India with multiple language scripts), membership and voting criteria may need to be adapted.

*"The ccNSO is likely (due to the Fast Track) to be the first community to experiment the diversity of scripts at the top-level. Problems or interests specific to TLDs in the same script (solution of variants for instance) might lead to the need for developing specific policies, rules and mechanisms to address them. Should this lead to the formation of sub-structures in the ccNSO around "script communities" (for Chinese, Cyrillic, Arabic, etc...) ? Maybe these sub-structures are more natural than the geographic groupings, or in addition to them."*

This view was echoed during an interview with a GAC member who considers that it would be in the interests of the ccNSO to allow the formation of 'linguistic subgroup' for each new language string.

*"There should be a ccNSO subgroup for each character set. ccNSO and ccNSO subgroups, should become more independant from the ICANN; since country code domains names are of the responsibility of each sovereign states, as stated in the Agenda of Tunis (WSIS, 2005)."*

*"All the subgroups should be able to communicate and exchange best practises. Each subgroup's membership should reflect in its membership the language string it is representing."*

## 7.4 Revision of the rationale for the ccNSO

Beyond the purposes, the rationale asks questions about the existence and justification itself of the ccNSO. There is a large consensus on the justification for a global forum gathering ccTLDs. There are more questions about the justification of what the ccNSO stands for.

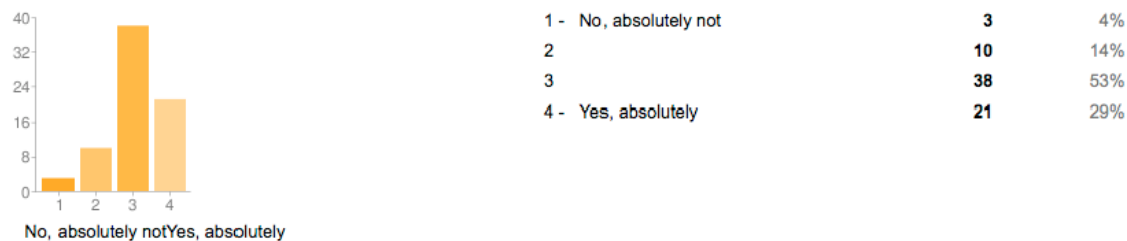
### 7.4.1 Survey and interviews findings

**EQ 8:** Does the rationale for the ccNSO as spelled out in the Bylaws need to be revised, and in which sense?



When asked if they think the rationale for the ccNSO as spelled out in ICANN.

**Figure 73: The rationale for the ccNSO is spelled out in ICANN's Bylaws. Do you think this remains, today, an accurate definition of the purpose and function of the ccNSO? (all respondents)**



As mentioned in section 7.1, ccNSO Members tend to report being satisfied with the accuracy of the ccNSO mandate.

There is ambiguous feeling, however, about how it should be interpreted and translated into concrete actions that increase the overall effectiveness of the ccNSO.

While members claim to have a good understanding of the ccNSO's mandate, there is divergence of opinion as to what the mandate actually is.

During the interviews many expressed the view that they expect more in terms of ccTLD community networking than results in terms of policy development. In the same vein some consider that the generic definition of the mandate leaves open opportunities to carry out a range of activities which are coherent with the interests of the ccTLD community.

Others believe that the ccNSO should be exclusively focused on the policy development aspect of its mandate and that all other activities are superfluous.

A member of the GAC recommends the addition of a fourth item to the mandate in the form of a commitment made by the members of the ccNSO not to impair the stability and security of the DNS.

*"The three functions identified in the Bylaws remain valid, but there is a fourth dimension that [...] could be introduced in the Bylaws regarding the purpose of the ccNSO, to: "Ensure that each member of the ccNSO, in the exercise of its responsibilities, does not harm the stability and security of the global naming system."*



## 7.5 Analysis and recommendations

### Compliance

Although few initiatives undertaken by the organisation since its establishment have resulted in actual policy provisions, many achievements have been realised by other means, notably the Working Group mechanism and the hybrid mechanism that was used in the negotiations regarding IDNccTLDs. Of the PDPs that have been completed, none have resulted in policy recommendations being made to the Board, although most can be seen to be consistent with the second and third items of the mandate, to “to nurture consensus across the ccNSO’s community” and coordinate with the other SOs and ACs within ICANN. None can be said to be inconsistent with the ccNSO’s mandate.

The number of completed PDPs does not reflect negatively on the ccNSO’s activity, influence and legitimacy.

### Understandings of the mandate

While members claim to have a good understanding of the ccNSO’s mandate, there is considerable divergence of opinion as to what the mandate actually is.

Many expect more in terms of ccTLD community networking than results in terms of policy development. In the same vein some consider that the generic definition of the mandate leaves open opportunities to carry out a range of activities which are coherent with the interests of the ccTLD community.

Others believe that the ccNSO should be exclusively focused on the policy development aspect of its mandate and that all other activities are superfluous.

### Major impact of IDN on ccNSO

The introduction of IDNccTLDs is likely to result in a significant increase in the number of ccTLD Registries and potential candidates for ccNSO membership. This issue is of critical importance for the ccNSO and a ccPDP has been launched. In view of this ongoing work and as requested by ICANN, we will not make any recommendation that could interfere with the results of these working groups.

### The continuing purpose: same issues to handle, new challenges

In order to understand the purpose of ccNSO, we have to go back to the early years of the Internet.

In the early days of the Internet, very few countries had access and, therefore, had no need for a ccTLD. Even when they needed one, ccTLD delegations usually fell into the hands of university computer science departments and educational and research networking organisations, rather than government agencies or telecom operators. From 1985 to 1993, Jon Postel delegated ccTLDs on a first-come, first-served basis. Using the notion of a “responsible person,” Postel required limited basic administrative criteria before he delegated a ccTLD. To avoid political problems, Postel used the ISO 3166-1 country codes to define what entity would warrant a ccTLD. IANA explicated this policy in RFC 1591<sup>74</sup>, posted by John Postel in March 1994: (“IANA is not in the business of deciding what is and what is not a country.”)

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<sup>74</sup> <http://info.internet.isi.edu/in-notes/rfc/files/rfc1591.txt>





By the early 1990s, as more countries became connected, requests for ccTLD delegations increased substantially. The number of ccTLD delegations went from 46 in 1990 to 108 in 1993. By the mid-1990s, IANA had delegated virtually all the ccTLDs, including those in countries that had limited Internet access. IANA was dragged into domestic disputes. Political entities not included in the ISO 3166-1 list were frustrated<sup>75</sup>. In 1998, the U.S. government decided to establish a private entity that would take over the DNS and IANA function. The newly created ICANN recognised that the ccTLD question would involve governments and issues of national sovereignty. ICANN issued ICP-1 (ICANN Corporate Policy) in May 1999 which strengthened the power of national governments on ccTLD matters. *"The desires of the government of a country with regard to delegation of a ccTLD are taken very seriously. The IANA will make them a major consideration in any TLD delegation/transfer discussions."* The Government Advisory Committee drafted in March 2000 a set of principles on delegation and redelegation<sup>76</sup>.



A minority of ccTLDs managers acknowledged ICANN's authority and joined the then established Domain Name Supporting Organization (DNSO): most of them questioned whether there are global ccTLD issues, hence whether an international organisation has a substantial role in the ccTLD area. Some ccTLDs managers were also tempted to organize themselves outside of ICANN, the concept of a dedicated ccTLDs Supporting Organisation, distinct from the DNSO, was adopted, gaining support from 40 ccTLDs. In December 2002, ICANN finally completed its reforms, including the creation a new Country Code Domain Name Supporting Organization (ccNSO).

Put simply: the purpose of the ccNSO was based on a compromise: it should give a voice to ccTLDs within ICANN. In return they accept ICANN as a legitimate steward for the DNS and accept to develop global ccTLDs policies. This double purpose remains valid.

In the years to come, ccTLDs, governments and ICANN will have to handle the recurrent issues of major concern for governments, like delegation and redelegation, which were partly at the origin of the ccNSO.

The creation of IDNccTLDs is likely to result in a significant increase in the number of ccTLD Registries and potential candidates for ccNSO membership. Working groups are in charge of this issue. We do not make any recommendation that could interfere with the results of these working groups.

Issues of major concern for ICANN, ccTLDs and governments, will become more and more pressing. The ccNSO and ICANN could consider an amendment to its Policy Development Process (PDP) in order to improve the involvement of the GAC when policies examined by the ccNSO are of direct concern for governments. The GAC is represented, for example, in the delegation/redelegation Working Group.

Some mechanisms already exist, via liaisons, observers and Joint Working groups. In addition, the bylaws formally mentioned that "The Council shall formally request the Chair of the GAC to offer opinion or advice."

Some changes could be introduced by specifying that PDPs related on issues which concern governments could include a formal GAC approval before being conveyed to the Board.

Such a recommendation would introduce a too radical change and will structurally modify the balance between the GAC and the ccNSO regarding their position and their mandate within the ICANN system.

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<sup>75</sup> Peter K. Yu, The neverending CCTLD story, Yu, Peter K., The Neverending ccTLD Story. Addressing the world: national identity and internet country code domains, Erica Schlesinger Wass, ed., Rowman & Littlefield, 2003.

<sup>76</sup> <http://www.ICANN.org/gac/gac-cctldprinciples23feb00.htm>

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## **PART C - Appendices**

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## 8 List of survey respondents

### A1. List of ccTLD respondents to the survey

- |                          |                   |                          |
|--------------------------|-------------------|--------------------------|
| 1. Afghanistan           | 26. Guadeloupe    | 51. Nigeria              |
| 2. Algeria               | 27. Guernsey      | 52. Niue                 |
| 3. Antigua & Barbuda     | 28. Guyana        | 53. Norway               |
| 4. Argentina             | 29. Haiti         | 54. Panama               |
| 5. Armenia               | 30. Hong Kong     | 55. Peru                 |
| 6. Austria               | 31. Iceland       | 56. Pitcairn Island      |
| 7. Australia             | 32. Iraq          | 57. Portugal             |
| 8. Belgium               | 33. Italy         | 58. Puerto Rico          |
| 9. Bolivia               | 34. Japan         | 59. Russia               |
| 10. Bulgaria             | 35. Jordan        | 60. Saudi Arabia         |
| 11. Canada               | 36. Kenya         | 61. Senegal              |
| 12. Cayman Islands       | 37. Kuwait        | 62. Seychelles           |
| 13. Chile                | 38. Kyrgyzstan    | 63. Slovakia             |
| 14. Colombia             | 39. Latvia        | 64. Slovenia             |
| 15. Costa Rica           | 40. Lithuania     | 65. Solomon Islands      |
| 16. Croatia              | 41. Luxembourg    | 66. South Africa         |
| 17. Czech Republic       | 42. Mexico        | 67. Spain                |
| 18. Ecuador              | 43. Morocco       | 68. Sweden               |
| 19. El Salvador          | 44. Mauritania    | 69. Tanzania             |
| 20. European Union (.eu) | 45. Mexico        | 70. Trinidad & Tobago    |
| 21. Falkland Islands     | 46. Moldavia      | 71. United Arab Emirates |
| 22. France               | 47. Namibia       | 72. United Kingdom       |
| 23. Gambia               | 48. Netherlands   | 73. Uruguay              |
| 24. Germany              | 49. New Caledonia | 74. Uzbekistan           |
| 25. Ghana                | 50. New Zealand   | 75. Vietnam              |

ccTLD Manager, member of the ccNSO

ccTLD Manager, non-members of the ccNSO

ccTLD Manager, and ccNSO Council member



## 9 List of ccTLDs

ccTLD Manager, non-member of the ccNSO					
ccTLD Manager, members of the ccNSO					
1.	Ascension Island (UK)	AC	64.	Egypt	EG
2.	Andorra	AD	65.	Eritrea	ER
3.	United Arab Emirates	AE	66.	Spain	ES
4.	Afghanistan	AF	67.	Ethiopia	ET
5.	Antigua & Barbuda	AG	68.	European Union	EU
6.	Anguilla (UK)	AI	69.	Finland	FI
7.	Albania	AL	70.	Fiji	FJ
8.	Armenia	AM	71.	Falkland Islands (UK)	FK
9.	Netherlands Anitlles (NL)	AN	72.	Micronesia, Fed. States of	FM
10.	Angola	AO	73.	Faroe Islands (Denmark)	FO
11.	Antarctica	AQ	74.	France	FR
12.	Argentina	AR	75.	Gabon	GA
13.	American Samoa (USA)	AS	76.	Grenada	GD
14.	Austria	AT	77.	Georgia	GE
15.	Australia	AU	78.	French Guiana (France)	GF
16.	Aruba (NL)	AW	79.	Guernsey (UK)	GG
17.	Aland Islands (Finland)	AX	80.	Ghana	GH
18.	Azerbaijan	AZ	81.	Gibraltar (UK)	GI
19.	Bosnia Herzegovina	BA	82.	Greenland (Denmark)	GL
20.	Barbados	BB	83.	Gambia	GM
21.	Bangladesh	BD	84.	Guinea	GN
22.	Belgium	BE	85.	Guadeloupe (France)	GP
23.	Burkina Faso	BF	86.	Equatorial Guinea	GQ
24.	Bulgaria	BG	87.	Greece	GR
25.	Bahrain	BH	88.	South Georgia (UK)	GS
26.	Burundi	BI	89.	Guatemala	GT
27.	Benin	BJ	90.	Guam (USA)	GU
28.	Bermuda (UK)	BM	91.	Guinea Bissau	GW
29.	Brunei Darussalam	BN	92.	Guyana	GY
30.	Bolivia	BO	93.	Hong Kong (China)	HK
31.	Brazil	BR	94.	Heard & Mc Donald Islands (AUS)	HM
32.	Bahamas	BS	95.	Honduras	HN
33.	Bhutan	BT	96.	Croatia	HR
34.	Bouvet Island (Norway)	BV	97.	Haiti	HT
35.	Botswana	BW	98.	Hungary	HU
36.	Belarus	BY	99.	Indonesia	ID
37.	Belize	BZ	100.	Ireland	IE
38.	Canada	CA	101.	Israel	IL
39.	Cocos Islands (AUS)	CC	102.	Isle of Man (UK)	IM
40.	Congo (Democratic Rep.)	CD	103.	India	IN
41.	Central African Republic	CF	104.	British Indian Ocean Territory (UK)	IO
42.	Congo (Republic of the)	CG	105.	Iraq	IQ
43.	Switzerland	CH	106.	Iran	IR
44.	Cote d'Ivoire	CI	107.	Iceland	IS
45.	Cook Islands (NL)	CK	108.	Italy	IT
46.	Chile	CL	109.	Jersey (UK)	JE
47.	Cameroon	CM	110.	Jamaica	JM
48.	China	CN	111.	Jordan	JO
49.	Colombia	CO	112.	Japan	JP
50.	Costa Rica	CR	113.	Kenya	KE
51.	Cuba	CU	114.	Kyrgyzstan	KG
52.	Cape Verde	CV	115.	Cambodia	KH
53.	Christmas Island (AUS)	CX	116.	Kiribati	KI
54.	Cyprus	CY	117.	Comoros	KM
55.	Czech Republic	CZ	118.	St Kitts and Nevis	KN
56.	Germany	DE	119.	North Korea	KP
57.	Djibouti	DJ	120.	Korea (Republic of)	KR
58.	Denmark	DK	121.	Kuwait	KW
59.	Dominica	DM	122.	Cayman Islands (UK)	KY
60.	Dominican Republic	DO	123.	Kazakhstan	KZ
61.	Algeria	DZ	124.	Lao People's Democratic Rep.	LA
62.	Ecuador	EC	125.	Lebanon	LB
63.	Estonia	EE	126.	Saint Lucia	LC
			127.	Lichtenstein	LI
			128.	Sri Lanka	LK
			129.	Liberia	LR



130.	Lesotho	LS	190.	Saudi Arabia	SA
131.	Lithuania	LT	191.	Solomon Islands	SB
132.	Luxembourg	LU	192.	Seychelles	SC
133.	Latvia	LV	193.	Sudan	SD
134.	Libya	LY	194.	Sweden	SE
135.	Marocco	MA	195.	Singapore	SG
136.	Monaco	MC	196.	St Helena (UK)	SH
137.	Moladovia	MD	197.	Slovenia	SI
138.	Montenegro	ME	198.	Svalbard & Jan Mayen Isles (NO)	SJ
139.	Madagascar	MG	199.	Slovakia	SK
140.	Marshall Islands	MH	200.	Sierra Leone	SL
141.	Macedonia	MK	201.	San Marino	SM
142.	Mali	ML	202.	Senegal	SN
143.	Myanmar (Burma)	MM	203.	Somalia	SO
144.	Mongolia	MN	204.	Suriname	SR
145.	Macau (China)	MO	205.	Sao Tome & Principe	ST
146.	Northern Mariana Islands (USA)	MP	206.	Soviet Union	SU
147.	Martinique	MQ	207.	El Salvador	SV
148.	Mauritania	MR	208.	Syrian Arab Republic	SY
149.	Montserrat (UK)	MS	209.	Swaziland	SZ
150.	Malta	MT	210.	Turks & Caicos Islands (UK)	TC
151.	Mauritius	MU	211.	Chad	TD
152.	Maldives	MV	212.	French Southern Territories (Fr)	TF
153.	Malawi	MW	213.	Togo	TG
154.	Mexico	MX	214.	Thailand	TH
155.	Malaysia	MY	215.	Tajikistan	TJ
156.	Mozambique	MZ	216.	Tokelau (NZ)	TK
157.	Namibia	NA	217.	Timor Leste	TL
158.	New Caledonia (FR)	NC	218.	Turkmenistan	TM
159.	Niger	NE	219.	Tunisia	TN
160.	Norfolk Island (AUS)	NF	220.	Tonga	TO
161.	Nigeria	NG	221.	Portuguese Timor	TP
162.	Nicaragua	NI	222.	Turkey	TR
163.	Netherlands	NL	223.	Trinidad & Tobago	TT
164.	Norway	NO	224.	Tuvalu	TV
165.	Nepal	NP	225.	Taiwan	TW
166.	Nauru	NR	226.	Tanzania	TZ
167.	Niue (NZ)	NU	227.	Ukraine	UA
168.	New Zealand	NZ	228.	Uganda	UG
169.	Oman	OM	229.	United Kingdom	UK
170.	Panama	PA	230.	US Minor Outlying Islands	UM
171.	Peru	PE	231.	United States	US
172.	French Polynesia	PF	232.	Uruguay	UY
173.	Papua New Guinea	PG	233.	Uzbekistan	UZ
174.	Philippines	PH	234.	Vatican City	VA
175.	Pakistan	PK	235.	Saint Vincent & the Grenedines	VC
176.	Poland	PL	236.	Venezuela	VE
177.	St Pierre et Miquelon	PM	237.	Virgin Islands (UK)	VG
178.	Pitcairn (UK)	PN	238.	US Virgin Islands	VI
179.	Puerto Rico	PR	239.	Vietnam	VN
180.	Palestinian territory	PS	240.	Vanutu	VU
181.	Portugal	PT	241.	Wallis and Futuna Islands (Fr)	WF
182.	Palau	PW	242.	Samoa	WS
183.	Paraguay	PY	243.	Yemen	YE
184.	Qatar	QA	244.	Mayotte (France)	YT
185.	Reunion (France)	RE	245.	South Africa	ZA
186.	Romania	RO	246.	Zambia	ZM
187.	Serbia	RS			
188.	Russia	RU			
189.	Rwanda	RW			



## 10 Unconventional uses of ccTLD<sup>77</sup>

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- **.ac** is a ccTLD for Ascension Island, but is sometimes used in Sweden, as "AC" is the abbreviation for the Västerbotten County.
- **.ad** is a ccTLD for Andorra, but has recently been increasingly used by advertising agencies or classified advertising.
- **.ag** is a ccTLD for Antigua and Barbuda and is sometimes used for agricultural sites. In Germany, AG (short for Aktiengesellschaft) is appended to the name of a stock-based company, similar to Inc. in USA.
- **.am** is a ccTLD for Armenia, but is often used for AM radio stations, or for domain hacks (such as .i.am).
- **.as** is a ccTLD for American Samoa. In Denmark and Norway, AS is appended to the name of a stock-based company, similar to Inc. in USA. In Czech Republic, the joint stock corporation a.s. abbreviation stands for Akciová společnost.
- **.at** is a ccTLD for Austria but is used for English words ending in at (e.at).
- **.be** is a ccTLD for Belgium, but is sometimes used for the literal term "be" and the Swiss Canton of Bern.
- **.by** is a ccTLD for Belarus, but is sometimes used in Germany, as "BY" is the official abbreviation of the state Bayern.
- **.ca** is a ccTLD for Canada, and is occasionally used to create domain hacks like *histori.ca*, the web domain of the Historica/Dominion Institute. This type of use is limited by the .ca domain's Canadian residence requirements.
- **.cc** is a ccTLD for Cocos (Keeling) Islands but is used for a wide variety of sites such as community colleges, especially before such institutions were allowed to use .edu.
- **.cd** is a ccTLD for Democratic Republic of Congo but is used for CD merchants and file sharing sites.
- **.ch** is a ccTLD for Switzerland but there are also a few church websites.[6]
- **.ck** is a ccTLD for Cook Islands was notably abused in Chris Morris's Nathan Barley by preceding it with ".co" in order to spell out the word "cock" (.co.ck as in *trashbat.co.ck*).
- **.co** is a ccTLD for Colombia but is marketed as commercial, corporation or company.[4]
- **.dj** is a ccTLD for Djibouti but is used for CD merchants and disc jockeys.
- **.fm** is a ccTLD for the Federated States of Micronesia but it is often used for FM radio stations (and even non-FM stations, such as internet radio stations).
- **.gg** is a ccTLD for Guernsey but it is often used by the gaming and gambling industry, particularly in relation to horse racing and online poker.
- **.im** is a ccTLD for the Isle of Man but is often used by instant messaging programs and services.
- **.in** is a ccTLD for India but is widely used in the internet industry.
- **.io** is a ccTLD for the British Indian Ocean Territory. Notable examples are online storage site *Drop.io* and task list site *Done.io*.
- **.is** is a ccTLD for Iceland but is used as the English verb, "to be" in conjunction with a directory name suffix to complete a linguistically correct sentence (e.g. "<noun>.is/<verb/adjective>").
- **.it** is a ccTLD for Italy but is used in domain hacks (e.g. *.has.it*).

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<sup>77</sup> Source: Wikipedia ([http://en.wikipedia.org/wiki/Country\\_code\\_top-level\\_domain](http://en.wikipedia.org/wiki/Country_code_top-level_domain))





- **.je** is a ccTLD for Jersey but is often used as a diminutive in Dutch (e.g. "huis.je"), as "you" ("zoek.je" = "search you!"), or as "I" in French (e.g. "moi.je")
- **.la** is a ccTLD for Laos but is marketed as the TLD for Los Angeles.
- **.li** is a ccTLD for Liechtenstein but is marketed as the TLD for Long Island.
- **.lv** is a ccTLD for Latvia but is also used to abbreviate Las Vegas or less frequently, love.
- **.ly** is a ccTLD for Libya but is also used for words ending with suffix "ly".
- **.md** is a ccTLD for Moldova, but is marketed to the medical industry (as in "medical domain" or "medical doctor").
- **.me** is a ccTLD for Montenegro, and is recently opened to individuals.
- **.mn** is a ccTLD for Mongolia, but is used to abbreviate Minnesota.
- **.ms** is a ccTLD for Montserrat, but is also used by Microsoft for such projects as popfly.ms.
- **.mu** is a ccTLD for Mauritius, but is used within the music industry.
- **.ni** is a ccTLD for Nicaragua, but is occasionally adopted by companies from Northern Ireland, particularly to distinguish from the more usual .uk within all parts of the United Kingdom
- **.nu** is a ccTLD for Niue but marketed as resembling "new" in English and "now" in Scandinavian/Dutch. Also meaning "nude" in French/Portuguese.
- **.pr** is a ccTLD for Puerto Rico, but can be used in the meaning of "Public Relations"
- **.rs** is a ccTLD for Serbia but being used as English words ending with the letters "rs" such as [www.blogge.rs](http://www.blogge.rs)
- **.sc** is a ccTLD for Seychelles but is often used as .Source
- **.sh** is a ccTLD for Saint Helena, but is also sometimes used for entities connected to the German Bundesland of Schleswig-Holstein or the Swiss Canton of Schaffhausen, or to Shanghai or Shenzhen in China.
- **.si** is a ccTLD for Slovenia, but is also used by Hispanic sites as "yes" ("sí"). Mexican mayor candidate Jorge Arana, for example, had his web site registered as <http://www.jorgearana.si> (i.e. "Jorge Arana, sí", meaning "Jorge Arana, yes").
- **.sr** is a ccTLD for Suriname but is marketed as being for "seniors".
- **.st** is a ccTLD for São Tomé and Príncipe but is being marketed worldwide as an abbreviation for various things including "street".
- **.tk** is a ccTLD for Tokelau but is bought by someone and given away at dot.tk page
- **.tm** is a ccTLD for Turkmenistan but it can be used as "Trade Mark"
- **.to** is a ccTLD for Tonga but is often used as the English word "to", like "go.to"; also is marketed as the TLD for Toronto and for the Italian city and province of Turin (Torino in Italian).
- **.tv** is a ccTLD for Tuvalu but it is used for the television ("TV") / entertainment industry purposes. It is also used for local businesses in the province of Treviso (Italy).
- **.vg** is a ccTLD for British Virgin Islands but is sometimes used to abbreviate Video games
- **.vu** is a ccTLD for Vanuatu but means "seen" in French as well as an abbreviation for the English language word "view".
- **.ws** is a ccTLD for Samoa (earlier Western Samoa), but is marketed as .Website



## 11 Terms of reference of this review

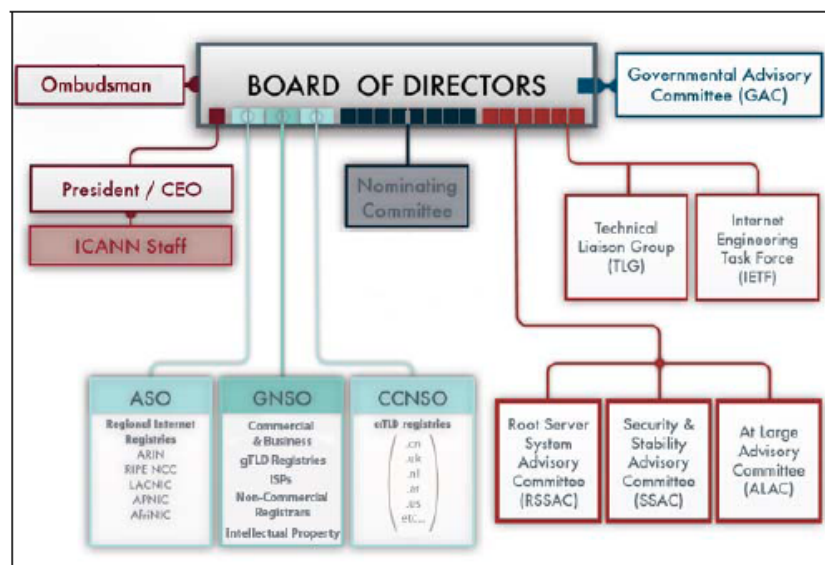
### 2 Terms of Reference

#### 2.1 The Country Code National Supporting Organization (ccNSO)

2.1.1 *Preamble* - The Internet Corporation for Assigned Names and Numbers (ICANN) is an internationally organized, non-profit corporation that has responsibility for the coordination of critical Internet resources. These include Internet Protocol (IP) address space allocation, protocol identifier assignment, generic (gTLD) and country code (ccTLD) Top- Level Domain name system management, and root server system management functions<sup>78</sup>.

As a private-public partnership, ICANN is dedicated to preserving the operational stability of the Internet; to promoting competition; to achieving broad representation of global Internet communities; and to developing policy appropriate to its mission through bottom-up, consensus-based processes. The systems that ICANN coordinates provide stability and universal resolvability of the Domain Name System (DNS).

2.1.2 *History and functions of ccNSO* - The three ICANN's Supporting Organizations (ASO, GNSO and ccNSO) are responsible for initiating the relevant ICANN's Policy Development Processes (PDP).



The Country Code Names Supporting Organization (ccNSO) is the policy development body for a narrow range of global ccTLD (Country Code Top Level Domains) issues; in particular, it is responsible for developing and recommending to the Board global policies relating to country-code top-level domains, nurturing consensus across the ccNSO's community, including the name-related activities of ccTLDs, and coordinating with other ICANN Supporting Organizations, committees, and constituencies under ICANN.

The Country Code Top Level Domains have been defined in March 1994 –before ICANN came into existence- by the IETF (Internet Engineering Task Force) through its

<sup>78</sup> Applicants are invited to consult the website of ICANN (<http://www.icann.org>) for a more in-depth description of its role, unique governance model, and key projects. It is furthermore suggested to applicants to read the most recent Annual Reports of ICANN, available at <http://www.icann.org/en/annualreport/> and its most recent Strategic and Operating Plans, available at <http://www.icann.org/en/planning/>



RFC 1591<sup>79</sup>. The mechanisms and concepts of RFC 1591, which are still fundamental for ccTLDs, were inherited by ICANN and to date determine the relation between ICANN and ccTLD managers, in particular the respective roles and responsibilities, which are also reflected in the ccNSO.

The ccNSO was created in 2003<sup>80</sup>, as one of the outcomes of ICANN's Evolution and Reform Process<sup>81</sup>. Before the creation of ccNSO, ccTLD managers were organised as part of the former DNSO (Domain Name Supporting Organisation) in the ccTLD constituency.

**2.1.3 Characteristics of ccNSO** - The ccNSO is an ICANN membership-based Supporting Organization, regulated by Article IX of ICANN's Bylaws<sup>82</sup>. Any ccTLD of an ISO 3166<sup>83</sup> country-code top-level domain is entitled to apply for voluntary and free membership to ccNSO, and any member can terminate its membership at any time by giving notice in writing.

To date, ccNSO has a membership of 90 ccTLDs out of 248, responsible for 85% of all ccTLD domain names registered.

The requirements for membership are: i) the applicant has to be a ccTLD manager; ii) the applicant shall agree to abide to policies developed through the ccPDP (country code PDP) as defined in Annex B of the ICANN Bylaws<sup>84</sup>, with the caveat that the policy has to be within the scope of a PDP (Annex C to the Bylaws<sup>85</sup>). Membership is independent from any other relation with ICANN and does not affect relations with the IANA function<sup>86</sup>.

The ccNSO Council consists of 18 members, 15 appointed on a regional basis by the ccNSO members and 3 appointed by ICANN's Nominating Committee (NomCom<sup>87</sup>).

To compensate for the appointment of the 3 NomCom members, the ccNSO Membership takes a final vote on ccPDP recommendations (Annex B). Finally, according to the Bylaws the scope of the ccPDP (Annex C) and its process (Annex B) can only be changed through a ccPDP (Article IX section 6).

**2.1.4 Main activities<sup>88</sup>** - Given its scope and limited membership, the ccNSO has run insofar only one ccPDP, which was on Bylaw changes<sup>89</sup>. A second ccPDP is presently ongoing, and focuses on the introduction of IDN ccTLDs<sup>90</sup>.

Most of the business undertaken by the ccNSO is not directly conducted within the remit of a policy development process, but as part of its other objectives as defined in

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<sup>79</sup> <http://tools.ietf.org/html/rfc1591>

<sup>80</sup> <http://www.icann.org/en/minutes/minutes-26jun03.htm>

<sup>81</sup> <http://www.icann.org/en/committees/evol-reform/fifth-supplemental-implementation-report-22apr03.htm>

<sup>82</sup> <http://www.icann.org/en/general/bylaws.htm#IX>

<sup>83</sup> ISO 3166 is this commonly accepted International Standard of up-to-date alpha-2 country codes; it is maintained since 1974 by the ISO 3166 Maintenance agency (ISO 3166/MA). Ref.: [http://www.iso.org/iso/country\\_codes.htm](http://www.iso.org/iso/country_codes.htm)

<sup>84</sup> <http://www.icann.org/en/general/bylaws.htm#AnnexB>

<sup>85</sup> <http://www.icann.org/en/general/Bylaws.htm#AnnexC>

<sup>86</sup> The Internet Assigned Numbers Authority (IANA) is responsible for the global coordination of the DNS Root, IP addressing, and other Internet protocol resources; it is one of the Internet's oldest institutions, with its activities dating back to the 1970s, and it is today operated by ICANN. For more information on IANA please visit <http://www.iana.org/>

<sup>87</sup> The NomCom is responsible for the selection of all ICANN Directors except the President and those selected by ICANN's Supporting Organizations, and for such other selections as are set forth in the Bylaws; these include selections for the ALAC, the ccNSO Council and GNSO Council. The NomCom role and processes are regulated by Art. VII of ICANN Bylaws (<http://www.icann.org/en/general/bylaws.htm#VII>).

<sup>88</sup> Activities of ccNSO are publicized through their website <http://ccnso.icann.org/>

<sup>89</sup> <http://www.icann.org/en/announcements/announcement-21dec05.htm>

<sup>90</sup> Internationalized Domain Names (IDNs) are domain names represented by local language characters. Such domain names could contain letters or characters from non-ASCII scripts (for example, Arabic or Chinese). Current and past ICANN activities in this field are described at <http://www.icann.org/en/topics/idn/>



the Article IX, section 1 of Bylaws.

To date, the efforts of ccNSO focused mainly on: providing guidelines to ccTLD's and ICANN on the voluntary contribution to ICANN costs of operation<sup>91</sup>; providing guidelines for the Accountability Framework program<sup>92</sup>; leading the effort on the introduction and delegation of IDN ccTLDs<sup>93</sup>; providing the ccTLDs and the broader ICANN community with a platform for information sharing, for example by conducting surveys and discussing their outcomes<sup>94</sup>; and on initiatives of outreach and improving participation. In 2008 the ccNSO has redefined its internal rules and guidelines<sup>95</sup>.

*2.1.5 Structural reform of ccNSO to adapt to IDN ccTLDs* - As part of its running IDN ccPDP<sup>96</sup>, the ccNSO will have to adjust some of its fundamental characteristics, such as its voting and representation mechanisms, as to reflect the expected ccNSO membership of new IDN ccTLDs.

The current ccNSO membership is based on one ccTLD per territory (by definition there can be no more). With the introduction of IDN ccTLD this will change, and it can be anticipated that some territories will have more than one, and in some cases up to 20 and more ccTLDs. Fundamental changes will then be needed, for example the manner in which the ccTLD-appointed members of the ccNSO Council will be elected, and the membership vote as part of the ccPDP.

*2.1.6 Review of ICANN's Geographic Regions* - Geographic diversity is a fundamental characteristic of ICANN. The ICANN Bylaws (Article VI Section 5<sup>97</sup>) currently define five geographic regions as Africa, North America, Latin America/Caribbean, Asia/Australia/Pacific and Europe; over time, countries have been assigned to these regions on the basis of the guidelines of the United Nations' Statistics Division, and the concept of "citizenship" is now adopted. These regions were originally defined as to ensure regional diversity in the composition of the ICANN Board and were subsequently expanded in various ways as to apply to GNSO, ALAC and ccNSO. In the recent years, ccNSO has developed concerns about the assignment of territories to these regions<sup>98</sup> and related representational issues, and in 2007 the ccNSO Council approved a resolution recommending that the ICANN Board appoints a community-wide working group to further study and review the issues related to their definition, to consult with all stakeholders and submit proposals to the Board to resolve issues relating to the current definition of the ICANN Geographic Regions. The recommendation has been accepted by the Board, and a Working Group has been established to undertake a review of present ICANN's Geographic Regions<sup>99</sup>. Interested applicants are informed that the outcomes of the ongoing review of ICANN's Geographic Regions might impact ccNSO as well as other parts of the ICANN structure.

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<sup>91</sup> <http://www.ccnsso.icann.org/announcements/announcement-09mar07.htm>

<sup>92</sup> <http://www.ccnsso.icann.org/announcements/announcement-06jan06.htm>

<sup>93</sup> [http://www.icann.org/en/minutes/resolutions-02nov07.htm#\\_Toc55609363](http://www.icann.org/en/minutes/resolutions-02nov07.htm#_Toc55609363)

<sup>94</sup> <http://www.ccnsso.icann.org/surveys/>

<sup>95</sup> <http://www.ccnsso.icann.org/about/organisational.htm>

<sup>96</sup> The timeline of the IDN ccPDP is published at: <http://www.ccnsso.icann.org/workinggroups/idn-pdpprocess-time-table-02dec08.htm>

<sup>97</sup> <http://www.icann.org/en/general/bylaws.htm#VI>

<sup>98</sup> The ccNSO has recently adopted the possibility for its members assigned to a specific region based on the citizenship of their manager to opt to be re-assigned to an ICANN Geographic Region with which the ccTLD Manager and the Government believe the country or territory has the closest geographic, language, cultural and economic ties.

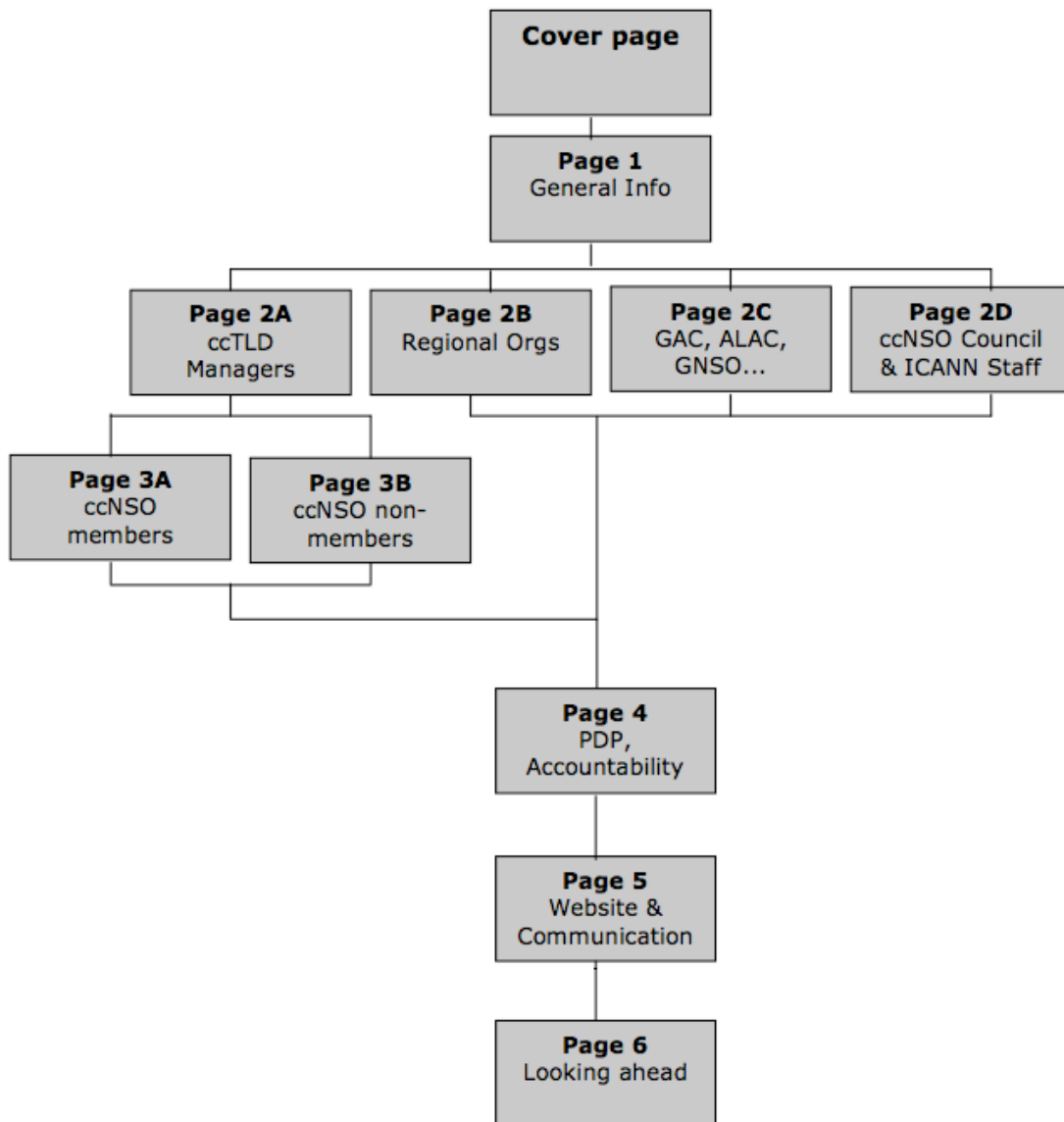
<http://www.ccnsso.icann.org/applications/geo-region-application.htm>

<sup>99</sup> More at <http://www.icann.org/en/announcements/announcement-2-18feb09-en.htm>



## 12 Survey

### 12.1 Arborescence



## 12.2 Survey questionnaire

QUESTION	Multiple choice options
<b>Page 1: General information Respondent category: all</b>	
1. Country / Territory	
2. Organisation type / professional profile	<ul style="list-style-type: none"> <li>• ccTLD Manager</li> <li>• Manager / Director of ccTLD Regional Organisation</li> <li>• Member of the GAC, ALAC, SSAC, RSSAC, TLG, IETF, GNSO, ASO</li> <li>• ccTLD Manger AND ccNSO Council member</li> <li>• ICANN Staff</li> </ul>
3. Your name	
4. Email address	
5. Phone contact	
<b>Page 2A: Respondent category: ccTLD Managers</b>	
2A.1 How many domain names are registered under the TLDs managed by your registry?	
2A.2 Is your registry affiliated to a ccTLD Regional Organisation? Is so which one?	
2A.3 Is your organisation a member of the ccNSO?	
<b>Page 2B: Respondent category: ccTLD Regional Organisations</b>	
2B.1 Which ccTLD Regional Organisation do you belong to?	
2B.2 How many ccTLD registries are members of your Regional Organisation?	
2B.3 Are you satisfied by ICANN's definition of the Geographic Regions?	
2B.4 What, if any, are the implications for your Regional Organisation of ICANN's definition of the five Geographic Regions?	
<b>Page 2C: Respondent category: Representative of other ICANN SOs &amp; ACs</b>	
2C.1 Please indicate which organisation you belong to.	
2C.2 Would you say that sufficient efforts are made by the ccNSO in terms of communication and collaborative efforts with the other Supporting Organisation and Advisory Committees?	
2C.3 What measures, if any, could be envisaged (i) to reinforce communication and (ii) to strengthen collaboration between the ccNSO and the other Supporting Organisation and Advisory Committees?	
<b>Page 2D: Respondent category: ccNSO Council</b>	



2D.1	Please indicate in what capacity you were appointed to become a member of the ccNSO Council
2D.2	How many terms have you served on the ccNSO Council?
2D.3	Would you say that the ccNSO's internal working mechanisms are: <ul style="list-style-type: none"> <li>• Suitable in respect of its mandate.</li> <li>• Sufficient to guide all aspects of its current work.</li> </ul>
2D.4	What measures could be envisaged to improve the internal working mechanisms of the ccNSO in respect of its mandate?
2D.5	In your opinion, to what extent has the ccNSO achieved its objectives?
2D.6	What internal or external factors – if any – prevented the full achievement of the ccNSO's objectives? <ul style="list-style-type: none"> <li>• Difficulties linked to the implementation of the Policy Development Process (PDP)</li> <li>• Effective communication about the mandate and role of the ccNSO within the broader ICANN system.</li> <li>• Limited access to information in other languages apart from English.</li> <li>• Difficulty reaching consensus regarding development of policies for the global ccTLD community.</li> </ul>
2D.7	Can you cite any internal or external factors that may have prevented the full achievement of the ccNSO's objectives?
2D.8	Do you consider that sufficient effort and resources are dedicated to enlarging the membership base of the ccNSO?
2D.9	What specific measures could be envisaged to support the efforts of the ccNSO to enlarge its membership to further existing and future ccTLDs?
2D.10	Would you say that ICANN allocated sufficient budgetary funds to the operations and activities of the ccNSO?
2D.11	Please add any further comments you may have on the allocation and use of financial resources in connection with the activities of the ccNSO.
2D.12	Is the support provided by ICANN to the ccNSO consistent and sufficient with the needs of the ccNSO in terms of personnel resources as well as in administrative and operational terms?
2D.13	Please add any further comments you may have regarding the support provided by ICANN to the ccNSO both in terms of personnel resources as well as in administrative and operational terms.
2D.14	What measures, if any, could be envisaged (i) to reinforce communication and (ii) to strengthen collaboration between the ccNSO and other Supporting Organisations and Advisory Committees?
<b>Page 3A: Membership of the ccNSO. Respondent category: ccTLD Managers, members of the ccNSO</b>	
3A.1	In which year did your registry become a member of the ccNSO?





3A.2	Could you list three or four reasons that prompted you to join the ccNSO?	
3A.3	How strongly do you agree or disagree with the following statements?	<ul style="list-style-type: none"> <li>• Membership of the ccNSO gives our registry a voice within the larger ICANN system.</li> <li>• Membership of the ccNSO has benefited our organisation in terms of networking opportunities.</li> <li>• Membership of the ccNSO has been valuable in terms of the exchange of best practices.</li> <li>• Membership of the ccNSO has allowed us to take part in the development of global policies in connection with the administration of ccTLDs.</li> </ul>
3A.4	What internal or external factors – if any – prevented the full achievement of the ccNSO’s objectives?	<ul style="list-style-type: none"> <li>• Complexity of the Policy Development Process (PDP)</li> <li>• Effective communication about the mandate and role of the ccNSO within the broader ICANN system.</li> <li>• Limited access to information in other languages apart from English.</li> <li>• Difficulty reaching consensus regarding the development of policies for the global ccTLD community.</li> </ul>
3A.5	Can you cite other internal or external factors that may have prevented the full achievement of the ccNSO’s objectives?	
3A.6	Do you regularly take part in the meetings of the ccNSO?	
<b>Page 3B: Perception of the ccNSO Respondent category: ccTLD Managers, non-members of the ccNSO</b>		
3B.1	Has your organisation every considered becoming a member of the ccNSO?	
3B.2	Have you received information from the ccNSO inviting you to become a member?	
3B.3	How would you rate the quality of the information that is available concerning the role and function of the ccNSO?	
3B.4	How significant – if at all – are the following reasons for not seeking membership of the ccNSO?	<ul style="list-style-type: none"> <li>• Lack of relevance to the concerns of our ccTLD registry.</li> <li>• Not sure what the purpose of the ccNSO is / how becoming a member may be useful</li> <li>• The ccNSO is too closely aligned with the US government.</li> <li>• Language poses a barrier / not enough information is available in translation</li> <li>• Cannot commit my organisation to adhere to the policies developed by the ccNSO.</li> </ul>
3B.5	Please list the three of four principal reasons for not seeking membership of the ccNSO.	
3B.6	Has your organisation every considered becoming a member of the ccNSO?	
<b>Page 4: Policy development, accountability and governance issues (Respondent category: all)</b>		
4.1	How would you rate your understanding of the purpose for which the ccNSO was set up?	
4.2	The rationale for the ccNSO is spelled out in ICANN’s	





	Bylaws. Do you think this remains, today, an accurate definition of the purpose and function of the ccNSO?	
4.3	Please add any further comments you may have in respect of the answer you have just given.	
4.4	In view of the increasingly diverse membership of the ccNSO and developments such as the introduction of IDN ccTLDs, how do you think this should – if at all – impact the function and operations of the ccNSO?	
4.5	The ccNSO was set up as an ICANN Supporting Organisation with three distinct parts to its mandate. In each case please indicate how effective you think the organisation has been.	<ul style="list-style-type: none"> <li>• Development and recommendation to the ICANN Board global policies relating to country-code top-level domains.</li> <li>• Nurturing consensus across the ccNSO's community, including the name-related activities of ccTLDs.</li> <li>• Coordinating with other ICANN Supporting Organisations, Advisory Committees, and other constituencies under ICANN.</li> </ul>
4.6	How effective do you think the ccNSO has been in respect of its mandate to conduct other activities as occasionally authorised by its members?	<ul style="list-style-type: none"> <li>• Seeking and developing voluntary best practices for ccTLD managers.</li> <li>• Assisting in skills building with the global community of ccTLD managers.</li> <li>• Enhancing operational and technical cooperation among ccTLD managers.</li> </ul>
4.7	In your view, is the ccNSO's Policy-Development Process (ccPDP) an appropriate procedural mechanism for the development and adoption of global policies linked to ccTLDs?	
4.8	Please explain briefly the answer you have just given.	
4.9	Are you a member (or have you at any time in the past been a member) of a Working Group in connection with the activities of the ccNSO?	
4.10	Generally speaking would you say that the setting up of Working Groups is an effective means of conducting the ccNSOs mandate?	
4.11	If you currently participate (or have at any time participated) in the activities of a Working Group, how would you rate your overall satisfaction with this method of work? If the assignment of your WG has been completed, how satisfied were you with the eventual outcome?	
4.12	Using a scale of 1 to 5 please rank the following activities in which the ccNSO is engaged in the order of priority/importance you think they should have.	<ul style="list-style-type: none"> <li>• Organisation of international meetings</li> <li>• Coordination of Policy Development Processes (PDPs)</li> <li>• IANA function services for country code registries</li> <li>• Travel assistance to attend international meetings</li> <li>• Translation of documents</li> </ul>
<b>Page 5: ccNSO Website and Communication (Respondent category: all)</b>		
5.1	How often do you visit the ccNSO website?	
5.2	Generally speaking, when visiting the ccNSO website, do you find the information you are looking for?	



5.3	Overall, how would you rate the quality of the ccNSO website?	
5.4	How would you rate the quality of the information sent out regularly by the ccNSO?	
5.5	What other news sources do you rely on to find out about activities linked to the ccNSO?	<ul style="list-style-type: none"> <li>• News websites (e.g. BBC, CNN, Times online)</li> <li>• Specialised journals</li> <li>• Institutional websites (e.g. ICANN, ccNSO)</li> <li>• Online news aggregators (e.g. Google News)</li> <li>• Blogs</li> <li>• Social networking sites (e.g. Twitter)</li> </ul>
<b>Page 6: Taking stock, looking ahead and recommendations (<i>Respondent category: all</i>)</b>		
6.1	In your opinion, does the ccNSO play an essential role in the development of policies on behalf of the global ccTLD community?	
6.2	Could you give two or three examples to explain the answer you have just given?	
6.3	The introduction of IDN ccTLDs marks an important development. To what extent can the ccNSO be credited with this achievement?	<ul style="list-style-type: none"> <li>• All credit should be given to the ccNSO. Without the impetus of the ccNSO nothing would have been achieved in this area.</li> <li>• Partial credit should be given to the ccNSO. It was also the achievement of other organisations such as the GAC.</li> <li>• Little credit should be given to the ccNSO. It was mainly the achievement of other entities within the ICANN system.</li> <li>• No credit should be given to the ccNSO. It would have happened anyway.</li> </ul>
6.4	In view of the growing membership base of the ccNSO and recent developments such as the introduction of IDN ccTLDs what changes – if any – need to be made to the way the ccNSO operates?	
6.5	Please add any final comments you may have, notably in relation to the development of the ccNSO in the years ahead.	



## 12.3 Persons interviewed

### **ICANN Staff & Board**

1. Rod Beckstrom, CEO, ICANN
2. Peter Dengate Thrush, Chair of the Board
3. Doug Brent, COO, ICANN
4. Kevin Wilson, CFO, ICANN
5. Nick Thorne (Ambassador), International Relations
6. Ram Mohan, ICANN Board & Review Working Group
7. Peter Dengate Thrush, Chairman of the Board of Directors, ICANN
8. Katim S. Touray, ICANN Board
9. Raimondo Beca, ICANN Board
10. David Olive, VP Policy Development, ICANN
11. Theresa Swinehart, Global and Strategic Partnerships.
12. Roberto Gaetano, ICANN
13. Olof Nordling, Director, Services Relations, ICANN
14. Kim Davies, Manager, Root Zone Services, ICANN
15. Anne-Rachel Inné, ICANN Regional Relations Manager
16. Bart Boswinkel, ICANN – ccNSO secretariat
17. Alejandro Pissanti, ccNSO Review Committee, ICANN
18. Gabriella Schitteck, ICANN – ccNSO secretariat

### **ccNSO Members & Council**

19. Christopher Disspain, Council Chair
20. Lesley Cowley, Nominet (UK)
21. Ondrej Filip (CZ)
22. Erick Iriarte Ahon, LACTLD
23. Oscar A. Robles Garay, nic MX, Director General
24. Keith Davidson, ccNSO (.nz)
25. Young-Eum Lee, Open University Network (OU N) – Korea
26. Byron Holland, ccNSO (.ca)
27. Katryn Reynolds, CIRA ACEI (.ca)
28. Souleyman Oumtanaga, AfTLD
29. Demi Getschko, ccNSO (.br) Review Working Group
30. Nicolas Raft Razafindrakoto, NIC-mg (Madagascar)
31. Félix Ndayirukiye, CBINET (Burundi)
32. Pierre Ouedraogo, Institut de la Francophonie Numérique
33. Peter Van Roste, CENTR
34. Lise Fuhr, Director Dansk Internet Forum
35. Jon Lawrence, ausRegistry
36. Mary Uduma, NIRA (Nigerian Registry)
37. Hartmut Richard Glaser, cgi.br (Brazilian Internet Steering Committee)
38. Stephen Deerhake, American Samoa
39. Giovanni Seppia, ccNSO (.eu)
40. Dotty Sparks de Blanc (US Virgin Islands)
41. Martin Boyle, Nominet



42. Mathieu Weill, AFNIC
43. Fabien Bretemieux, AFNIC
44. Hualin Quian, Chinese Registry
45. Becky Burr, ICANN Nomcom

#### **ccTLD non-members of ccNSO**

46. Eduardo Santoyo, .co Internet
47. Eberhard Lisse, Director, .Na nic
48. Richard Wein, Austria
49. Sebastian Muriel, Spain
50. Rajiv Kumar, India

#### **GAC**

51. Janis Karklins, Chair, GAC
52. Laurent Ferrali, Ministère de l'Industrie (France)
53. Nelly Stoyanova, Ministry of ITC (Bulgaria)
54. Jorge Cancio Melia, Ministry of Industry, Tourism & Trade, Spain
55. Jiri Prusa, Czech Republic
56. Suzanne Sene, USA

#### **ALAC**

Sebastien Bachollet, Vice Chair

#### **GNSO**

57. Stephane Van Gelder, Vice Chair
58. Glen Van Oudenhove de Saint-Géry, GNSO secrétariat

#### **Others**

59. V. Adjovi, La Francophonie, Responsable Société de l'Information
60. Prof Nii Narku Quaynor, Convenor AfNOG
61. Dirk Krishenowski, CEO, .berlin
62. Njeri Rionge, IGNITE Consulting (Nairobi)
63. Pierre Dandjinou, Strategic Consultic Group (Benin)
64. Augusto Cesar Gadelha Viera, Ministry of Science and Technology Secretariat for Information Technology Policy.
65. Olivier Muron, France Telecom

