



INTRODUCTION

The ITU's Fifth World Telecommunication/ICT Policy Forum (WTPF-13), 14-16 May 2013, Geneva, Switzerland, will be the first WTPF to focus exclusively on Internet issues.

About WTPF-13.01

The main policy outcomes of WTPF-13 will be the "Opinion" documents, which are non-binding on ITU's membership. However, the Opinions and final meeting report will be a good indicator of the Internet issues that may become the focus of ITU discussions, and in turn, more formal resolutions and recommendations, in the near future. In particular, WTPF-13 outcomes will inform the discussions at the Council Working Group on International Internet-Related Public Policy Issues (CWG-Internet), the ITU Plenipotentiary 2014 and the WSIS+10 review process.

As well as the Opinions, another important WTPF-13 document is the Secretary General's report.¹ A brief analysis of selected Internet issues included in the report, in particular ccTLDs, gTLDs and IDNs, is available in the first CENTR WTPF-13 briefing paper:

<http://www.centr.org/CENTR-Paper-WTPF>

How WTPF-13 Opinions will be finalized.02

At the final Informal Experts Group (IEG) meeting in February 2013, six Draft Opinions were chosen to go forward to the WTPF-13 for final discussion. Since publication of the Drafts, a few Member States have submitted written proposals for amendments.² These proposed amendments will be discussed onsite in Geneva. However, time to amend the Draft Opinions onsite in Geneva is very limited. There will be three Working Groups (WG), each discussing two Draft Opinions. Each WG has been officially allotted three hours to discuss its two Draft Opinions, resulting in only 1.5 hours of discussion per Opinion. It is very possible, however, that following the precedent of other major ITU events (such as WCIT and Plenipotentiaries), WTPF-13 will hold ad-hoc meetings for the WGs outside the formal hours of the event.³ Even with the possible addition of ad-hoc meetings, many Member States will be reluctant to open negotiations on the current text of the Draft Opinions given the difficulty of resolving differences of opinion in such a short timeframe. The ITU has published eight Background Briefs on the topics to be discussed at WTPF-13. Given many of the Member States representatives who will be attending WTPF-13 are from the traditional telecommunications sector, and do not have experience in ICTs, these Briefs will inform the views of Member States during the final drafting of Opinions. The Briefs are available at:

<http://www.itu.int/en/wtpf-13/Pages/backgrounders.aspx>

How to follow WTPF-13.03

Official WTPF-13 sessions between 9:30 am and 5:30 pm will be available via webcast in all six United Nations languages via the WTPF-13 website:

<http://www.itu.int/en/wtpf-13/Pages/default.aspx>

ITU Members who have registered for WTPF-13 can express their interest to participate remotely. The public webcast does not permit two-way communication. Live captioning will be available to the public in English. All information relating to WTPF-13 is posted at: <http://www.itu.int/wtpf>

¹ ITU Secretary General's Report for the 5th WPTF, <http://www.itu.int/md/S13-WTPF13-C-0003/en>

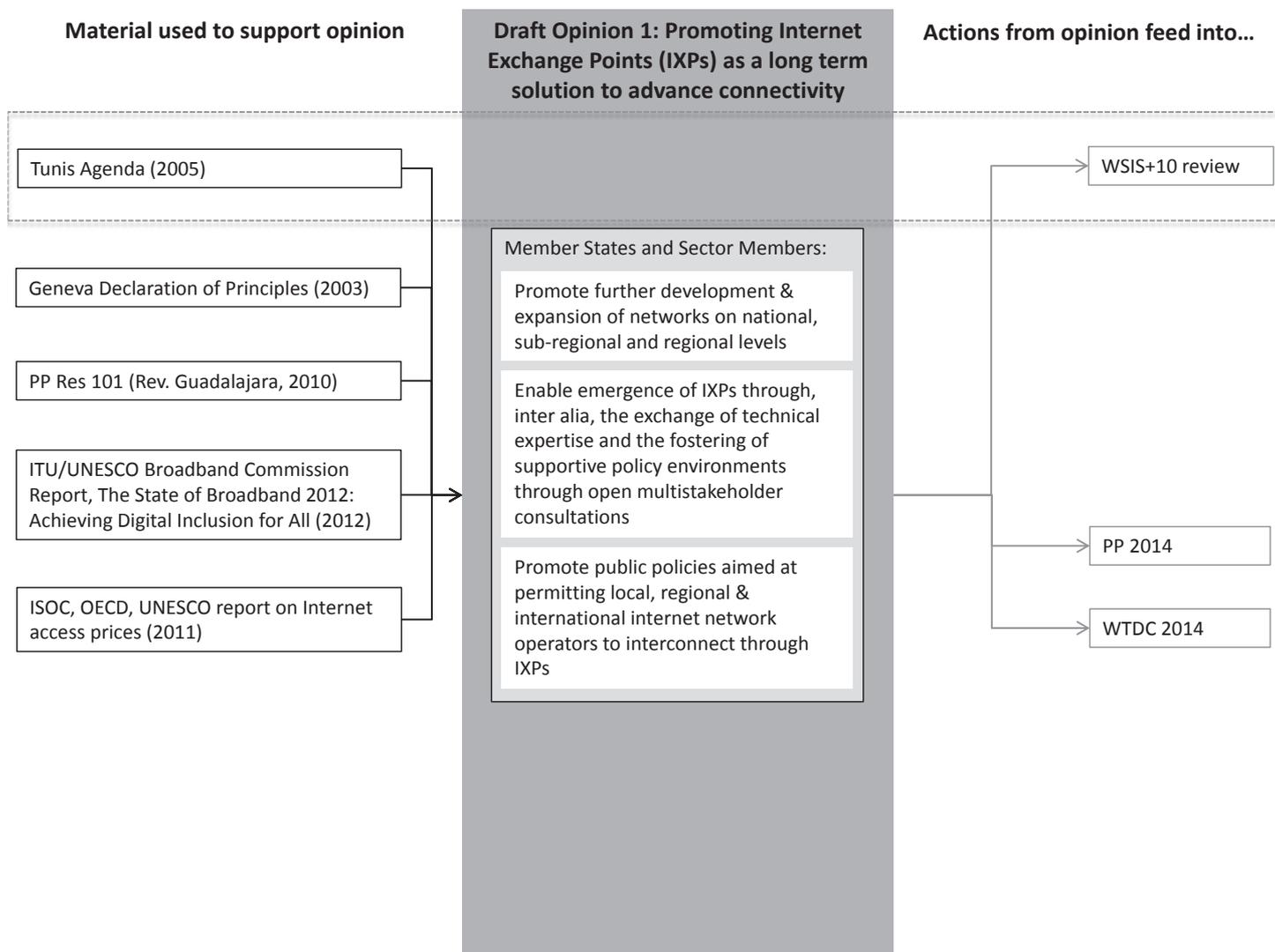
² Proposed amendments can be found in the "Contribution" documents for WTPF at <http://www.itu.int/md/S13-WTPF13-C/en>

³ Formal hours are 9:30am-5:30pm. The WTPF-13 agenda is available at <http://www.itu.int/en/wtpf-13/Pages/programme.aspx>

Following the standard United Nations procedure of removing any non-consensus text, the output of the final IEG meeting was six Draft Opinions that contained high-level concepts with very few concrete topics that could polarize opinions. However, it is probable that Member States and other participants who had their ideas and concerns removed in earlier drafts and proposals will request the Draft Opinions be amended to include their points of view.⁴ Below are summaries of the six Draft Opinions that will be discussed at WTPF-13. Full text of the Draft Opinions can be found at:

<http://www.itu.int/en/wtpf-13/Pages/opinions.aspx>

Draft Opinion 1: Promoting Internet Exchange Points (IXPs) as a long term solution to advance connectivity



Draft Opinion 1 invites Member States and Sector Members to collaborate to enable the continued development of IXPs by exchanging technical expertise and developing supporting policy environments through open, multi-stakeholder consultations. It also invites Member States and Sector Members to “promote public policies aimed at permitting the local, regional and international internet network operators to interconnect through IXPs”. Turkey has submitted a proposed amendment suggesting that greater emphasis be placed on developing countries.⁵

Draft Opinion 1 in a wider context

One of the ongoing areas of discussion within the ITU is the cost of international interconnections. One of the major reasons WCIT was convened was to find a solution to the high costs of international traffic exchange, particularly for developing countries. The final

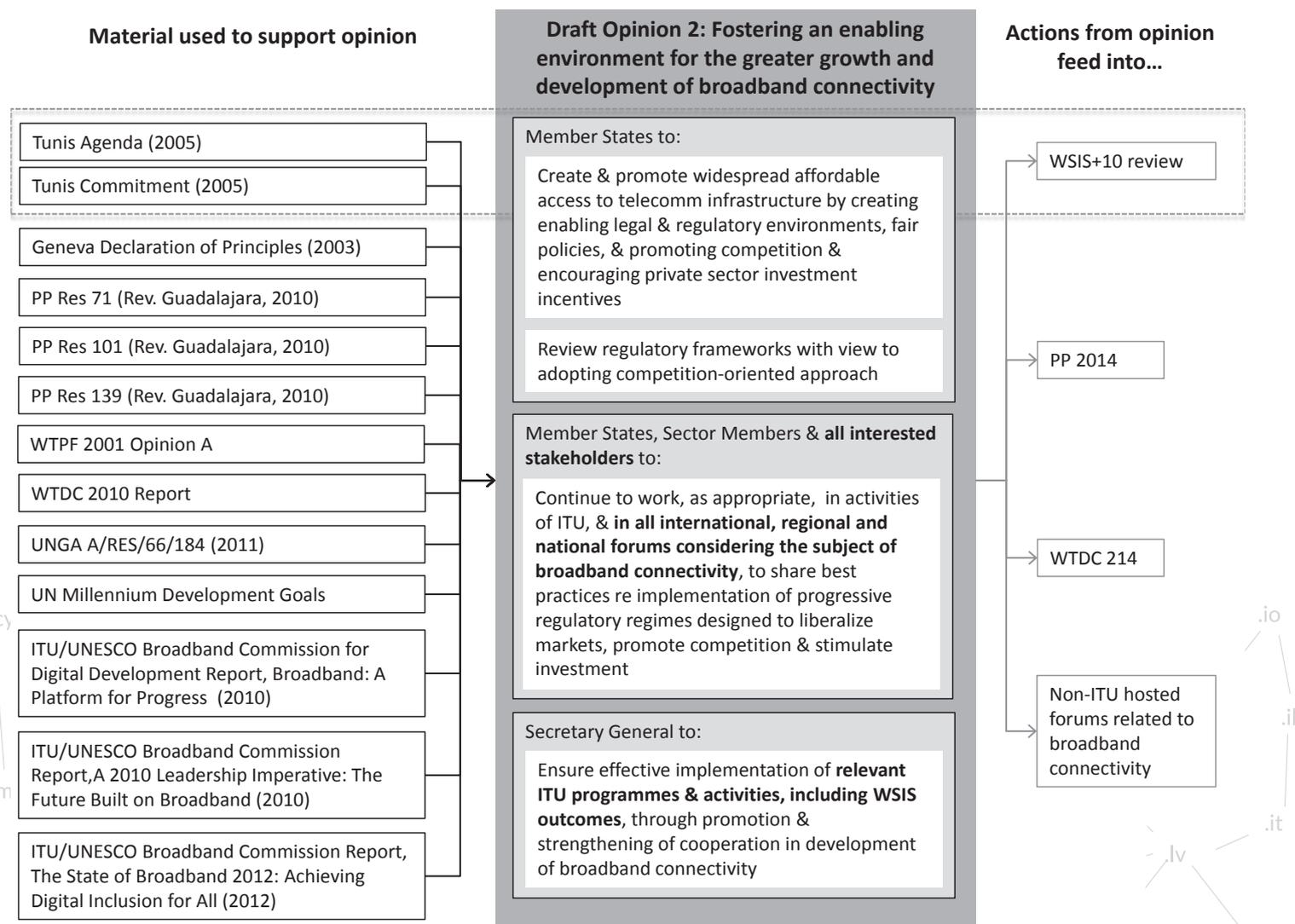
⁴ This is what happened at the World Conference on International Telecommunications (WCIT) in 2012. The version of the International Telecommunications Regulations draft that was circulated just prior to the conference had all of the most polarizing elements removed. However, many of these elements were re-introduced by their original proposers during the two weeks of WCIT.

⁵ Turkey, Contribution from Turkey on draft Opinions, <http://www.itu.int/md/meetingdoc.asp?lang=en&parent=S13-WTPF13-C-0007>

ITRs produced by WCIT did not solve this issue and instead moved further investigation into possible financial solutions to ITU-T Study Group 3.⁶ In contrast to the financial debates about interconnection, grass roots development of IXPs around the world⁷ has proven to be a cost effective way to exchange traffic between geographically close networks. IXPs also have many other benefits, such as providing centres for development of other Internet infrastructure (such as root DNS servers and content delivery networks), and therefore have positive effects on the development of local Internet-based economies.

Within this context, the Draft Opinion on IXPs could provide an operationally viable alternative within the ITU context to the ongoing financial debates about international connectivity. Continued development of IXPs around the world, particularly in developing regions, reduces the costs associated with routing traffic internationally by keeping traffic local. A positive attribute of the current Draft Opinion is its recognition of activities to support IXPs outside the ITU environment (in particular, by ISOC, OECD and UNESCO), putting into action recent statements by ITU that it is becoming a more inclusive organization.

Draft Opinion 2: Fostering an enabling environment for the greater growth and development of broadband connectivity



The ITU Secretary-General is very passionate about broadband connectivity, so it is no surprise that this Draft Opinion contains the greatest number of references to existing documents and activities and the most complex set of “invites” and “requests” amongst the six Draft Opinions of this WTPF. In essence, the draft opinion calls on ITU Member State and Sector Members, as well as other stakeholders, to work together, in both ITU and non-ITU forums, to develop a legal, regulatory and policy environment that encourages competition and private sector investment with the goal of achieving greater broadband connectivity around the world.

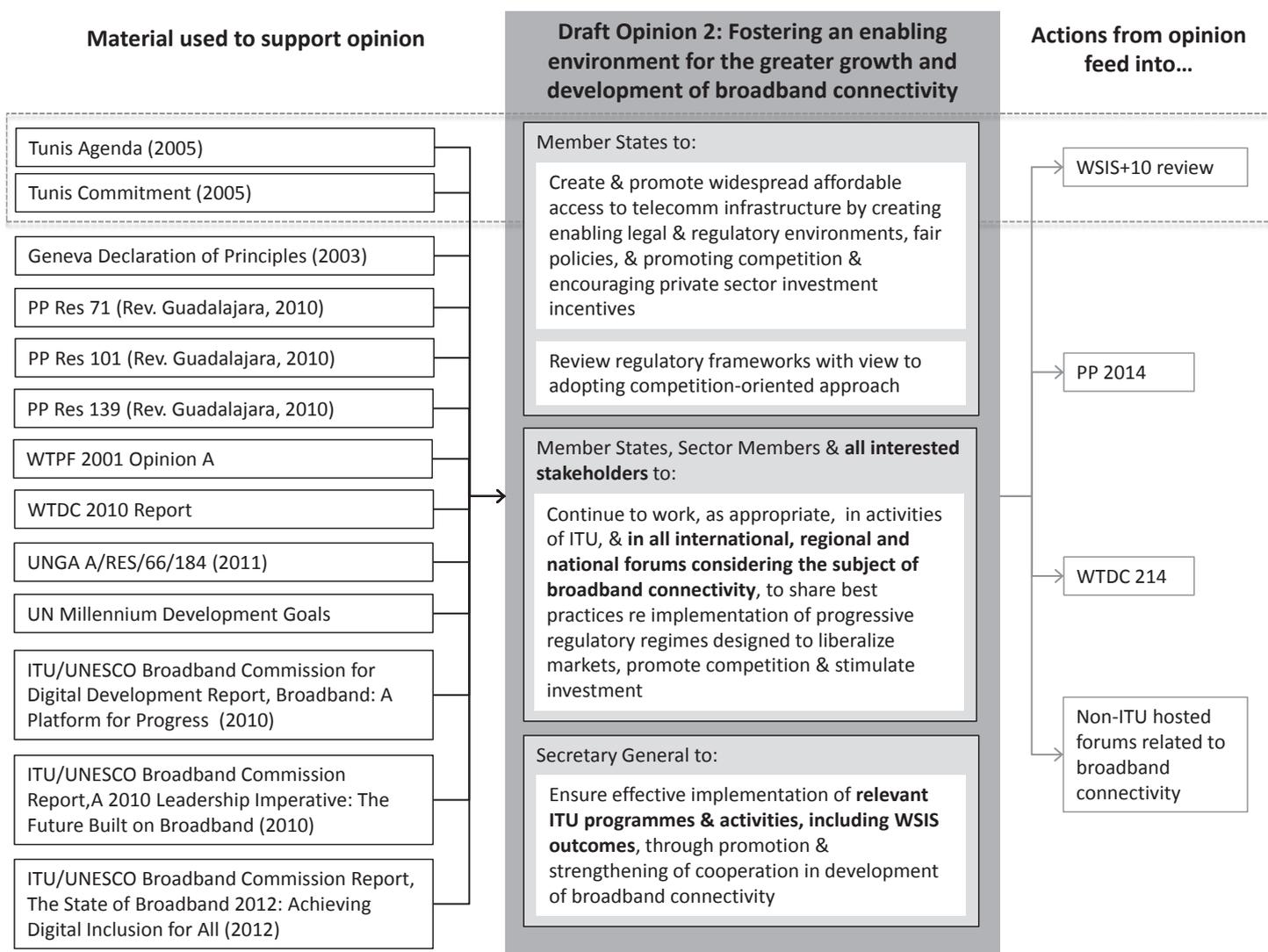
⁶ See Resolution Plen/5 (Dubai, 2012), WCIT-12 Final Acts, <http://www.itu.int/en/wcit-12/Documents/final-acts-wcit-12.pdf>

⁷ For example, work by the African Union’s African Internet Exchange System (AXIS) program and regional IXP associations (such as AP-IX, AF-IX, LAC-IX and Euro-IX).

Draft Opinion 2 in a wider context

The emphasis the Secretary General placed on negotiations about broadband text during WCIT and the fact that the Draft Opinion refers to so many supporting works are signs of the importance that achieving the goals of this Opinion are to ITU and, particularly, to the Secretary General. Perhaps recognizing that such goals are not achievable within a purely ITU environment, the Draft Opinion encourages ITU Members, and all stakeholders, to participate in ITU and non-ITU-related activities to promote broadband development.

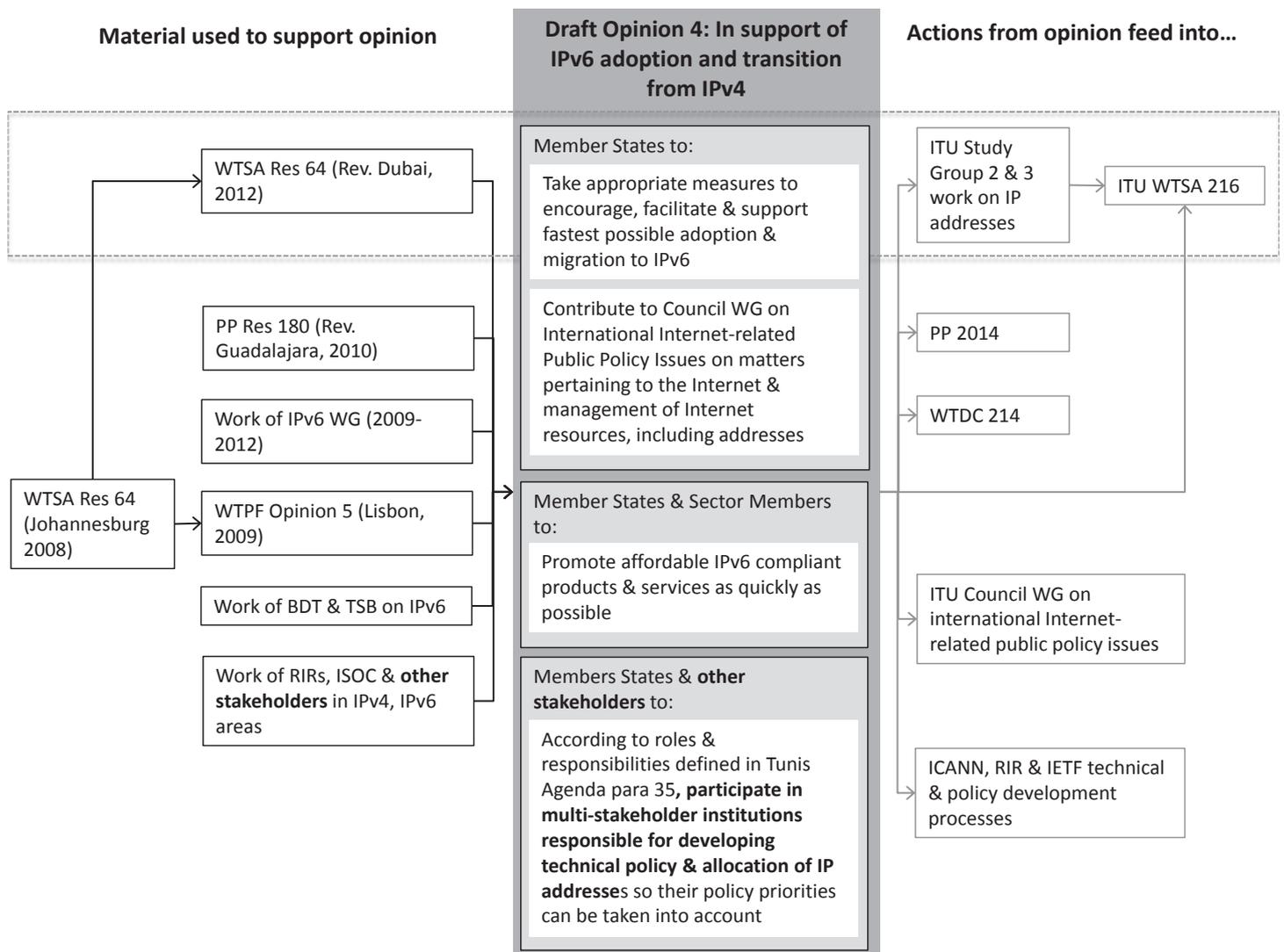
Draft Opinion 3: Supporting capacity building for the deployment of IPv6 and Opinion 4: In support of IPv6 adoption and transition from IPv4



Draft Opinion 3 invites Member States to “consider policies and incentives to promote, facilitate and support the fastest possible adoption and migration to IPv6 within their jurisdictions”. Sector Members are encouraged to deploy IPv6 for their Internet-based services. There is no text in an “invites” or “requests” section directly related to the title of the Draft Opinion: capacity building. Turkey has submitted a proposed amendment to address this, requesting that the ITU Secretary General “ensure effective implementation of relevant program and activities of ITU to support capacity building of member states for IPv4-IPv6 transition”.⁸ Turkey and Australia⁹ have both suggested merging Draft Opinions 3 and 4, given the similarity of content between them.

⁸ Turkey, Contribution from Turkey on draft Opinions, <http://www.itu.int/md/meetingdoc.asp?lang=en&parent=S13-WTPF13-C-0007>

⁹ Australia, Contribution from Australia, <http://www.itu.int/md/meetingdoc.asp?lang=en&parent=S13-WTPF13-C-0011>



Draft Opinion 4 encourages Member States to encourage, facilitate and support the timely migration to IPv6. The Draft Opinion also contains a number of views related to how the remaining pool of IPv4 addresses should be managed by the Regional Internet Registries (RIRs), as well as views on how unused IPv4 addresses should be reclaimed. It then urges Member States and other stakeholders to participate in the institutions that develop technical policy and allocation of IP addresses¹⁰ with the qualification that such participation should be “according to the roles and responsibilities defined in paragraph 35 of the Tunis Agenda”.

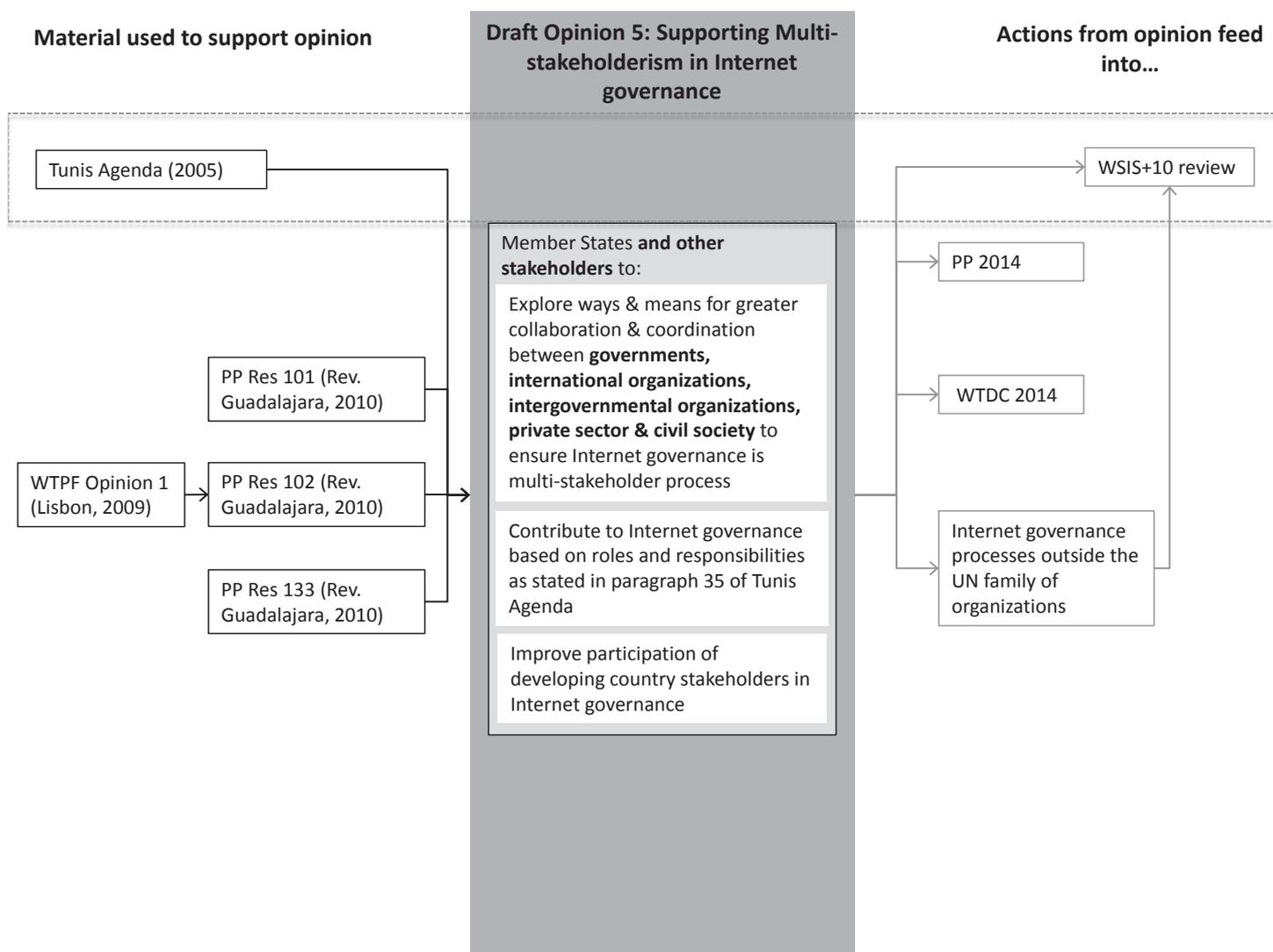
Draft Opinions 3 and 4 in a wider context

The ITU has a long history of interest in the distribution and management of IP addresses. From initial statements that it was interested in becoming a single distribution point of IP addresses for further geographically-based distribution by Member States, the ITU has softened its tone in statements and outcome documents related to IP addressing issues in the last couple of years. However, a number of individual Member States still have the view that ITU should be a distribution point for IP addresses. This is reinforced in the Secretary General’s Report, which refers to concerns about the current address management system, managed by the RIRs.¹¹

¹⁰ The Draft Opinion doesn’t state specifically which organizations it is referring to, but it is probably referring to ICANN, the RIRs, and IETF.

¹¹ Section 2.3.3.2 Internet Naming and Addressing, ITU Secretary General’s Report for the 5th WTPF, <http://www.itu.int/md/S13-WTPF13-C-0003/en>

Draft Opinion 5: Supporting Multi-stakeholderism in Internet governance



The Draft Opinion calls on Member States and other stakeholders to explore ways and means for greater collaboration and coordination between governments, international organizations, intergovernmental organizations, private sector and civil society to ensure Internet governance is a multi-stakeholder process. It qualifies that each stakeholder group's contribution should be based on paragraph 35 of the Tunis Agenda.¹² In keeping with the ITU's particular interest in meeting the needs of developing countries, the text also invites Member States, together with other stakeholders, to focus on improving the participation of developing country stakeholders in Internet governance.

Russia has submitted proposed amendments to this Draft Opinion, suggesting a new set of "invites" that remove references to other stakeholders—instead, limiting the actions to Member States only.¹³ In particular, the Russian proposal suggests that Member States "to exercise their rights on Internet Governance to control distribution, appropriation and development of Internet numbering, naming, addressing and identification resources". Brazil has proposed an alternative Draft Opinion, On the Role of Government in the Multistakeholder Framework for Internet Governance.¹⁴ The Brazilian proposal, among other things, invites the ITU Secretary General to support participation from developing countries in Internet governance and invites Member States to "actively contribute to and participate in the multistakeholder fora, together with all other stakeholders". In addition, the Brazilian proposed opinion "recogniz[es]... that Member States have equal roles and responsibilities for ensuring the reliable allotment, assignment and reclamation of Internet numbering, naming, addressing and identification resources". The Russian and Brazilian proposals, therefore, blur the line between distinct multi-stakeholder and IP addressing-related Draft Opinions. Given the multi-stakeholder and IP addressing related proposals will be discussed in separate WGs, some participants may be reluctant to add text related to management of Internet resources into the final version of the Opinion on multi-stakeholderism.

¹² Tunis Agenda for the Information Society, <http://www.itu.int/wsis/docs2/tunis/off/6rev1.html>

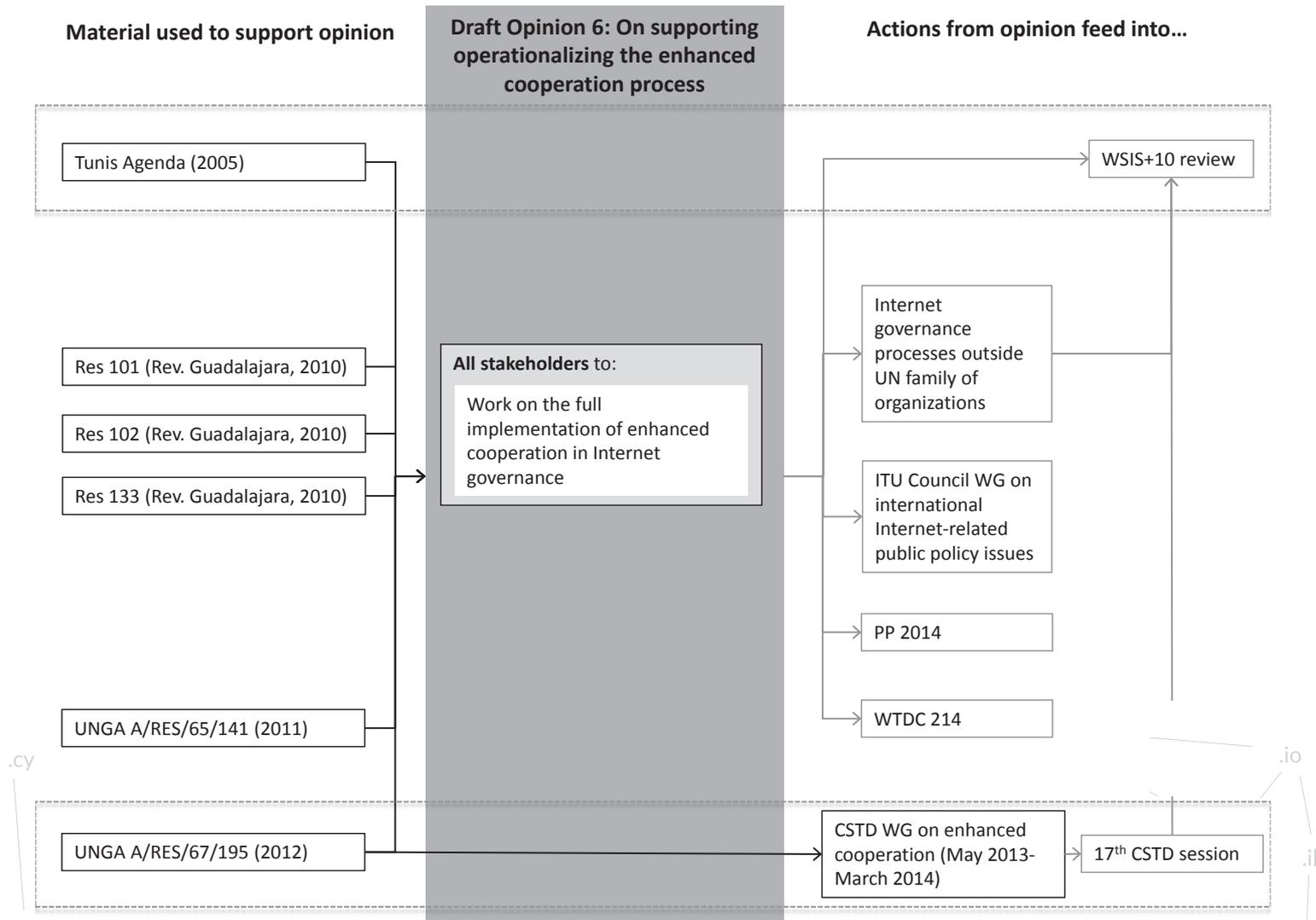
¹³ Russia, Contribution from the Russian Federation - Comments on the ITU Secretary-General's Report, including draft opinion 5, <http://www.itu.int/md/meetingdoc.asp?lang=en&parent=S13-WTPF13-C-0004>

¹⁴ Brazil, Contribution from Brazil - Draft Opinion on the role of Government in the multistakeholder framework for internet governance, <http://www.itu.int/md/meetingdoc.asp?lang=en&parent=S13-WTPF13-C-0005>

Draft Opinion 5 in a wider context

The inclusion of non-ITU members in the Draft Opinion's calls to action has an interesting ramification, as does the inclusion of non-ITU members in the WTPF process itself. Given non-members have been able to participate in the development of the WTPF Draft Opinions, and can also participate in WTPF, the "other stakeholders" called on in this and other Draft Opinions are implicitly agreeing to act on the contents of the documents. This is a big change from the past decade, where Internet governance stakeholders who were non-ITU members often criticized ITU activities as exclusionist and not in the spirit of the multi-stakeholder Internet governance model. This Draft Opinion, and others from WTPF-13, squarely put non-ITU members in the same area as ITU Member States and Sector Members in terms of implementing Internet-related actions within the ITU context.

Opinion 6: On supporting operationalizing the enhanced cooperation process



Earlier versions of this Draft Opinion contained more specific actions for Member States to take regarding the implementation of enhanced cooperation. The version being discussed at WTPF-13, however, contains a non-specific invitation for "all stakeholders to work on these issues". Turkey has proposed adding a second "invites", aimed at Member States and Sector Members, urging them to "promote and encourage international cooperation among all stakeholders in their respective role for the issues related to network robustness and to work

in collaborative manner to increase users' trust to internet"¹⁵. Whether the Turkish proposal is accepted or not, it is probable that discussion onsite at WTPF-13 will focus on reworking the "invites" text of this Opinion make it more specific.

Draft Opinion 6 in a wider context

The topic of enhanced cooperation is a highly contentious topic. Since its initial mention in paragraphs 68-71 of the Tunis Agenda, a number of consultations have been held, and updates have been solicited from Internet governance related bodies on their own efforts to implement enhanced cooperation mechanisms. The CSTD WG on IGF improvements was almost derailed in its earliest meetings due to some WG members wishing to develop recommendations on enhanced cooperation as part of the WG's activities.

¹⁵ Turkey, Contribution from Turkey on draft Opinions, <http://www.itu.int/md/meetingdoc.asp?lang=en&parent=S13-WTPF13-C-0007>

As the Draft Opinion itself notes, the United Nations General Assembly (UNGA) has tasked the CSTD to create a WG to look at how to fully implement enhanced cooperation. For the ITU to be developing its own Opinion on the topic—one that contains an invitation to all stakeholders—parallel to an existing process invoked by the UNGA seems at not entirely in keeping with the spirit of the Tunis Agenda, which contains paragraphs referring to the need not to duplicate existing efforts. Alternatively, however, the ITU, as a member of the CSTD WG on enhanced cooperation, may use the final version of the Opinion to inform its input to the WG.

Given the strong opinions held by many Member States on the topic of Draft Opinion 6, this is likely to be one of the most difficult drafting exercises onsite in Geneva.

Guide to WTPF-13 Draft Opinion flowcharts.05

The flowcharts depict:

- On the left: documents and processes that are referred to in each of the Draft Opinions
- In the middle: summaries of the “calls to action” section of the Drafts (the “invites” text at the end of the Drafts)
- On the right: Future events and processes related to the topics of the Opinions and that may discuss or refer to progress on the “calls to action” documented in the Opinions

Documents and events referred to in the flowcharts.06

CSTD 17th session

CSTD WG on enhanced cooperation

Geneva Declaration of Principles (2003)

ISOC, OECD, UNESCO report on Internet content, development & access prices (2011)

ITU Council WG on international Internet-related public policy issues

ITU IPv6 website

ITU/UNESCO Broadband

Commission for Digital Development Reports

PP 2014

PP 2010 resolutions

Report by TSB & BDT directors to ITU Council 2012 on IPv6 allocation & registration

SG 2 & 3 work on IP addresses

TSB & BDT joint project to assist developing countries re IPv6 capacity building

Tunis Agenda (2005)

[Commission on Science and Technology for Development](#)

See [Final composition of the CSTD Working Group on Enhanced Cooperation](#)

[Declaration of Principles – Building the Information Society: a global challenge in the new Millennium](#)

[Relationship between Local Content, Internet Development and Access Prices](#)

[CWG-Internet home page](#)

[Home page](#)

- [Broadband: A Platform for Progress \(2010\)](#)

- [A 2010 Leadership Imperative: The Future Built on Broadband \(2010\)](#)

- [The State of Broadband 2012: Achieving Digital Inclusion for All \(2012\)](#)

[ITU Plenipotentiary 2014](#)

- [PP Res 71 \(Rev. Guadalajara, 2010\) – Strategic plan for the Union for 2012-2015](#)

- [PP Res 101 \(Rev. Guadalajara, 2010\) – Internet Protocol-based networks](#)

- [PP Res 102 \(Rev. Guadalajara, 2010\) – ITU's role with regard to international public policy issues pertaining to the Internet and the management of Internet resources, including domain names and addresses](#)

- [PP Res 133 \(Rev. Guadalajara, 2010\) – Role of administrations of Member States in the management of internationalized \(multilingual\) domain names](#)

- [PP Res 139 \(Rev. Guadalajara, 2010\) – Telecommunications/information and communication technologies to bridge the digital divide and build an inclusive information society](#)

- [PP Res 180 \(Rev. Guadalajara, 2010\) – Facilitating the transition from IPv4 to IPv6](#)

[Facilitating the transition from IPv4 to IPv6 as requested in Resolution 180](#)

- [ITU Study Group 2: Operational aspects](#)

- [ITU Study Group 3: Economic and policy issues](#)

See ITU 2012 Council report – [Facilitating the transition from IPv4 to IPv6 as requested in Resolution 180](#)

[Tunis Agenda for the Information Society](#)

Tunis Commitment (2005)
UN Millennium Development Goals
UNGA Resolutions

Work of BDT & TSB on IPv6

Work of IPv6 WG (2009-2012)
WSIS+10 review
WTDC 2010 Report

WTDC 2014
WTPF 2001 Opinion A
WTPF 2009 Opinions

WTSA 2016

WTSA Res 64 (Rev. Dubai, 2012)

WTSA Res 64 (Johannesburg 2008)

Tunis Commitment

[Home page](#)

United Nations General Assembly Resolutions

- [A/RES/65/141 \(2011\) – Information and communications technologies for development](#)
- [A/RES/66/184 \(2011\) – Information and communications technologies for development](#)
- [A/RES/67/195 \(2012\) – Information and communications technologies for development](#)

See ITU 2012 Council report – [Facilitating the transition from IPv4 to IPv6 as requested in Resolution 180](#)

[ITU IPv6 Working Group](#)

[World Summit on the Information Society 10 year review process](#)

[World Telecommunication Development Conference \(WTDC-10\): Final Report](#)

[World Telecommunication Development Conference 2014](#)

See [Part II of WTPF 2001 – Chairman’s Report](#)

- [Opinion 1: Internet-related public policy matters](#)
- [Opinion 5: Capacity building in support of the adoption of IPv6](#)

World Telecommunication Standardization Assembly 2016

No website available yet. See [WTSA-12](#)

[WTSA Resolution 64 \(Rev. Dubai 2012\) – IP address allocation and facilitating the transition to and deployment of IPv6](#)

[WTSA Resolution 64 – IP address allocation and encouraging the deployment of IPv6](#)