

行政院及所屬各機關出國報告

(出國類別：會議)

出席「網際網路名稱與號碼指配機構」 (ICANN)第 30 次會議報告書

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1. 前言

ICANN 第 30 次會議於美國洛杉磯舉行，計有來自 132 個國家，超過 1,100 位與會者參與本次盛會。我國係由交通部郵電司、國家通訊傳播委員會、外交部國際組織司、台灣網路資訊中心、國家資訊基本建設產業發展協進會及相關學者等共同組團與會。

誠如 ICANN 執行長 Paul Twomey 所述，本次 ICANN 會議具有網際網路歷史啓承的意義，除本次會議地點是在網際網路誕生與發展地之外，本次會議所討論之議題也將對未來網際網路發展具關鍵性影響；此外，長期擔任 ICANN 董事會主席的 Vint Cerf 也於本次會期中交棒給紐西蘭律師 Peter Dengate Thrush，使本次洛杉磯會議具歷史地位。

本次會議討論重點包括：國際化網域名稱（Internationalized Domain Name, 以下簡稱 IDN）、IDN 技術測試、未來執行 IDN 的政策討論、WHOIS 服務、新屬性型網域名稱（New generic Top Level Domain, 以下簡稱 New gTLDs）之申請政策、IPv4 位址耗盡與 IPv6 位址部署、國碼型頂級網域名稱（country code Top Level Domain, 以下簡稱 ccTLD）、ICANN 理事會與 GAC 之合作、ICANN 運作之透明與信賴原則與 Registrar Accreditation Agreement 修訂等議題之實質討論。

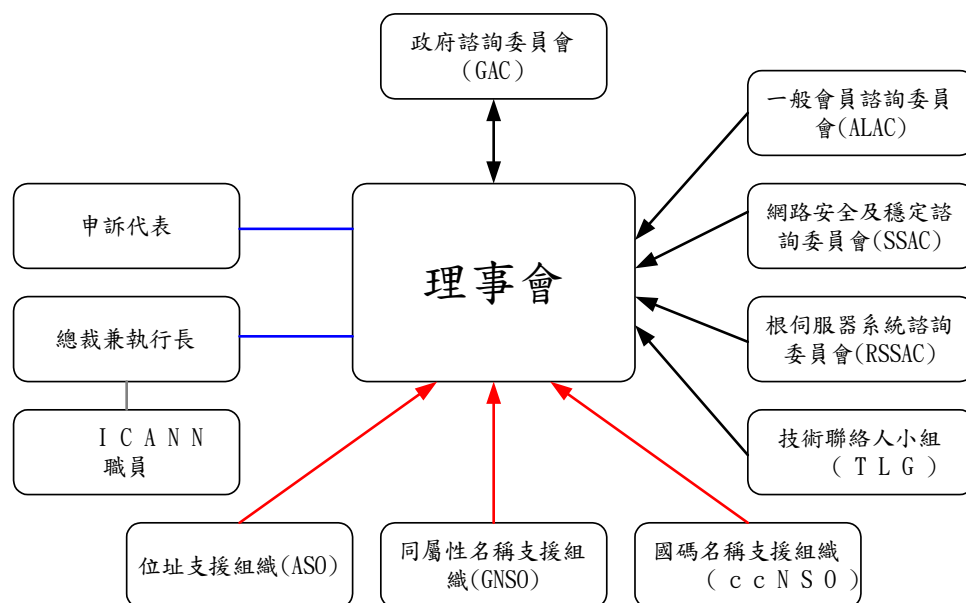
本報告首先說明 ICANN 組織最新現況，其次，報告重要議題及內容。

2. ICANN 簡介

ICANN 係一全球性、非營利、共識導向的國際性機構 (International corporation)，1998 年 10 月成立於美國加州，負責監督原由美國政府管理之部分網際網路技術管理功能 (Internet technical management functions)、通訊協定參數及通訊埠 (Protocol Parameters and Port) 之協調、域名系統 (DNS) 之管理、IP¹ 位址之分配暨指派及根伺服器系統 (root server system) 之管理，以維持全球網際網路運作之穩定性、可靠性及安全性為其主要宗旨。

2.1 ICANN 組織架構

ICANN 下設有理事會 (Board of Directors)、3 個支援組織 (Supporting Organization; SO)、4 個諮詢委員會 (Advisory Committee; AC) 及技術聯絡人小組 (Technical Liaison Group; TLG) 等，其組織架構圖如下：



ICANN 組織架構圖

¹ IP 為網際網路通信協定 (Internet Protocol) 之意，使得電腦網路間得以透過各式實體鏈路 (physical links) 而快速地互相通信。IP 位址為一以數字表示之位址，使得 Internet 上之電腦位址得以確定，Internet 上電腦間之資訊傳輸及連結即藉此 IP 位址達成，一般大眾係藉用 DNS 以人性化名稱 (human-friendly names) 來辨識主機位址。

2.2 ICANN 組成單位之功能

2.2.1 ICANN 理事會

依 2002 年 12 月 15 日 ICANN 通過之新版組織章程，ICANN 理事會係由 15 位具投票權之理事組成，其中 8 位理事由任命委員會選出，另由位址支援組織(ASO)、同屬性名稱支援組織(GNSO)、國碼名稱支援組織(ccNSO)各選出 2 位，總裁為當然理事。任期 3 年，每年改選部分理事。此外，6 位不具投票權之聯絡人則分由根伺服器系統諮詢委員會(RSSAC)、網路安全及穩定諮詢委員會(SSAC)、政府諮詢委員會(GAC)、一般會員諮詢委員會(ALAC)、技術聯絡人小組(TLG)及網際網路工程任務小組(IETF)指派。理事會成員現有 20 位，分別為：

1. **Peter Dengate Thrush**, 理事會主席
2. **Roberto Gaetano**, 理事會副主席
3. **Harald Tveit Alvestrand** (November 2007 - October 2010)
4. **Raimundo Beca** (May 2004 - April 2010)
5. **Susan P. Crawford** (December 2005 - November 2008)
6. **Steve Crocker**, 網路安全及穩定諮詢委員會聯絡人
7. **Demi Getschko** (December 2005 - May 2009)
8. **Steve Goldstein** (December 2006 - October 2009)
9. **Dennis Jennings** (November 2007 - October 2010)
10. **Janis Karklins**, 政府諮詢委員會聯絡人
11. **Thomas Narten**, 網際網路工程任務小組聯絡人
12. **Rajasekhar Ramaraj** (December 2006 - October 2009)
13. **Njeri Rionge** (June 2003 - November 2008)
14. **Rita Rodin** (June 2006 - May 2008)
15. **Wendy Seltzer**, 一般會員諮詢委員會聯絡人
16. **Jean-Jacques Subrenat** (November 2007 - October 2010)
17. **Bruce Tonkin** (June 2007 - April 2010)
18. **Paul Twomey**, ICANN 總裁兼執行長
19. **David L. Wodelet** (June 2006 - May 2009)
20. **Suzanne Woolf**, 根伺服器系統諮詢委員會聯絡人

2.2.2 ICANN 支援組織

目前 ICANN 下設有 3 個支援組織，各支援組織（Supporting Organization）均有其特定之功能，為 ICANN 在各專責領域之主要政策建議來源及諮詢單位。謹簡介如下：

1. 位址支援組織 (ASO)

ASO 負責向 ICANN 提出有關 IP 位址運作、指配、及管理之政策性建言，其著重於識別單一 Internet 上各種電腦之 IP 位址系統，如 128.9.128.127，係根據 ICANN 與各區域網際網路登記註冊管理機構 (RIR) 洽簽之 MoU 所設立之組織。目前按區域所設立之 RIR，分別有負責北美洲區域之 ARIN、歐洲區域之 RIPE NCC、拉丁美洲區域之 LACNIC、亞洲區域之 APNIC 及非洲區域之 AFRNIC。一般 RIR 基本的位址分配政策係依區域需要及視未來一年內位址可能需求情形來分配位址區塊 (Address Block)。

2. 國碼名稱支援組織 (ccNSO)

ccNSO 負責向 ICANN 提出有關 ccTLD (諸如：.us, .uk, .it, .tw, .cn, .jp, .hk 等) 之政策性建言，ccNSO 係由 ccTLD 管理者組成，下設評議會 (Council) 管理相關政策制定程序。該組織業於於羅馬會議期間 (93 年 3 月 1 日) 正式宣布成立。

3. 同屬性名稱支援組織 (GNSO)

GNSO 負責向 ICANN 提出有關同屬性頂級域名之政策性建言，係由 gTLD 登記註冊管理機構、智慧財產權團體、商業團體、學術機構及消費者團體所組成，下設評議會 (Council) 管理相關政策制定程序。

2.2.3 ICANN 諮詢委員會

諮詢委員會為一正式諮詢體，由來自 Internet 社群 (community) 代表組成，負責向 ICANN 作政策性之建言，ICANN 組織章程明定設立不同之諮詢委員會，諮詢委員會不代表 ICANN 行使職權，惟向 ICANN 理事會提出其研究報告及建言。目前 ICANN 理事會

設有 4 諮詢委員會，謹簡介如下：

1. 政府諮詢委員會 (GAC)

GAC 為一由國家級政府、國際論壇承認之經濟體、多國政府組織及條約組織 (treaty organizations) 代表所組成之諮詢委員會，其功能為向 ICANN 理事會表達政府單位之關切事項，GAC 以論壇方式討論政府之權益及關切議題 (interests and concerns)，包含消費者權益；GAC 不代表 ICANN 行使職權，惟向 ICANN 理事會提出其研究報告及建言。

2. 網路安全及穩定諮詢委員會 (SSAC)

SSAC 係負責就網域名稱及位址指配系統之安全及完整性向 ICANN 理事會提出建言，包括安全架構之擬定、與網際網路技術社群及重要 DNS 管理者、業者之溝通協調、風險分析評估等。

3. 根伺服器諮詢委員會 (RSSAC)

RSSAC 係負責向 ICANN 理事會提出有關網域名稱根伺服器運作之建言，包含主機硬體容量、作業系統、名稱伺服器軟體版本、網路連結、硬體環境、安全問題及系統效率、可靠度等。

4. 一般會員諮詢委員會 (ALAC)

ALAC 代表網際網路個別使用者向 ICANN 提出建言。

3. ICANN 第 30 次會議

3.1 會議時間、地點及議程

1. 時間：2007 年 10 月 27 日至 11 月 2 日。
2. 地點：美國洛杉磯。
3. 行程：

日期	行程
10 月 26 日	由桃園中正機場出發，直飛洛杉磯，下榻 Westin Airport 飯店
10 月 27 日	報到；出席 GAC Working Group on IDNs 會議
10 月 28 日	出席 GAC Working Group IDNs in gTLD Space, ICANN Board/GAC Joint WorkingGroup 等會議
10 月 29 日	出席 ccTLD technical、DNSSec in Asia-Pacific and IANA 等會議及大會晚宴
10 月 30 日	出席 ccNSO、ICANN Board/GAC, GAC Working Group, GAC Plenary 等會議
10 月 31 日	出席 ccNSO、Anti-Phishing、GAC plenary 等會議
11 月 1 日	出席 ICANN Public Forum
11 月 2 日	出席 ICANN Board 會議
11 月 3 日	由洛杉磯直飛桃園中正機場
11 月 4 日	抵達桃園中正機場

4. 議程：如附件 1。

3.2 主要討論議題

ICANN 會議包括理事會議、公眾論壇、各支援組織及諮詢委員會會議，如：政府諮詢委員會等，謹簡述重要會議內容如下：

3.2.1 政府諮詢委員會 (GAC) 會議

政府諮詢委員會 (GAC) 於 2007 年 10 月 27 日至 10 月 31 日假美國洛杉磯召開會議，出席成員包括 40 國會員及 2 名觀察員代表。GAC 衷心感謝 ICANN 主辦洛杉磯會議。

本次 GAC 會議主要討論議題包括：IDN、ccTLD、New gTLDs 網域名稱之申請、WHOIS 服務、ICANN 理事會與 GAC 之合作、

ICANN 運作之責任與透明原則(accountability and transparency)等議題。相關內容如下：

3.2.1.1 IDNs 議題

洛杉磯會議期間，GAC 透過會議討論以集思廣益，就 ccNSO-GAC 聯合會議提出之”Issue Paper: selection of IDN ccTLDs associated with the ISO 3166-1two letter codes”尋求可行的方案。本次討論事項主要是確認基本原則及檢視未來需進一步考量的相關議題，討論結果詳附件 2。有關本議題的討論將持續進行，最終版本預計在 2008 年 6 月巴黎會議提出，並提報 ccNSO 政策發展程序(Policy Development Process)。

GAC 對 ICANN 介紹根目錄(root)IDNs 之測試進展表示歡迎，並重申原則上支持快速流程(fast track)之提議，亦歡迎 ccNSO 評議會成立 IDN 工作小組的提案，GAC 將主動積極參與。

3.2.1.2 WHOIS 議題

GAC 很高興能有機會回應”ICANN 有關 WHOIS 與國家個人隱私權法衝突之處理程序”草案。由於本議題涉及 GAC 會員間各樣的國家政策與程序導致之複雜性，GAC 不認為一套制式化程序即可處理。根據 GAC 聖胡安(San Juan)公報之暫行解決方案應是解決任何可能衝突之基礎；特殊案例應根據”ICANN gTLD WHOIS policy”參考相關國家之建議。

GAC 重申已列在 GAC WHOIS 原則中之建議，ICANN 應進行有關”WHOIS 資料使用與濫用”之研究，GAC 已準備就該案之研究範疇提供意見。

3.2.1.3 責任原則(accountability principles)及其定義

GAC 對 ICANN 委託進一步研究透明化與責任原則表示感謝。GAC 在本次會議回覆 ICANN 於聖胡安(San Juan)會議之請求，提交”ICANN 架構下責任原則之定義(如附)”之報告，作為 ICANN 目前討論議題”責任與透明化之架構與原則”之參考文件。

3.2.1.4 IPv4 資源之耗盡與 IPv6 之部署(IPv4 free pool depletion

and the deployment of IPv6)

在聽取號碼資源組織(Number Resource Organization, NRO)簡報後，GAC 感謝 NRO 持續在 ICANN 會議喚起對 IPv4 與 IPv6 議題之認知。具體而言，由於 IPv4 資源之耗盡，GAC 明瞭有關對 IPv4 位址空間持續性管理之重要性，以及由所有利益關係者(stakeholders)共同確保加速 IPv6 位址之部署與使用之迫切性。同時，GAC 了解此議題對開發中國家更顯其重要性。

3.2.1.5 SSAC 簡報

網路安全及穩定諮詢委員會 (Security and Stability Advisory Committee, SSAC) 在與 GAC 會議中舉行簡報，ccTLD 社群亦出席並共同討論 DNSSEC 部署相關議題及根目錄(root)相關事項。GAC 將持續關切此議題。

3.2.1.6 New gTLDs

GAC 感謝屬性域名支援組織(Generic Names Supporting Organization, GNSO)對 new gTLDs 議題之原則、建議及執行綱要等提案所作之努力。GAC 初步認為此提案不符合”GAC principles regarding new gTLDs”第 2.2 節之規定，特別在國名廢止(avoidance of country names)議題。實務上，所建議的反對機制(proposed objection mechanism)無法運用在某些國家，特別是未參與 ICANN 會議的國家。GAC 將持續關注 new gTLD 政策發展與 new gTLD 相關應用，必要時，並提出進一步報告。GAC 會員同意考慮是否就 GNSO 所提”增加新屬性頂級域名(the introduction of new generic level domains)”最終報告提供建議。

3.2.1.7 制度面(Institutional)議題

GAC 對於美國商業部宣佈聯合計畫協定之期中檢討將依計畫執行到 2008 年 3 月表示歡迎，GAC 將就該檢視程序提出建議。

GAC 已經討論有關資訊化社會全球高峰會議 (World Summit on the Information Society, WSIS) 就 ICANN 職掌之網路治理議題所作的決議之可能執行方式，並建議改善 ICANN 相關活動之聯繫，GAC 認為將

ICANN 及其各單位執行 WSIS 突尼斯會議決議之資料加入 ICANN 年報對 ICANN 而言應有助益。

3.2.1.8 GAC 工作小組變革(reform)與工作方法(working methods)

考量 ICANN 所有的支援組織、諮詢委員會及理事會正進行相關檢視，GAC 亦就現行之各項工作方法重行檢視。

經初步檢討，GAC 認為若能翻譯商議文件與重要文件，將有助於多數 GAC 非英語系會員國之了解。

3.2.1.9 GAC 2008 年工作計畫

2008 年 GAC 首要工作是 IDN 之部署，GAC 將在 2008 年 6 月提報議題文件至 ccNSO/GAC 聯合會議。IPv4 與 IPv6 位址、DNS 之安全與穩定性等議題也是 2008 年度優先事項。2008 年會議主要議題如下：

2008 年 2 月

- 導入 IDN in cc space(議題討論與快速程序(fast track modalities))。
- 為因應網際網路穩定與安全之威脅，詳列政府可行之作爲。
- 導入 new gTLD 及公共政策相關議題。
- IGO 名稱或簡稱之保護。
- 網域測試實務相關之公共政策。
- GAC 改革，包括資訊社會全球高峰會議題後續追蹤(議題討論與快速程序(fast track modalities))。

2008 年 6 月

- 導入 IDN in cc space(議題結論採認與快速程序(fast track modalities))。
- 導入 new gTLD 及公共政策相關議題。
- IDN in cc space 部署之追蹤。
- IGO 名稱或簡稱之保護(提報 GNSO PDP 採認)。
- 網域測試實務相關之公共政策。

- GAC 改革，包括資訊社會全球高峰會議題後續追蹤(討論與決議)。

2008 年底

- GAC IDN TLDs 原則(討論/採認)。
- 網域測試實務相關之公共政策(提報 GNSO PDP 採認)。
- GAC 改革，包括資訊社會全球高峰會議題後續追蹤(討論與決議)。
- GAC 選舉(主席、3 位副主席及出席 ENAC 代表)。

本工作計畫可能再檢討而改變或有異議時重新調整。

3.2.1.10 選舉與提名

塞內加爾代表 Ms. Maimouna Diop Diagne 繼續指派為 2008 年 GAC 副主席，其他兩位副主席選舉將在新德里會議舉行。GAC 感謝紐西蘭 Frank March 及加拿大 Bill Graham 在擔任副主席期間對 GAC 所作的傑出貢獻。

下列會員國代表被指派為 GAC 出席 2008 年 ENAC 會議代表：

- Ms. Suzanne Sene(美國)
- Mr. Sune Jin Christensen(丹麥)
- Ms. Manal Ismail(埃及)
- Ms. Olga Cavalli(阿根廷)
- Mr. Brenton Thomas(澳洲)

GAC 將提出有關 GAC 提名委員會連絡人在檢視提名委員會(Nominating Committee)角色之建議。

3.2.1.11 向 Vint Cerf 致意

GAC 向 ICANN 理事會主席 Vint Cerf 之傑出貢獻表示謝忱，並對其投身於 ICANN 及網際網路之各項發展表達由衷感謝。尤其是提升開發中國家網路接取所作的貢獻與努力。

3.2.1.12 結語

GAC 感謝洛杉磯會議期間所有與 GAC 進行意見交換之 ICANN 社群。下次會議將在 2008 年 2 月 9-15 日於印度新德里舉行。

3.2.2 國碼名稱支援組織 (ccNSO) 會議

本次共有來自 30 多個 ccTLD 管理單位代表與會，包括兩個新會員體：塞爾維亞及中華人民共和國。IDN 是本次 ccNSO 最主要的討論議題，重要方向包括：

成立 IDN 工作小組，期能在正式開放 IDN ccTLD 政策之前的產出一份過渡時期作法，以有限度開放 IDN ccTLD。該工作小組成員建議將納入 GAC 會員(含主席)、ccNSO 會員(含主席)、2 名 GNSO 代表、2 名 ALAC 代表、1 名技術相關人士、1 名 SSAC 代表、及 2 名 ICANN 工作人員，工作小組成員徵選一事將相關辦法確認後進行。相關文件可參閱附件 4 及 5。

ccNSO 與 GAC 於本次 ICANN 洛杉磯會期之中安排一場聯席會議，特別討論 ccNSO 所提議之 fast-track 開放 IDN ccTLD 的方式，以及在單一國家/地區(如印度)使用多種語言的狀況下，如何處理 IDN 開放申請政策議題。就現階段而言，一個較能接受的模式為每個國家/地區僅能提出一種語言的 IDN ccTLD 申請。ccNSO 亦提議 ISO 3166-1 表中所列有意義之地理名稱或縮寫均不能申請為 IDN 或 ASCII gTLD。就整體 IDN 技術測試發展現況，目前已有 11 個語文置入 root zone 之中，並於今年 10 月 15 日正式展開 .test 計畫，希望就以下進行測試，包括 Autonomica laboratory test of A-labels (IND TLDs)(已於今年 2 月完成測試)、IANA Procedure for the Insertion of A-labels into the Root Zone、IDN TLD Root Server Performance / Tolerance Document、以及 IDN TLD Application Evaluation Facility 等，相關報告文件，可參閱 www.icann.org/announcements/announcement-28oct07.htm。

已討論一段時日的地理區域劃分議題，ccNSO Council 將採納 self-selection 機制的建議方案，使那些對歸屬有問題之 ccTLD 管理單位可以選擇適當的區域。

3.2.3 DNSSEC 相關會議

DNS 是 Internet 最重要的基礎服務，所有的連線都必需經由 DNS 作 IP 或域名的查詢，若 DNS 無法正常運作對 Internet 的影響相當大。由於現有 DNS 協定有部份的缺失，有可能因這些缺失而造成 DNS 之資料被修改，這種對 Internet 的威脅目前評估是僅次於 DDoS。

因此如何確保 DNS 正常運作是 ICANN 最重視的議題之一，目前的解決方案是採用 DNSSEC 這個標準，所以 DNSSEC 這個議題在 ICANN 及 IETF 等組織皆在熱烈的討論中，尤其在近年內 IETF 通過多項與 DNSSEC 相關的新版 RFC 之後，這些新版的 RFC 解決了先前舊版標準的缺失，因此在前幾次的 ICANN 會議中皆有 DNSSEC 的相關 workshop 或會議以推動 DNSSEC 的部署。

本次 ICANN 會議期間舉辦了一場 DNSSEC 的區域性討論會，主要邀集亞太地區目前有在參與 DNSSEC 測試的 ccTLD 進行座談會，講者包括來自台灣(TWNIC)、日本 JPRS、韓國 NIDA 及 IANA。

各 ccTLD 在座談會上先提出和談論他們的 DNSSEC 的設計、實施和操作後再接受與會者之提問。韓國提到本身在 DNSSEC 部署上的一些問題，日本提到目前的測試經驗，IANA 介紹目前的 root 測試系統，TWNIC 則介紹台灣推動 DNSSEC 之原因及測試結果。座談會中除了有討論到各 ccTLD 的作法及經驗外亦有討論到現有 DNSSEC 標準之問題(如 zone walking 等)，這些問題將在後續的 IETF 中解決，目前已知將在最近會有新的 RFC 發布。相關 DNSSEC 之座談資料可在 <http://losangeles2007.icann.org/node/77> 中找到。

3.2.4 同屬性名稱支援組織 (GNSO) 會議

在 GAC/GNSO 聯合會 GNSO 簡報有關國際性跨政府組織 (IGOs) 爭端解決及網域測試，兩項議題在稍後的 GNSO 諮商會議 (Council) 正式提報政策發展程序 (PDP)。GNSO 提報 WHOIS 及 OPoC (Operational Point of Control)² 研議之進度。

GNSO 進行長達 6 小時的工作研討會，會議開放一般公眾現

² OPoC 是將目前所列之技術及與行政聯繫資訊改為單一的操作聯繫資訊。對於 OPoC 的定位與權責、未公開資訊的使用權限，自然人與法人等不同身分之註冊人資訊公開的範圍是否有差別等議題仍再研議中。

場與線上參與，獲得參與者一致好評。但仍有幾項議題未決，特別是建議案 6 及 20，有關 gTLDs 系統實際運作問題；目前最困難的工作是規畫實際環境建置計畫之最終建議提案。

3.2.5 一般會員諮詢委員會 (ALAC) 會議

會議中，區域一般會員組織 (Regional At Large Organizations, RALOs) 代表批評委員會沒有金錢概念且運作不佳，使得會議氣氛一度緊張，且 RALOs 羅列幾項問題希望委員會解釋。但不久就以建設性的對話方式進行，包括 gTLD, IDN 議題及通過 IDN 快速流程 (fast track) 的決議。ALAC 亦要求 ICANN 提供更多的資源。

3.2.6 ICANN 董事會

本次會議中幾個重要會議董事會之決議，包括：

1. 確認成立 IDN 工作小組，以利研議快速開放 IDN 申請之政策與流程；
2. ICANN 董事會對於 ccNSO Council 所提之 ICANN 地理區域劃分建議案，將進一步尋求相關單位之意見，包括 GNSO、ccNSO、ASO、GAC 及 ALAC；
3. ICANN 董事會將要求 ICANN 工作人員於 2008 年 1 月之前提出一份開放 new gTLD 網域名稱之申請政策的分析報告，以利各界進行後續討論。

整體而言，在上次聖胡安及本次洛杉磯會議期間，ICANN 完成幾具關鍵性指標的任務：包括：

1. 與七個亞太及歐洲地區 ccTLD 管理單位簽署 Accountability Framework；
2. 與 AFRIREGISTER of Burundi 簽署 Registrar Accreditation Agreement，AFRIREGISTER of Burundi 是目前第二家以非洲為基地的 Registrar。

ICANN 未來還將與 CITEL (Inter-American Telecommunication Commission of the Organization American States) 及 CTO (Commonwealth Telecommunications Organization) 等單

位簽署備忘錄。

4. 會議及活動觀察

4.1 GAC Plenary 會議

巴西代表於 GAC Plenary 會議中報告 cert.br 在 2006.06-2007.09 間進入該國之垃圾郵件(SPAM) 監測結果，其中百分之 73.43 來自台灣。台灣固網、中華電信、seednet、新世紀資通分別佔前 5 名(如附件 6)。經觀察，尚無其他會員國有顯示我國濫發電子郵件嚴重之相關報告。根據英國 spamhaus 網站 (<http://www.spamhaus.org/>) 公佈 2007 年 11 月報告(如附件 7)，我國未列入前 10 大發送 spam 國家(但 hinet.net 名列第 4 大發送 spam ISP)。

4.2 DNSSec 相關會議及活動

本次會議，ICANN 邀請了 JPRS 的 Shinta Sato、NIDA 的 HanSang Lee 與 TWNIC 許乃文組長就日本、韓國與我方在台灣實行 DNSSec 的情形做專題報告，顯示 ICANN 對於 DNSSec 在亞洲的實施情形相當關切。JPRS 與 NIDA 都表示使用 DNSSec 對 zone file 簽章相當耗時，並說明他們目前試驗時採行的替代方案，這顯示 JPRS 與 NIDA 對於 DNSSec 的實務已經有相當的了解與準備。

4.3 CNNIC 的發言

CNNIC 在 11 月 1 日的 ICANN Public Forum 上，再度對於繁體中文與簡體中文在 IDN 使用時造成的混淆表示關切。並意圖建議繁簡中文字歸屬同一 NIC 下管理，ICANN Board 雖未接受，但歡迎中國代表於未來加入 IDN 議題之討論。

5. 檢討與建議

1. 此次 GAC 會議雖已對 “Selection of IDN ccTLDs associated

with the ISO 3166-1 two letter codes”文件所提出的諸多議題，逐一討論出具體意見，或可代表 GAC 與 ccNSO 間已達成原則性的共識，但與 GNSO 間的歧異似乎仍在。ccNSO、GNSO 這兩大推手，日後在 IDN 議題如何分進合擊，猶有待觀察，我國除應持續參與該議題在 GAC 及 ccNSO 之發展，也同時要關注 GNSO 對 IDN 議題可能產生的重大影響。

2. 就 RegisterFly.Com 所引發之事件，TWNIC 宜充分了解相關案情及後續討論，以爲日後類似案件之參考，以保護域名註冊者之權益。
3. 隨著 ICANN 的運作日趨穩定，以及聯合國介入網際網路治理的想法至今依然不斷拋出，ICANN 目前運作雖然暫時趨於穩定，但是其與聯合國所主導的 IGF 之間，將有何種互動關係，依然值得密切觀察。
4. 爲確保我國網際網路社群之權益和未來發展之契機，尤其是 IDN 此一實質議題討論，我國應該把握每一次會議機會，充分參與。
5. 雖然 IPv6 在 ICANN 似已被視爲 “internet’s vital expansion”，但不論在大會、GAC 或其他議場之討論，持保留態度或質疑的聲音仍此起彼落。我國投注在 IPV6 發展之成果已然可觀，但仍應關注國內 ISP 業者、學者及其他各界不同的看法或意見，以免發展方向有所偏廢。
6. 目前 ICANN IDN 工作小組 (IDN WG) 未來將正式成立，我方可積極加入，協助相關議題討論。
7. 另一個值得觀察的重點是中國已正式申請加入 ccNSO 會員 (ccnso.icann.org/applications/archive/msg00221.html)，是否顯示其有逐步返回 ICANN 架構之中，參與相關議題討論，值得關注。
8. 目前我國反制 spam 相關法規不足，ISP 業者雖在技術上可阻擋垃圾郵件，因垃圾郵件定義尚無定論，ISP 業者惟恐誤刪正常郵件，不敢斷然過濾郵件。爲有效嚇阻 spam 氾濫，建議相關政府部會加強法制措施 (如：濫發商業電子郵件管理條例) 及宣導教育，對於濫發電子郵件者處以適當之罰則，

並廣泛宣導正確使用電子郵件，以減少濫發電子郵件之行為。

6. 附件

1. ICANN 2007 年洛杉磯會議議程
2. GAC 2007 年洛杉磯會議公報
3. Issues paper: Selection of IDN ccTLDs associated with the ISO 3166-1 two letter codes
4. Draft Charter IDN Working Group
5. IDN ccTLDs? Designing An Interim Approach (Draft)
6. 巴西 2006-2007 年 SPAM 觀察簡報摘要
7. 英國 spamhaus 2007 年 11 月 SPAM 統計資料

ICANN 30th Los Angeles 2007 Schedule and Agendas

Saturday 27 October

09:00	17:00	GNSO Council Working Session	Carmel Room
14:00	18:00	GAC Working Group on IDNs (CLOSED)	La Jolla Ballroom

Sunday 28 October

09:00	10:00	GAC Working Group 1: IDNs in gTLD Space (CLOSED)	La Jolla Ballroom
09:00	16:00	GNSO Council Working Session	Carmel Room
09:00	18:30	A t-Large Advisory Committee Meeting (CLOSED)	Century A/B
09:30	17:00	A t-Large Regional Secretariats, 1st Session	Newport B
10:00	11:00	GAC Working Group 1: Follow-up to Whois and New gTLDs (CLOSED)	La Jolla Ballroom
11:15	13:00	GAC Working Group on IDNs (CLOSED)	La Jolla Ballroom
13:00	14:00	ICANN Board /GAC Joint Working Group (CLOSED)	La Jolla Ballroom
14:00	15:30	IANA Workshop: IPv6	International Ballroom
14:00	15:45	GAC Working Group 2&4: Meeting w/ccNSO Council (CLOSED)	La Jolla Ballroom
15:30	16:00	COFFEE BREAK	
16:00	17:30	IANA Workshop Part II: IPv6	International Ballroom
16:00	18:00	Joint GAC/GNSO Council Meeting	La Jolla Ballroom

Monday 29 October

07:30	08:30	Fellowship Participants Meeting	Newport B
08:00	17:00	ccTLD Technical Meeting	Los Angeles Ballroom
08:00	09:00	Intellectual Property Constituency's Whois Informational Briefing	Marina Room
09:00	09:45	Welcome Ceremony	International Ballroom
10:00	10:30	COFFEE BREAK	
10:30	11:00	ICANN Public Forum: President's Report and Comments	International Ballroom
11:00	12:30	Workshop: GNSO Improvements	International Ballroom
11:00	12:30	DNSSEC In The Field: Asia-Pacific and IANA	Marina Room
12:30	13:00	LUNCH BREAK	
13:00	19:00	GNSO Workshop on New gTLDs	International Ballroom
15:00	15:30	COFFEE BREAK	
19:00	20:00	Welcome Cocktail	Pacific Ballroom
19:00	21:00	ALAC & RALO Secretariats Joint Meeting, 1st Session	Century A/B

Tuesday 30 October

07:30	08:30	Fellowship Participants Meeting	Newport B
08:00	12:00	Cross Constituency Meeting	International Ballroom
09:00	17:00	gTLD Registries Constituency Meeting	Carmel Room
09:00	18:00	Registrars Constituency Meeting	Bel Air Room
09:00	17:00	Non-Commercial Business Users Constituency	Marina Room
09:00	17:00	ccNSO Members Meeting	Los Angeles Ballroom
09:00	10:30	GAC Working Group 7: GAC Reforms (CLOSED)	La Jolla Ballroom
09:00	11:00	A t-Large Community Meeting with ICANN Board Members	Century A/B
10:00	13:00	A t-Large North American Region Meeting	Newport D
10:30	11:00	COFFEE BREAK	
11:00	11:45	GAC Working Group 7: Discussion of Input on Accountability (CLOSED)	La Jolla Ballroom
11:45	13:00	SSAC Briefing for GAC and ccTLD Operators on DNSSEC (CLOSED)	La Jolla Ballroom
13:00	14:00	LUNCH BREAK	
14:00	16:30	GAC Plenary (CLOSED)	La Jolla Ballroom
14:00	17:00	Intellectual Property Interests Constituency Meeting	Newport B
14:00	17:00	Internet Service and Connectivity Providers Constituency Meeting	Newport C
14:00	16:00	Commercial and Business Users Constituency Meeting	International Ballroom
14:00	17:30	A t-Large Advisory Committee Meeting, 2nd Session	Century A/B
15:00	15:30	COFFEE BREAK	

15:00	16:30	A t-Large Regional Secretariats, 2nd Session	Newport D
16:45	18:00	GAC Meeting with the ICANN Board (OPEN SESSION)	La Jolla Ballroom
17:00	18:00	Meeting: Caribbean and Latin American ccTLDs	Los Angeles Ballroom
19:30	23:00	GALA Event@ Sony Studios including Official Tribute to Vint Cerf	Off-site
07:30	08:30	Fellowship Participants Meeting	Newport B
Wednesday 31 October			
08:30	10:00	Open GNSO Council Meeting	International Ballroom
09:00	10:30	GAC Plenary (CLOSED)	Plaza A
09:00	15:15	ccNSO Members Meeting	Los Angeles Ballroom
10:00	10:30	COFFEE BREAK	
10:30	12:00	Open GNSO Council Meeting continued	International Ballroom
10:30	12:00	ASO Workshop	Marina Room
12:00	13:00	LUNCH BREAK	
13:00	14:00	Workshop: Internet Governance	International Ballroom
13:30	15:00	SSAC Open Meeting	Carmel Room
14:00	15:00	Workshop: ICANN Translation Policy	International Ballroom
14:00	18:00	GAC Plenary (CLOSED)	Plaza A
15:00	15:30	COFFEE BREAK	
15:00	16:00	AntiPhishing Working Group	Marina Room
15:30	17:00	A t-Large Community Registrar Accreditation Agreement (RAA) Tutorial/Workshop	International Ballroom
15:30	17:00	Draft Strategic Plan and the Revised Frameworks and Principles for Accountability and Transparency	Carmel Room
17:00	18:30	Workshop: ICANN Nominating Committee Review	International Ballroom
17:00	18:00	ccNSO Council Meeting	Los Angeles Ballroom
21:30	22:30	APRALO Monthly Teleconference (CLOSED)	Newport C
Thursday 01 November			
07:30	08:30	Fellowship Participants Meeting	Newport B
08:30	13:00	ICANN Public Forum	International Ballroom
13:00	14:00	LUNCH BREAK	
13:00	17:00	ALAC and Regional A t-Large Secretariats Joint Meeting, 2nd Session	Plaza A
14:00	17:00	GNSO Council Discussion of Input from Meetings	Carmel Room
15:00	15:30	COFFEE BREAK	
Friday 02 November			
07:30	08:30	Fellowship Participants Meeting	Newport B
08:30	13:00	Meeting of the ICANN Board	International Ballroom
13:30	17:30	3rd DNS-OARC Workshop	Bel Air Room

ICANN/GAC 2007 年洛杉磯會議公報



Governmental Advisory Committee

Los Angeles, 31st October 2007

GAC Communiqué – Los Angeles October 2007

I. INTRODUCTION

The Governmental Advisory Committee (GAC) of the Internet Corporation for Assigned Names and Numbers (ICANN) met in Los Angeles, during October 27 -31, 2007.

40 members and 2 observers participated in the meeting.

The Governmental Advisory Committee expressed warm thanks to ICANN for hosting the annual meeting in Los Angeles.

II. IDNs

The GAC welcomes ICANN's progress on the introduction of test IDNs in the root.

In Los Angeles, the GAC had a brainstorming session on possible answers to the joint ccNSO-GAC issues paper: *selection of IDN ccTLDs associated with the ISO 3166-1 two letter codes*. The discussion mainly identified basic principles of agreement and highlighted issues that need further consideration. Discussion will continue on the answers with the intention of producing a final document at the Paris meeting in June 2008 as input to the anticipated ccNSO Policy Development Process.

The GAC reaffirms support in principle to the possibility of a fast track approach and welcomes the proposal of the ccNSO Council to create an IDN working group. The GAC will actively engage in the process.

III. WHOIS issues

The GAC welcomes the opportunity to respond to the "draft ICANN Procedure for Handling WHOIS Conflicts with National Privacy Laws". Due to the complexity of this issue related to the diversity of national policies and procedures among GAC members the

GAC does not believe a uniform process is workable and accordingly the interim solution from the GAC's San Juan communiqué should be the basis of resolving any potential conflict:

... specific cases should be referred to the relevant national government for advice on the authority of the request for derogation from the ICANN gTLD WHOIS policy.

The GAC reiterates its recommendation outlined in the GAC WHOIS principles that a study on uses and misuses of WHOIS data should be undertaken by ICANN and is prepared to contribute to the elaboration of the terms of reference of such a study.

IV. Accountability principles and definition

The GAC acknowledges ICANN's commitment to make further progress on transparency and accountability. In response to an ICANN Board request in San Juan the GAC submits a paper on *Definitions of Accountability in the ICANN Environment* (Annex A) as an input to the ongoing consultations on the "Accountability and Transparency Frameworks and Principles"

V. IPv4 free pool depletion and the deployment of IPv6

The GAC received a briefing from the NRO and appreciates ongoing work within ICANN in raising awareness about IPv4 and IPv6 issues. Specifically, the GAC noted the important need for the continued good management of the IPv4 address space in light of the depletion of the free pool and the urgent need for initiatives by all relevant stakeholders to ensure the acceleration of the deployment and use of IPv6 addresses. In this respect, the GAC noted the particular importance of such matters for developing countries.

VI. SSAC briefing

The SSAC provided a briefing to a session of the GAC also attended by the ccTLD community which gave a useful opportunity for discussion of issues surrounding the deployment of DNSSEC and issues related to signing the root. The GAC will keep these issues under review.

VII. New gTLDs

The GAC appreciates the work done by the GNSO regarding the proposal for principles, recommendations and implementation guidelines for new gTLDs. After initial analysis the GAC draws attention to the fact that the proposal does not properly take into account paragraph 2.2 in the *GAC principles regarding new gTLDs*, in particular on the avoidance of country names. In practice some countries would not be in a position to avail themselves of

the proposed objection mechanism especially those not participating in ICANN activities. The GAC will monitor the implementation of the new gTLD policy and the new g TLD application round and will provide further input as necessary. GAC members also agree to reflect on the need to provide advice on the final report by the GNSO on the introduction of new generic top level domains.

VIII. Institutional issues

The GAC welcomes the announcement by the United States Department of Commerce that the mid-term review of the Joint Project Agreement will be conducted as planned through March 2008. The GAC will consider contributing to this review process.

Having discussed possible ways and means of implementation of WSIS outcomes in relation to Internet governance relevant to ICANN mandate and suggesting to improve communication about ICANN's relevant activities, the GAC considers it useful for ICANN to include, where possible, in its annual reports information on steps taken by the organization and its constituencies in implementing relevant outcomes of the Tunis agenda.

IX. GAC working group reform and working methods

Taking into account that all supporting organizations and advisory committees and the Board are undergoing review, the GAC revisited its current working methods.

Following its initial reflections, the GAC considers that translation of its deliberations and main documents into other languages would benefit the majority of GAC members, non-native English speakers.

X. Work Program 2008

IDN deployment will be a major priority for the GAC in 2008. The GAC is committed to provide written input to the ccNSO/GAC list of issues by June 2008. Matters related to IPv4 and IPv6 addressing and the security and stability of the DNS are considered as matters of priority in 2008.

The work program is subject to review and will be adjusted as challenges arise.

XI. Elections and nominations

Ms. Maimouna Diop Diagne from Senegal was reappointed to the position of Vice Chair of

the GAC for 2008. Elections of two other Vice Chairs will take place in the New Delhi meeting.

The GAC thanks Frank March from New Zealand and Bill Graham from Canada for their service in capacity as Vice Chairs and their outstanding contribution to the work of the GAC.

The following members have been designated to serve as GAC representatives to the Emergency Numbers and Addresses Committee (ENAC) for 2008:

Ms. Suzanne Sene (USA)

Mr. Sune Jin Christensen (Denmark)

Ms. Manal Ismail (Egypt)

Ms. Olga Cavalli (Argentina)

Mr. Brenton Thomas (Australia)

The GAC will provide advice concerning the role of the GAC Liaison to the Nominating Committee in the course of the Nominating Committee Review. In the interim, the GAC will defer the appointment of a GAC Liaison to the new Nominating Committee.

XII. Tribute to Vint Cerf

The GAC acknowledges the outstanding contribution of the Chairman of the ICANN Board, Vint Cerf, and expresses its heartfelt gratitude for his commitment to ICANN and development of the Internet in general. Particularly, the GAC acknowledges his efforts in promoting accessibility of the Internet in the developing world.

* * * *

The GAC warmly thanks all those among the ICANN community who have contributed to the dialogue with GAC in Los Angeles.

The next GAC meeting will be during the period of the ICANN meeting in New Delhi, India, 9th –15th February 2008.

Los Angeles, 31st October 2007

DEFINITIONS OF ACCOUNTABILITY IN THE ICANN ENVIRONMENT

There are several ways to look at the definition of accountability. Each has its own implications when applied to ICANN. This paper represents current GAC thinking on the issue, and is offered for consideration by the ICANN Board and the ICANN community more widely:

Accountability in the public sphere

In the public sphere (i.e., governmental), GAC members collectively have a wealth of experience. Our experience is relevant to the extent that ICANN performs a public trust function -- which seems to be an assumption consistent with the nature of the Corporation as defined in particular by Article 3 of the "Articles of Incorporation". But it would not be reasonable to suggest holding ICANN to the same standards of accountability that would apply to government officials, who in democratic societies are held to quite a high standard of accountability to the political level, and through them to the population. On the other hand, governments' definitions of accountability might prove useful for our consideration of this topic, and in that light GAC offers the following definition:

Accountability is the obligation to demonstrate and take responsibility for performance in light of commitments and expected outcomes.

Governments often have mechanisms in place to assure the public that they have behaved responsibly, including mechanisms for reconsideration of decisions. This can take the form of an audit or evaluation, usually performed by an independent officer, such as an audit or general, inspector general. Others use outside auditors. These are integral to a system of checks and balances. As outlined in the Draft Management Operating Principles, ICANN does have review mechanisms (Board Reconsideration Committee, Independent Review Panel, Ombudsman), but these are somewhat circular in that they all return back to the Board for a final decision. The ultimate external accountability mechanism is succinctly stated: ICANN can be taken to court. While this is true, the cost of undertaking a court action against ICANN is prohibitively expensive in both cost and time.

Another aspect of accountability in the government realm can be referred to as a culture of accountability. For example, it is possible for an organization to have a good definition for accountability and good bylaws, but the culture of accountability can determine to a large degree how these are implemented. It is useful to think about how ICANN interprets and implements its existing mechanisms. Good policies can fail if appropriate enforcement is not

provided, as recent experience has shown. More can be done in that respect. The definition of Internet governance in the Tunis Agenda refers to “the development and application ... of shared principles, norms, rules, decision-making procedures, and programs that shape the evolution and use of the Internet.” The "application" part covers both implementation and enforcement.

The GAC also considered the importance of the role of the ICANN Ombudsman in the broad accountability regime. The Ombudsman’s role is to help assure ICANN stakeholders their problems will be addressed. That he cannot overturn decisions, and can be fired by the Board, serve as a check on his powers. A quick look at the 26 October 2007 Ombudsman’s report shows that some recommendations were and some were not acted upon. In at least one country with an Ombudsman similar limitations exist, but there the government has very rarely not complied with Ombudsman recommendations (and has never dismissed an Ombudsman). ICANN might consider what it can do to strengthen the visibility of the Ombudsman as it seeks to improve the organization’s accountability. This could be accomplished by responding more vigorously to the Ombudsman’s recommendations where possible, as a way of demonstrating its commitment to accountability. In cases where the ICANN Board determines it would be inappropriate to comply with a recommendation from the Ombudsman, as a general principle the Board should publicly state its reasoning, understanding always that in exceptional cases confidentiality may be deemed essential. Finally, when selecting a new Ombudsman, ICANN must employ a clear and transparent mechanism to ensure the appointee will have the respect and support of the full range of stakeholders. This is important to diminish the risk of the ICANN Board’s having to dismiss the Ombudsman, an action which would not be well regarded by either stakeholders or the world at large..

Accountability in membership organizations

In the realm of membership organizations, accountability is to the members. That is usually thought of in two ways. First is fiduciary accountability ensuring the appropriate and responsible handling of funds. Second is political accountability whereby the members have an expectation that the executive perform functions in line with the wishes of the membership. The first is usually affirmed by auditors. The second is usually accomplished through elections (whose results can be affected by what is said by auditors). This is difficult in the ICANN context, where there is no membership, but there are “stakeholders,” “participants” and “affected communities,” some of whom have expressed a desire to see political accountability mechanisms in place, in addition to the fiduciary mechanisms. But in a context

where there is no defined membership, it is more challenging to find an appropriate mechanism for political accountability. The GAC is not 100% persuaded by the argument that one difficult election experience rules out the possibility of any type of election mechanism being more successful, but I recognize more work is needed. A PDP or other open process may be the appropriate mechanism to ask stakeholders of all types to state precisely what they believe is missing from ICANN's political accountability. The GAC notes that the current reviews of the Board and of the NomCom are likely to attract useful comments on these topics.

Accountability in non-membership organizations

In the realm of non-membership organizations – there should normally be accountability to an incorporating body. Thinking in terms of NGOs and not-for-profit entities, these are usually incorporated in some jurisdiction. Accountability is usually of the fiduciary type -- ensuring that funds flowing into and out of the organization are handled in a manner appropriate to the charter, mission and aims of the organization – and there can be broader accountabilities governing responsible behaviour by the entity. ICANN is obviously this type of organization, and it has a fairly conventional mechanism for ensuring these types of accountability. Like most non-membership organizations, ICANN also holds Annual General Meetings and issues a public Annual Report. The issues and debates around accountability seem to me to be framed by the expectations of some participating individuals and "communities" (see membership organizations above). The issue for ICANN's Board seems to me to be whether or not to attempt to find new ways to address the demands/desires of those individuals and communities.

Other considerations about accountability

Business entities also have accountability mechanisms, often a mix of those mentioned above. With regard to fiduciary accountability, there is almost always a requirement that finances be managed in a manner appropriate both for the proprietors or investors and for the state (which has usually got expectations related to taxation, compliance with laws, and in some senses with ethical norms of behaviour). Sometimes a political mechanism is used to ensure fiduciary responsibility (shareholders' meetings; Board elections), sometimes a more administrative approach (appointed Boards, Annual Meetings, Annual Reports, etc.). The market also imposes its own kind of accountability: investors/shareholders/consumers “vote” by providing or withdrawing resources. This environment should perhaps be examined to see if any models can be found that would have lessons for ICANN, but the fundamental difference between the imperatives of for-profit businesses and not-for-profit organizations may muddy the waters. The fact that ICANN's responsibilities for naming and numbering have significant economic import for business entities suggest to me at least that some consideration should be given to accountability mechanisms in a business environment. In

this respect, ICANN needs to be accountable to the community, and to anyone materially affected by its decisions.

The point of looking at these different models is to provide a framework for GAC to use in looking at "accountability and transparency" of ICANN. From the perspective of the GAC, ICANN has been making good progress on transparency issues. Nonetheless, the GAC believes a few issues remain to be dealt with: making information more easily/readily available is just one part of the process. Other important elements involve making certain the information is succinct, usable, and placed in context. The purpose of particular postings or deliberative processes must be made clear, and sufficient time has to be allowed for the submission of comments. Once comments have been submitted and reviewed, the results of the review need to be written up and explained, to facilitate a clear understanding of the premise and scope of whatever decision is taken by the board.

GAC members are aware that the ICANN Board sometimes deals with sensitive issues, such as cases concerning delegation and re-delegation, where it is not appropriate to publish all of the information considered in the decision making process. However, even in those circumstances, when the ICANN Board publishes its agendas and minutes it should identify which topics are regarded as sensitive, and offer an explanation of why they are considered sufficiently sensitive to justify keeping related information confidential.

After thinking through the framework above, it is clear that the issue of "accountability" for ICANN is difficult. By many measures, ICANN seems to have a reasonable set of mechanisms in place to assure accountability in a non-member organization, recognizing that improvement is always possible. The question the GAC would like to pose in this paper is whether ICANN's Board is satisfied that the organization is doing as well as possible not only to meet the requirements of its Articles of Incorporation and related official requirements, but also to answer the needs vocally being expressed by individuals and communities interested in the organization?

These questions will no doubt be addressed through the mechanism of the upcoming 2007 Review of the ICANN Board, for which the terms of reference were posted, with comments due October 11. The draft terms of reference clearly open the door to consideration of the issues outlined above. Similarly, concerns around accountability in how the Board is selected will be the subject of ongoing deliberations, through the review of the Nominating Committee. The review report will be submitted to the Board and posted for public review and comment.

Looking at accountability in these three different environments, it is possible to draw out some points that are common to all of them which can extend this discussion as it moves forward. For example, no matter how defined, accountability can be assessed and measured in terms of:

- processes by which decisions that affect the broader community are developed and adopted;
- mechanisms by which the inputs and rationales for such decisions are explained (this

includes explanations of what inputs are used in a process and why inputs received via a public consultation process have been rejected); and

- processes by which stakeholders can raise concerns and seek redress.

The GAC also wants to point out that in some sense, ICANN's mandate puts it in a situation of having specific responsibilities to the entire global community. An Annual Report is a useful mechanism to report on its stewardship, but the organization should take care to show its sensitivity to the interests of the whole international community. The GAC's message to ICANN is that they may need to look for mechanisms to increase political accountability. This should be a consideration in the work of the President's Strategy Committee, including considerations of expanded internationalization.

In conclusion, the GAC believes that ICANN has made progress in its efforts to improve its transparency and accountability. But the GAC also believes that this must be an ongoing process. As government representatives, we are committed to continuing to work with ICANN and its communities in their ongoing work.

31 October 2007

ISSUES PAPER

Selection of IDN ccTLDs associated with the ISO 3166-1 two letter codes

1. General issues regarding IDN ccTLDs

Which ‘territories’ are eligible for an IDN ccTLD?

The existence of IDNs as ccTLDs assumes a direct relationship between an IDN TLD string and a ‘territory’ as in ASCII ccTLDs.

a) Should this relationship be maintained?

- In the context of IDN ccTLDs, a relationship should be maintained to a specific geographical territory currently allocated to an ASCII ccTLD. Going beyond territories may lead to gTLDs which is beyond the scope of the paper.

b) If so, should the ‘territories’ which are potentially eligible for IDN ccTLDs be exactly the same as the ‘territories’ that are listed in the ISO-3166-1 list?

- All territories eligible for ccTLDs should be eligible for an IDN ccTLD.
- The process of identifying territories eligible for an IDN ccTLD should be the same as the process used for identifying territories eligible for ASCII ccTLDs.
- Any changes to the current process used for ASCII ccTLDs should be equally applied to the IDN ccTLDs process.
- The existing status as per the list of ISO -3166-1 list should be followed for identifying the IDN ccTLDs.

c) If not, should another list be used or should another mechanism be developed?

d) Should anything be done about ccTLDs already being used as gTLDs?

- The process of identifying eligible territories for an IDN ccTLD is not the right venue to try solving the problem of ccTLDs currently being used as gTLDs.
- Concerned ccTLDs and gTLDs should evolve a consensus with all stakeholders.
- Safeguards should be put in place to prevent use of new IDN ccTLD as gTLD.

Should an IDN ccTLD string be “meaningful”?

An ASCII ccTLD string ‘represents’ the name of a ‘territory’ based on its entry into the ISO 3166-1 list.

a) Is there an obligation to make the IDN ccTLD string ‘meaningful’ in its representation of the name of a ‘territory’? For example, whereas .uk is ‘meaningful’ because it is a commonly

used abbreviation for United Kingdom, .au is not 'meaningful' because the commonly used abbreviations for Australia are Oz or Aus.

- It is important to have pre-defined lists to rely on (reference table similar to one in ISO 3166) when introducing IDNs, similar to the use of the ISO 3166 -1 list for ASCII ccTLDs.
- IDN ccTLD strings within those lists should be made as meaningful as possible.
- An IDN ccTLD string should essentially belong to the character set representing a language bearing a correlation with the country/territory name as well as is meaningful. It is important that an IDN ccTLD has LINGUISTIC ICONS i.e. it should be recognized by the community at large and should be also CULTURALLY ICONIC i.e. acceptable to a user community.

b) If so, how is “meaningful” determined and by whom?

- Strings within those lists should be made as meaningful as possible by internationally recognized and/or collectively agreed standardization agency in consultation with relevant government authorities and relevant language communities.

How many IDN ccTLDs per script per ‘territory’?

Apart from some exceptions, there is one single ASCII ccTLD per listed ‘territory’.

a) Should there similarly be only a single IDN ccTLD for a given script for each ‘territory’ or can there be multiple IDN ccTLD strings? For example, should there be only one equivalent of .cn in Chinese script for China or .ru in Cyrillic for Russia?

- The number of IDN ccTLD strings should be directly proportional to the number of languages/scripts used by the territory/country/state without any restriction on the upper limit of the number of IDN ccTLD.
- During first phase, there should be one single IDN ccTLD per script per territory .

b) Could there be several IDN strings for a ‘territory’ in a script? If so, who would determine the number and what are the criteria?

- Local Internet & language community and the relevant government should determine the needed number and the criteria for such IDN ccTLDs within a territory.

c) If an IDN ccTLD string is not applied for, for whatever reason, should an IDN ccTLD string that could be associated with a particular ‘territory’ be reserved or protected in some way?

- The IDN ccTLD string of a specific territory, if unapplied for, should be reserved for this territory.

How many scripts per ‘territory’?

a) Can a ‘territory’ apply for more than one IDN ccTLD string in different scripts if more than one script is used to represent languages spoken in that location? For example in Japan more than one script is used to represent the Japanese language. In other words, should there be a limit on the number of scripts each territory can apply for?

- A territory can apply for more than one IDN ccTLDs in different scripts if more than one script is used to represent its spoken languages.

b) In what circumstances would it be appropriate to seek to introduce a limit on the number of scripts a ‘territory’ may choose to introduce for a ccTLD or any TLD with a national connection?

- In later phases a limit may be considered only if there is technical evidence that such a limit is needed.

c) Can a ‘territory’ apply for an IDN ccTLD string even if the script is not used in a language with any ‘official status’ in that ‘territory’? For example, if the Kanji script is accepted under the IDNA protocol, can Australia apply for a representation of Australia in that script even though neither the script nor any language deriving from it has any ‘official’ status in Australia?

- There is no reason behind such a limitation.
- It should be left to the concerned government to decide to use a script which is not used in a language with any official status within that territory.
- Territories are expected to prioritize their IDN ccTLDs requests according to their languages priority where it could be easily assumed that priority would be given to languages of official status.
- If a limit is to be introduced, this should be made clear before allowing a second IDN ccTLD in order for territories to properly sort their priorities.

d) If ‘official status’ is required who will define it and who will determine it in each case?

- The responsible governmental authority for a territory / local internet community should be the reference in defining its language priorities.

Number of characters in the string?

Currently, ccTLD strings are limited to 2 US-ASCII characters and gTLDs to 3 or more. It is understood that abbreviations can be problematic for internationalized TLDs as abbreviations used in US-ASCII are not used on a global basis in all scripts. The underlying nature of IDN makes the actual string inserted in the DNS always longer than two characters when expressed in Unicode (due to the IDNA requirement to prefix internationalized labels with ‘xn—’). However, it is how the string appears in its non US-ASCII character set that is important. In this context:

a) Should all IDN ccTLD strings be of a fixed length, for example by retaining the

two-character limitation that applies to ASCII ccTLD labels, or can they be of variable length? If a variable string length is introduced for IDN ccTLDs, should it also be introduced for ASCII ccTLDs?

- It is not suitable to apply fixed-length limitation on all IDN ccTLD strings as this would highly affect the meaningfulness of IDN ccTLDs.
- There is need to allow for variable-length IDN ccTLD. Maximum length of a string should be set by technical standards with stability, security and integrity in mind.
- IDN ccTLD representing territories appropriately in local languages may spill to 4 -5 characters. The existing punycode barrier needs also to be re -examined.
- It is not advisable to re-visit the 2-character limitation of the current stable and operational ASCII ccTLD system.

b) Does moving outside the current 2 symbol limitation create any security, stability or integrity issues?

- Moving outside the current 2-character limitation should not create any security, stability or integrity issues.
- Variable length TLDs have been experienced with the current stable and operational gTLDs and sTLDs.
- New string-length limit for IDN ccTLD representation standard can only be created through the process of consensus calling for RFCs conforming to the IDNA requirements of security, stability and integrity and through a discussion among all stakeholders.

c) Who determines the appropriate label used to represent a new IDN ccTLD string, and how are the set of characters used to represent this label selected?

- Within the process of creating pre-defined lists for the various IDN ccTLDs, the responsible governmental authority for a territory should be the reference in defining its IDN ccTLD string.
- Internationally recognized standardization organization should be involved in developing a reference table.

Are there any ‘rights’ attached to a given script?

In purely technical terms, a script is a collection of symbols. However, each of those collections of symbols when put together in particular ways produce the ‘languages’ of groups of people sometimes defined by borders, although very often not. These groups are often referred to as language communities.

a) Should such groups (or their governments) have special rights regarding those scripts? For example, should the Korean language community be entitled to restrict the use of the Hangul

script? If special rights exist what is the procedure to exert these rights and resolve conflicts?

- Within the context of the IDNA protocol, language tables should be defined only by the relevant language communities / internationally recognized standardization organization, then posted for public use by any registry. The use of those language tables should not be restricted in any sense.

b) Can anyone get acceptance of a script under the IDNA protocol or are there restrictions? For example, can a gTLD registry get the Kanji script accepted under the IDNA protocol? Should that use be vetted/approved by Japan? If yes, would the same requirement apply if a script is used in more than one 'territory'?

- Preservation of languages and culture mandates that language tables be defined only by the relevant language communities / internationally recognized standardization organization, then posted for public use by any ccTLD or gTLD registry. The use of those language tables should not be restricted in any sense.

c) Should it be possible to adopt two or more 'versions' of a script with only minor differences for use under the IDNA protocol and are there issues or concerns should this occur?

- It is recommended that each language community comes up with one language table for its script.
- Adopted version of Unicode should be complete and include all scripts.
- Adopted version of Unicode should be constantly updated with newer versions to help include maximum character sets of any language and ensure a strong and dynamic variant table to handle all security issues.

2. Introduction of IDN ccTLDs

Should a list of IDN ccTLD strings be mandated?

In the US-ASCII case, ccTLD strings are currently primarily based on the ISO 3166-1 Alpha 2 list. If a similar mechanism were adopted for IDN ccTLDs, this could mean that every ISO 3166 entry would have an equivalent IDN ccTLD string(s) to represent it.

- a) Is such a list necessary? *[replies to questions a) to g) are aggregated below]*
- b) Who would develop such a list?
- c) Should such a list be mandated?
- d) If yes, by whom?
- e) Who would develop the criteria and relevant policies for identifying IDN ccTLDs?
- f) Under what policy or authority would the list be created?
- g) If additional criteria and or policies are required, who is responsible for formulating that

policy?

- During phase one only a single list should be compiled by a selected committee within ICANN and agreed upon through consultation with concerned government authorities, concerned ccTLD registries and relevant language communities.
- This list should, initially, contain one IDN equivalent for ASCII ccTLDs, as requested by territories, and should then be mandated before introduction of IDNs.
- Agreeing on a list beforehand is necessary and would facilitate work in the future.
- Territories eligible for ASCII ccTLDs should be eligible for an IDN ccTLD.
- Agreeing upon general guidelines for developing this list beforehand, would facilitate and speed up the process of developing the list. These guidelines could include criteria such as:
 - shortest meaningful string
 - relating to territory name
 - defining limitation on string length
- At a later stage, more comprehensive per language lists may be compiled, for the record, by relevant language communities, made available for public comments and sent to concerned governments for approval.
- Current policies applicable for ASCII ccTLDs should be revisited by selected committees within ICANN and extended, if needed, to accommodate for IDN ccTLDs.
- The reference table should be developed by the internationally recognized standardization organization by using existing methodology of standards setting.

What precedence should be given to ccTLDs in the IDN implementation process?

- It is important to have a clear policy set for IDNs for both ccTLDs and gTLDs yet precedence should be given to ccTLDs as ready for implementation. It is recommended to have 2 parallel processes; one which could take some time to develop and put in place all policies related to the introduction of IDNs and another to deal with faster roll-out of IDN ccTLDs.

Who selects the IDN ccTLD string in the absence of a mandated list?

If IDN ccTLD strings are not going to come from a mandated list then, how does an IDN ccTLD string become designated as the string for a particular ‘territory’?

a) What are the criteria and policies to determine who can submit a request for the designation of an IDN ccTLD?

- Procedure should be similar to the ASCII ccTLD delegation.
- vs.
- The respective government of a territory where the languages are officially recognized

should be the sole authority to ask for such an IDN ccTLD.

b) Who will develop the criteria and policies for determining the designation of an IDN ccTLD?

- A selected multi-stakeholder committee within ICANN should develop the criteria and policies for determining the designation of IDN ccTLDs while ccNSO Council engages in full PDP. The former should be agreed upon through consultation with concerned government authorities, concerned ccTLD registries and local Internet community. The GAC should be part of the latter.

vs.

- The local Internet and language community and the government should develop the criteria and policies for the IDN ccTLDs. ICANN may be a facilitator to define the norms and criteria for determining the designation of an IDN ccTLD.

c) How will such issues as competing requests (both domestic and international) be dealt with?

d) What will happen if 2 'territories' are eligible for the same or confusingly similar strings for IDN ccTLD?

- Competing or confusingly similar requests should be dealt with by IANA on a case by case basis in consultation with all concerned stakeholders.
- Confusingly similar strings should be kept in the reserved list and be resolved with the help of concerned stakeholders.

What coordination should exist between the different actors?

The deployment of IDN ccTLDs will require coordination among various actors, within territories and ICANN constituencies. Irrespective of the methodology employed, some coordination questions must be addressed, such as:

a) Who are the appropriate actors?

- Relevant actors include:
 - Concerned governments
 - Current ccTLD registries / registrars
 - Language experts
 - Language communities and local users
 - Relevant ICANN constituencies such as: ccNSO, GAC,
 - ICANN IDN committee
 - IETF
 - Unicode consortium
 - Intergovernmental organizations

b) What are their roles?

- All relevant actors are entitled to voice their opinions within a public & inclusive

consultation process and work towards evolving a consensus for IDN ccTLD formulation from the point of view of technical and operational stability, security and addressing the public-policy issues.

c) Do the GAC ccTLD principles need to be revised in the light of the introduction of IDN ccTLDs?

- GAC principles for the delegation and administration of ccTLD should equally apply to IDN ccTLDs.
- GAC ccTLD principles need to be re-casted in light of IDN ccTLDs in terms of protocols, delegation criteria, language & variant tables, reserved names etc..
- Minor editing may be needed to extend the scope of the document to include IDN ccTLDs (such as definitions, referencing of RFCs, etc....).

3. Delegation of IDN ccTLDs

Do existing ccTLD delegation policies apply to the delegation of IDN ccTLDs? If not:

- It is recommended to apply the existing ccTLD delegation policies to the delegation of IDN ccTLDs.

a) Who can apply to have the IDN ccTLD delegated or to be the delegate for that ccTLD?

[replies to questions a) & b) are aggregated below]

b) Who decides on the delegation and in particular:

- Are there specific reasons for deviating from the standard practice/guidelines that a zone should only be delegated with the support of the local internet community, which includes the government?
- Is consent/involvement/knowledge of government required?
- Is consent/involvement/knowledge of incumbent ccTLD manager required?
- Is there any presumptive right of the ASCII ccTLD manager over a corresponding IDN ccTLD?
- Local Internet and language community and the Government are the main stakeholders of IDN ccTLD delegation.
- Government consent is essential.
- Incumbent ccTLD operator should be involved throughout the process
- It is recommended to apply the existing ccTLD delegation policies to the delegation of IDN ccTLDs, including the standard practice/guidelines.
- Where appropriate a priority should be given to the current ccTLD registry for applying to have the IDN ccTLD delegated after government consent.

vs.

- Not at all. This should be treated as a separate entity which is open for other players also to be able to participate and compete to manage the Registry.

- In case the current ccTLD registry shows no interest, another entity may apply for delegation of the IDN ccTLD, subject to approval by the concerned government.

c) Who will formulate the policy for these processes?

d) Do existing US-ASCII ccTLD delegation policies for dealing with multiple applications, objections to applications or disputes apply to the same issues in the delegation of IDN ccTLDs? If not who will formulate the policies for these issues?

e) Taking into account all experiences ICANN has acquired - should there be an agreement between ICANN and the IDN ccTLD operator on the operation of the IDN ccTLD string ?

- It is advisable to have an agreement formalized between ICANN and the IDN ccTLD operator, on the operation of the IDN ccTLD string, based on readiness and consent of both entities.
- It is also advisable, if appropriate, to have the concerned government involved in such an agreement.

4. Operation of IDN ccTLDs

Is the operation and management of an IDN ccTLD different to that of an existing US -ASCII ccTLD such that there are specific global technical requirements, in addition to the general IDN standards, needed for the operation of an IDN ccTLD? If so, how are those requirements developed and who would develop them?

- No.

vs.

- Operation and management of IDN ccTLDs will call for knowledge of language character set, variant table, dispute resolution mechanism, language keyboard, reserved name list etc.. These should be developed by the concerned language territory, community and the Government keeping the IDN standards .

Draft Charter IDN Working Group (DRAFT FOR DISCUSSION)

A. Purpose

To meet near-term demand, gain experience in dealing with IDNs as ccTLDs and to inform the country code policy development process launched on 2 October 2007 (IDN ccPDP) aimed at creating an overall policy, a fast track approach to introduce a limited number of IDN ccTLDs associated with the ISO 3166-1 two-letter codes (IDN ccTLDs), in a short time frame is being considered.

The purpose of the IDN Working Group (IDN WG) is to develop and report on feasible methods, if any, that would enable the introduction, in a timely manner and in a manner that ensures the continued security and stability of the Internet, of a limited number of non-contentious IDN ccTLDs while the overall policy is being developed.

B. Scope

The IDN ccPDP is intended (if initiated following completion of the Issues Report) to develop overall policy for IDN ccTLDs.

The scope of the IDN WG is limited to developing feasible methods (for the introduction of a limited number of IDN ccTLDs) that do not pre-empt the outcomes of the IDN ccPDP.

In considering feasible methods the IDN WG should take into account and be guided by:

- The overarching requirement to preserve the security and stability of the
- DNS;
- Compliance with the IDNA protocols;
- Input and advice from the technical community in respect to the implementation of IDNs;
- Current practices for the delegation of ccTLDs.

If issues become apparent to the IDN WG that are outside of its scope, the IDN WG

Chair should inform the ccPDP Issues Manager of the issue so that it can be taken into account in the ccPDP. The IDN WG Chair will also submit all Reports of the IDN WG to the Issues Manager.

C. Membership of the IDN Working Group

The IDN Committee will have the following members:

Members of the GAC including its chair;

Members of the ccNSO including its chair;

Two (2) members of the GNSO;

Two (2) members ALAC;

One (1) representative of technical community;

One (1) member of the SSAC: and

Two (2) ICANN staff members.

The IDN WG shall select its own chair from the members of the Working Group.

ICANN will provide adequate staff support to the IDN WG

D. Process for the development of feasible methods for fast track approach

1. IDN WG Initial Report

The IDN WG shall publish for public consultation an Initial Report on a method or alternative methods at the time designated in the IDN WG Time Line. The consultation should include a public discussion with the relevant stakeholders at a designated ICANN meeting.

2. IDN WG Interim Report

At the end of the public consultation period the IDN WG shall prepare a Interim Report which contains a review and analysis of comments made on the Initial Report. The IDN WG at its reasonable discretion, is not obligated to include all comments made on the Initial Report, nor is it obliged to include all comments submitted by any one individual or organisation. The Interim Report shall be published for public consultation at the time designated in the IDN WG Time Line.

3. Review of IDNWG Interim Report

At the end of the public consultation on the Interim Report, the IDNWG shall review and analyse the comments received and may, at its reasonable discretion, add appropriate comments to the Interim Report, to prepare the "The IDNWG Final Report". The IDNWG shall not be obligated to include all comments made during the comment period, nor shall the IDNWG be obligated to include all comments submitted by any one individual or organisation.

4. IDNWG Final Report

In considering its recommendations the IDNWG shall seek to act by consensus. The consensus view of the members of the IDN WG shall be conveyed to the GAC and the ccNSO as the IDNWG Final Report. If a minority opposes a consensus position, that minority position shall be incorporated in the IDNWG Final Report. The Report shall be published within seven days after adoption of the Report by the IDNWG and conveyed to the chairs of the GAC and the ccNSO.

5. GAC and ccNSO support for IDNWG Final Report

Following its submission the ccNSO and GAC shall discuss the IDNWG Final Report and decide whether they support its recommendations. The Chairs of the GAC and the ccNSO shall notify the Chair of the IDNWG in writing of the result of the deliberations.

6. Supplemental IDNWG Final Report

In the event that the ccNSO or the GAC does not support the recommendations it will inform the IDNWG of the reasons for this. The IDNWG may, at its discretion, reconsider its report and submit a re-drafted Final Report to the ccNSO and GAC to seek support.

7. IDNWG Board Proposal

In the event the IDNWG Final Report or IDNWG Supplemental Final Report is supported by the ccNSO and GAC, the IDNWG shall, within 5 days, submit to the ICANN Board :

- a. The (Supplemental) IDN WG Final Report;
- b. The written confirmations of support from the ccNSO and the GAC

E. IDN WG Time Line

Activity	Date*	Closure**	Minimal Duration
Publish Initial Report	25 January 2008	NA	NA
Public Comment on Initial Report	25 January 2008	15 February 2008	21 days
Publish Interim Report	9 April		NA
Public Comment on Interim Report	9 April	7 May 2008	28 days
Publish Final Report	4 June 2008		NA
GAC and ccNSO Support Final Report	4 June 2008	25 June 2008	21 days
Board Proposal**	26 June 2008		NA

* Latest date possible to meet minimal duration for public consultation period

** It is assumed in this schedule / time line the Proposed methodology is adopted at the Paris meeting.

F. Background and References

In the Domain Name System, a ccTLD string (like .jp, .uk) has been defined to represent the name of a country, territory or area of geographical interest, and its subdivisions as identified in ISO 3166-1, and is represented by 2 US-ASCII characters (http://www.iso.org/iso/country_codes/iso_3166_code_lists/english_country_names_and_code_elements.htm). This method of identification was adopted for use in the Internet through RFC 920, dated October 1984, and reaffirmed through RFC 1591, dated March 1994. 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.

The implementation of IDN ccTLDs introduces the (apparent) use of characters outside the US-ASCII character set (for example characters in Cyrillic, Chinese, Arabic, and other scripts) for domain name strings.

In initial discussions by the ccNSO members, other ccTLD managers and ICANN Governmental Advisory Committee (GAC) a number of policy questions were identified and a "Questions and Issues Paper" was submitted to the ICANN Board of Directors (<http://www.icann.org/topics/idn/ccnso-gac-issues-report-onidn-09jul07.pdf>). It became clear that the development of the required policy for IDN ccTLDs to resolve the issues raised was likely to take a minimum of 2 years. It also became clear that such a time frame was a major concern for a number of ccTLD managers who have expressed there is a pressing need for an IDN

ccTLD in their territory. Because of this, the concept of a fast track approach began to be discussed. In those discussions it was thought that it might be possible to find a method to allow the introduction of a limited number of IDN ccTLDs while the overall policy was being developed.

Policies and procedures that may be relevant to the delegation of an IDN ccTLD under a fast track approach include:

the IDNA protocol standards

(<http://icann.org/announcements/announcement-2-11may07.htm>);

RFC 3454 (<http://www.ietf.org/rfc/rfc3454.txt>);

RFC 3490 (<http://www.ietf.org/rfc/rfc3490>);

RFC 3491 (<http://www.ietf.org/rfc/rfc3491.txt>);

RFC 3492 (<http://www.ietf.org/rfc/rfc3492.txt>);

RFC 1591 and associated procedures for delegation of a country code top level domain (<http://www.isi.edu/in-notes/rfc1591.txt>)

The GAC principles http://gac.icann.org/web/home/ccTLD_Principles.rtf.

Following consideration of the "Questions and Issues Paper" and statements of the GAC and ccTLD managers on a fast track approach the ICANN Board has requested the ccNSO to explore both an interim and an overall approach to IDN ccTLDs associated with the ISO 3166-1 two-letter codes and to recommend a course of action to the Board taking the technical limitations and requirements into consideration <http://www.icann.org/minutes/resolutions-29jun07.htm#m>.

At its meeting on 2 October 2007, the ccNSO Council launched a Policy Development Process (ccPDP) by requesting a PDP Issues Report and appointing an Issues Manager. This ccPDP has been launched to develop an overall approach, which includes finding solutions for the matters raised in the “Questions and Issues Paper”.

IDN ccTLDs? Designing An Interim Approach (Draft)

A. Introduction

At the ICANN Board meeting in Puerto Rico, the Board requested that the ICANN community explore both an interim and an overall approach to IDN ccTLDs associated with the ISO 3166-1 two-letter codes and recommend a course of action to the Board in a timely manner.

In respect to an overall approach, the ccNSO Council has requested an Issues Report as a first step in a cc Policy Development Process.

An interim approach would be a methodology to allow for the introduction of a limited number of IDN ccTLDs in a relatively short time frame without pre-empting the outcome of the cc Policy Development Process.

In order to facilitate a substantive discussion on an interim approach by the ccNSO members this document provides an overview of the steps to be taken and decisions to be made to devise an interim approach.

In designing a process to develop and propose an interim approach the following assumptions/requirements have been taken into consideration:

- The proposals for mechanisms have to be developed through a process which all relevant stakeholders have agreed upon and adopted prior to the launch of the process;
- The outcome of the interim approach will feed into the ccPDP;
- Transparency and predictability of such a process should be guaranteed;
- Participation of relevant stakeholders in such a process should be optimized;
- The proposals to the Board (outcome of the process) should be supported by all relevant stakeholders.

In the balance of this paper the necessary steps and decisions are clustered according to phases.

Annex A to this document is a decision table summarising the steps and timing goals.

B. Phase 1. Is there a need for an interim approach.

As outlined above, the Council has requested an Issues Report to launch a ccPDP to resolve the policy and institutional issues relating to an all encompassing introduction of IDN ccTLDs, including any necessary by law changes. The duration of this ccPDP and the implementation of its Recommendations could take between 2.5 - 7 years. It is understood that this time frame is of concern to a number of ccTLD managers and governments in a number of territories.

The chair of the ccNSO has written to all ccTLD managers asking them to indicate if there is a pressing need for IDN ccTLDs in the territory associated with their country code. The goal is to assess if there is a pressing need for the introduction of IDN ccTLDs.

Responses to the letter will form the basis of discussion at the ccNSO meeting during the ICANN meeting in Los Angeles.

C. Moving forward on the assumption there is a need for an interim approach.

In the event that a need for an interim approach is demonstrated and taking into account the assumptions and requirements set out in A above, it is suggested that the ccNSO, GAC, and other relevant ICANN constituencies recommend that the ICANN Board establish a committee (IDNC) to propose mechanisms to introduce a limited number of IDN ccTLDs in a limited timeframe. The proposed methodology will need to be developed according to a predefined process which is accepted by all relevant constituencies, in particular the ccNSO and GAC.

In order to assist with an informed discussion at the Los Angeles meeting on the advisability of an interim approach the ccNSO Council has requested some preparatory be prepared for discussion purposes. This includes

- Draft charter for an IDNC
 - Scope of the IDNC and objective including the parameters within which the IDNC is to develop a methodology for the interim approach;
 - Process to develop proposal for methodology (phase 2-6 of process described in this paper) including a time line
- Description of membership of IDNC. Current thinking on membership is; 5 members of the GAC including its chair; 5 members of the ccNSO including its chair; 2 members of the GNSO including its chair; 2 members ALAC including its chair; one representative of technical community; and 2 senior ICANN staff members.

At the Los Angeles meeting it is intended that the ccNSO will:

- Discuss the need for an interim approach and if agreed that there is such a need;
- Discuss the suggestion of an IDN Committee and if agreed;
- Discuss and, if agreed, adopt the draft charter and proposed membership of IDNC.

It is hoped that the GAC will also be discussing these matter in Los Angeles and will consider making the same or a similar recommendation to the ICANN Board.

D. Phase 3 Adoption of recommendation by the ICANN Board and establishment of IDNC.

Formalities

- Adoption of the Recommendation by the ICANN Board;
- Appointment of IDNC.

The balance of this document (Phases 4, 5 and 6) outlines steps and timelines for the work of the IDNC and assumes that the ICANN Board adopts a recommendation and appoints an IDNC at or soon after the ICANN meeting in Los Angeles.

E. Phase 4 Development of feasible methodologies for interim approach

The IDNC will be tasked with developing a methodology or a number of alternative methodologies for an interim approach to the introduction of IDN ccTLD in a limited timeframe. The proposed methodology or methodologies would be discussed by the relevant stakeholders, in particular by the ccNSO and GAC. It is hoped this could be done at the ICANN meeting in Delhi (10-15 February 2008).

Preparatory work

- IDNC to develop feasible methodologies;
- Face-to face meeting IDNC to discuss draft methodologies;
- IDNC to provide initial report on feasible methodologies for public consultation (1 February 2008);
- Discussion on feasible methodologies at ICANN meeting in Delhi in February 2008;
- IDNC to prepare interim report on feasible methodologies containing a review of all DRAFT comments received and assessment thereof.

Formalities

- Publish Initial Report on feasible methodologies for public consultation;
- Public consultation on Intermediate report, which includes a face-to-face consultation with the ccNSO, the GAC and other relevant constituencies at the ICANN meeting in Delhi (10-15 February 2008);
- Publish Interim report, within reasonable time after the Delhi meeting.

F. Phase 5 IDNC proposal for an interim approach

Based on the Initial Report and the Interim Report the IDNC prepares a Final Report for an interim approach. This Report contains the proposed methodology, if any, recommended by the IDNC for introduction of limited number of IDN ccTLDs.

The Final Report is published before and considered at the ICANN meeting in Paris (22- 27 June 2008). In the event that the draft proposal is supported by the ccNSO and GAC it would be submitted to the ICANN Board. If the ccNSO or the GAC does not support the draft proposal, then it will not be submitted. The IDNC may, at its own discretion, submit an amended Final Report to the ccNSO and GAC to seek support.

Preparatory work

- IDNC to prepare draft proposal;
- Tentatively face-to-face meeting IDNC to discuss draft proposals;

Formalities

- Publish draft proposal;
- ccNSO to discuss and if agreed, support draft proposal;
- GAC to discuss and if agreed, support draft proposal;
- IDNC submit Final Proposals to the Board

G . Phase 6 Adoption Final Proposals as submitted by the ICANN Board

Assumed formalities

- Public comment period of 28 days
- Adoption of proposal as interim approach
- Direct ICANN staff to implement proposals

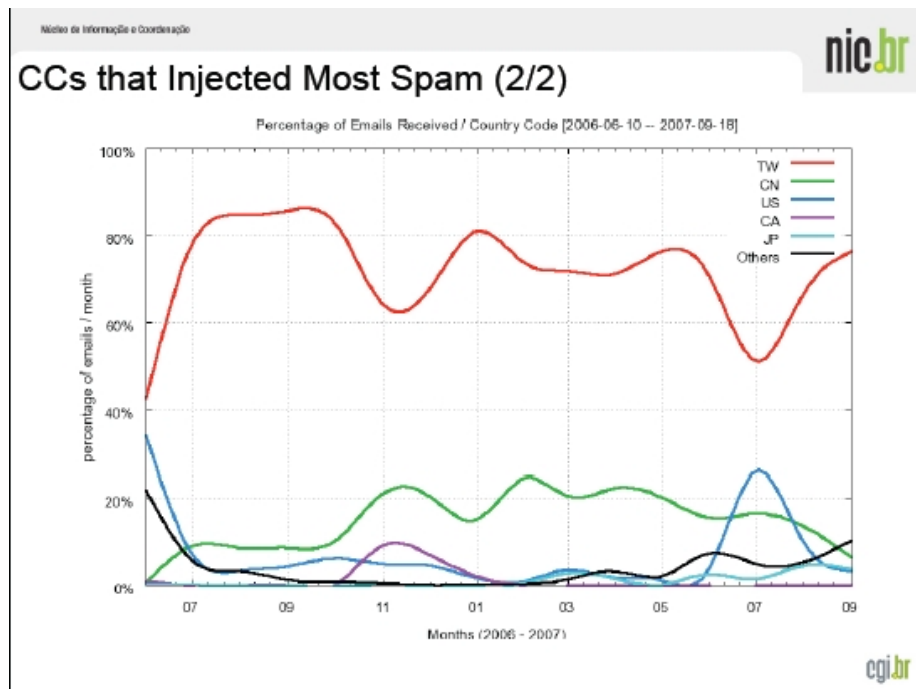
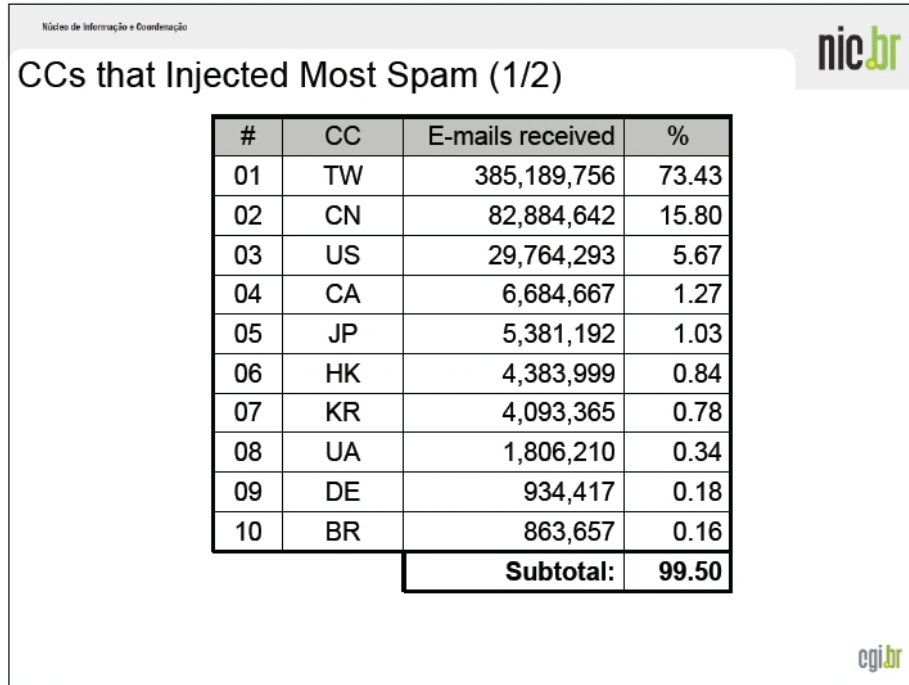
Annex A:

Decision table IDNC track

What	Who	When	End date	Comment
Initiate exploration & feasibility	ccNSO Council	2 October	22 October	Initiate exploration + preparatory steps (defining process etc.)
Agree process	ccNSO membership, including ccTLD managers & GAC	Tuesday 30 October	30 Tuesday	ccTLD managers have to agree upon process by consensus, as do other relevant stakeholders such as GAC
Approve Advice to the Board on IDNC track	ccNSO Council	Wednesday 31 October		ccNSO/GAC recommendation on process and scope of IDNC track
Board adoption Advice	ICANN Board	2 November		Appointment of IDNC, adopting of process as defined and supported by ccNSO & GAC, adoption of time line.
Publish report on feasible models (Initial Report)	IDNC	25 January 2008		IDNC to produce document for discussion of feasible models and issues associated with interim approach.
Public Consultation feasible models	Stakeholders, including ccTLD managers	25 January 2008	15 February 2008	Public Consultation on Initial Report This includes full discussion of report at ICANN meeting in Delhi
Publish Interim Report	IDNC	9 April 2008		Document with collected comments + analyses and tentative direction(s) for proposal
Public Consultation Interim Report	stakeholders	9 April 2008	7 May 2008	This may include regional hearings etc.
Publish Final Report	IDNC	4 June 2008		This Report includes preferred model based on extensive consultation
Discussion and Support Final Report	ccNSO Members + ccTLD	4 June 2008	25 June 2008	ccNSO membership + ccTLD managers have to support the proposals (by consensus). If not

ccNSO and GAC	managers and GAC			there will be no Proposals on implementation. GAC will need to be able to support proposals of IDNC If no consensus, potential one round of consultation ending at F2F meeting autumn 2008. To be determined by IDNC.
IDNC Board Proposal	IDNC	26 June		IDNC will submit Board Proposal for adoption.
Board Vote,	ICANN Board	27 June ?		

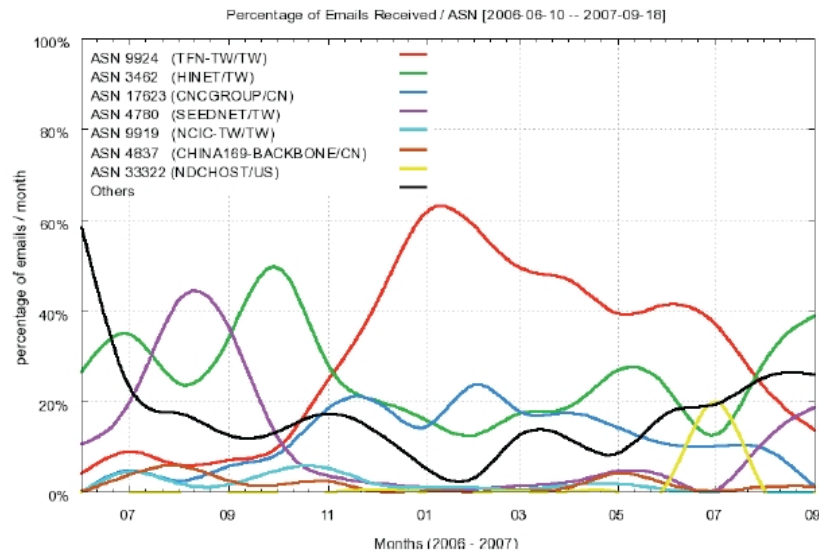
巴西 CERT.br 2006-2007 年 SPAM 觀察簡報摘要



Top Autonomous Systems (1/2)

#	ASN	AS Name	CC	E-mails	%
01	9924	TFN-TW Taiwan Fixed Network	TW	170,998,167	32.60
02	3462	HINET Data Communication Business Group	TW	131,381,486	25.04
03	17623	CNCGROUP IP network of ShenZhen region	CN	65,214,192	12.43
04	4780	SEEDNET Digital United Inc.	TW	54,430,806	10.38
05	9919	NCIC-TW New Century InfoComm Tech Co., Ltd.	TW	9,186,802	1.75
06	4837	CHINA169-BACKBONE CNCGROUP	CN	9,025,142	1.72
07	33322	NDCHOST - Network Data Center Host, Inc.	US	8,359,583	1.59
08	4134	CHINANET-BACKBONE	CN	7,287,251	1.39
09	18429	EXTRALAN-TW Extra-Lan Technologies Co., Ltd	TW	6,746,124	1.29
10	7271	LOOKAS - Look Communications Inc.	CA	5,599,442	1.07
				Subtotal:	89.26

Top Autonomous Systems (2/2)



英國 spamhaus 2007 年 11 月 SPAM 統計資料(www.spamhaus.org)

The 10 Worst Spam Origin Countries		As at 28 November 2007
Rank	Country	Number of Current Known Spam Issues
1	United States	1972
2	China	457
3	Russia	258
4	United Kingdom	224
5	Germany	188
6	South Korea	184
7	Japan	167
8	Canada	147
9	France	139
10	Italy	131

The 10 Worst Spam Service ISPs		As at 28 November 2007
Rank	Network	Number of Current Known Spam Issues
1	verizon.com	54
2	ttnet.net.tr	35
3	hopone.net	34
4	cnuninet.com	32
5	hinet.net	31
6	vsnlinternational.com	29
7	newspeed	29
8	gilat.net	28
9	calpop.com	27
10	iplan.com.ar	26