ITU Cross Regional Seminar on Broadband Access (Fixed, Wireless including Mobile) for CIS, ASP and EUR Regions,

Modelling Broadband NGN Access Policy Using Benchmarking as the Policy Tool

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Content

- Policy transfer and cross-national learning as the conceptual framework for policy modeling
- Broadband NGN Access as the question of national ICT policy
- Benchmarking (BM) as the policy tool for NGA
- Selection of the BM partners as the key to BM success

Cross-national differences as an incentive for Cross-national learning

Conceptual framework

Policy makers can learn from experiences of there more successful counterparts – concept known as policy transfer or **cross-national learning**

Methodological support

A policy tool that can help to determine relative position of a country and find suitable `best practice exemplar` (a country 'to look up to') is **benchmarking**

Benchmarking (BM) and its evolution

- Traditionaly - *systematic and continuous process of comparing performances of similar organizations or processes, in order to learn from the best performers and thereby improve one's own performance.*
- Gained great popularity during the nineties, after the success of Xerox Corporation
- Major breakthrough - migration from private to public sector and the increasing appliance in the field of public policy

Benchmarking from policy perspective

- helps to inform, explains and justifies actions of government institutions and organizations in the eyes of the public
- enables the *transfer of knowledge* through finding good practices and their transfer to own decision-making system.

operationalizes "*Policy transfer*" and "*Cross-national learning*"

Confirms and formalizes within the "Open method of coordination-OMC." – new way of governance in EU (Lisbon, 2000)

Affects the sector policies as well, especially *telecommunications policy*

POLICY CONTROL

BM and telecommunications policy

The purpose of BM: (Janseen et al., 2004)

- ✓ **learn from and with each other;**
- ✓ **offer transparency;**
- ✓ **offer accountability;**
- ✓ **support external supervision;**
- ✓ **evaluate performances**.

BM as ICT policy tool:

Regionally promoted

eEurope Action plans

EC financed a number of projects (SIBIS, BISER, UNDERSTAND, TRANSFORM)

Accepted by SEE countries as well (eSEE Action Plans)

Globally confirmed

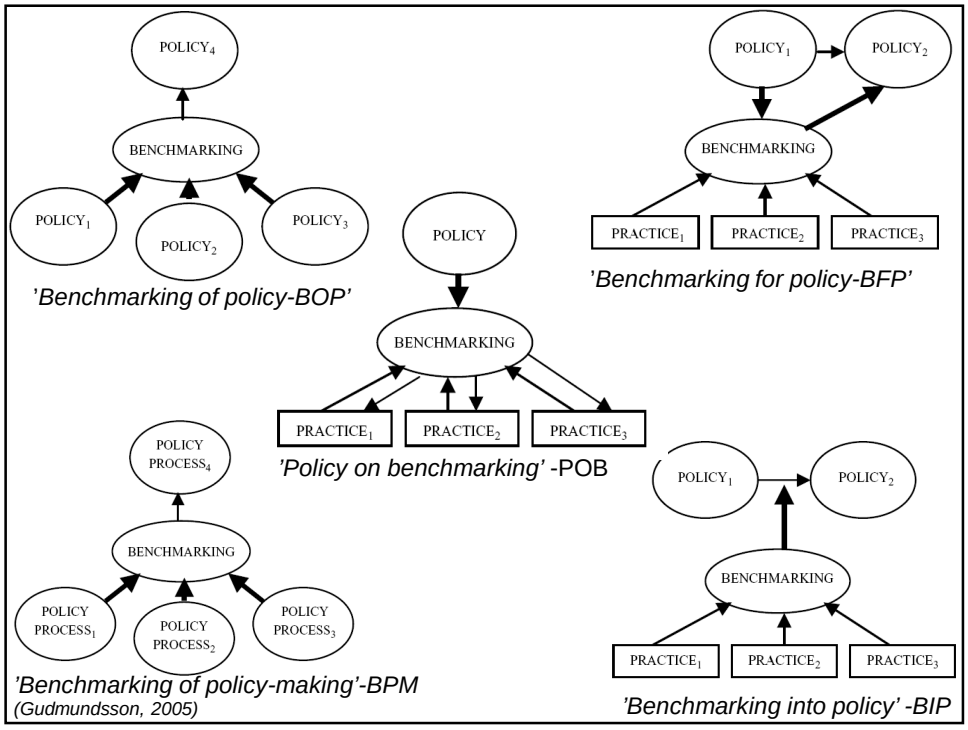
WSIS in Geneva 2003

Support of ITU on benchmarking metrics

Benchmarking and telecommunications policy – *Five types of implementation (1)*

Based on approach from transport policy (Gudmundsson, 2005) we can identify five types of BM related to telecom policy:

1. *'Benchmarking of policy'*-BOP;
2. *'Benchmarking for policy'*-BFP;
3. *'Policy on benchmarking'* – POB;
4. *'Benchmarking into policy'*-BIP;
5. *'Benchmarking of policy-making'*-BPM;



DETAILS

Benchmarking and telecommunications policy – *Five types of implementation (2)*

	Conceptual framework	Metrics	Application examples
BOP	comparing the performance of the different policies to one another in order to identify and/or transfer results.	✓Interviews ✓Experts opinion ✓Qualitative rather than quantitative data	Benchmarking national and regional policies in support of the competitiveness of the ICT sector in the EU
BFP	instigating original benchmarking projects with the specific purpose of supporting the development of particular policies.	✓Specially designed sets of indicators ✓Field research	✓SIBIS ✓BISER ✓UNDERSTAND ✓TRANSFORM
BIP	concerning efforts to exploit results from already existing benchmarking studies in the development of policies	✓ Different composite studies (i.e. DEA and CIs)	✓Three-dimensional benchmarking model ISER (*Petrović et al., 2011*)

(Petrović, Gospić & Bojković, 2011)

DETAILS

Benchmarking and telecommunications policy – *Five types of implementation (3)*

	Conceptual framework	Metrics	Application examples
POB	involving a strategy for how to stimulate viable 'bottom-up' initiatives to benchmark-specific practices in the sector, in accordance with overall policy priorities and methodological prescriptions	✓Officially accepted sets of indicators ✓ITU indices	✓eEuropa Action Plans ✓eSEE+ ✓WSIS targets (Geneva Plan of Action)
BPM	comparing policy-making *processes* in order to identify and/or transfer best practices in terms of procedure.	✓Interviews ✓Experts opinion ✓Aggregate measures	OECD Study on non-manufacturing industries based on ECTR indicators (Energy, Communications, Transport, Regulation)

(Petrović, Gospić & Bojković, 2011)

Broadband Access as national policy issue – *Why is it important?*

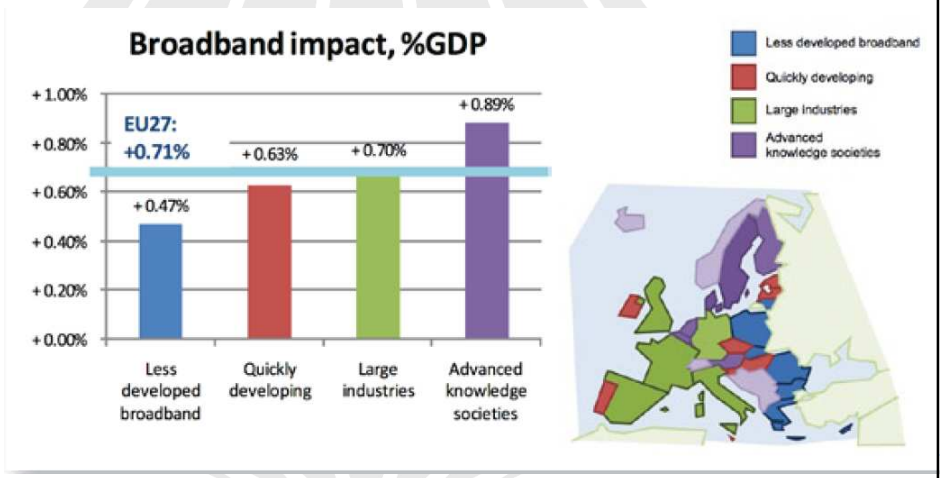
- **Enables advanced applications (**e-Government, telemedicine, e-Education e-Commerce, etc**)**
- **Contributes to social and economic benefits** (social cohesion -bridging digital gap, positive impact on productivity, growtl and employment levels, national competitive advantage, etc)

Broadband contributes (case of EU27)

- + 82.4 bn€/year is BB-related GDP growth in all sectors of the economy (+0.71% GDP growth each year)
- + 105,000 jobs/year is BB-related employment growth in all sectors of the economy
- However, less-developed economies take less advantage of broadband

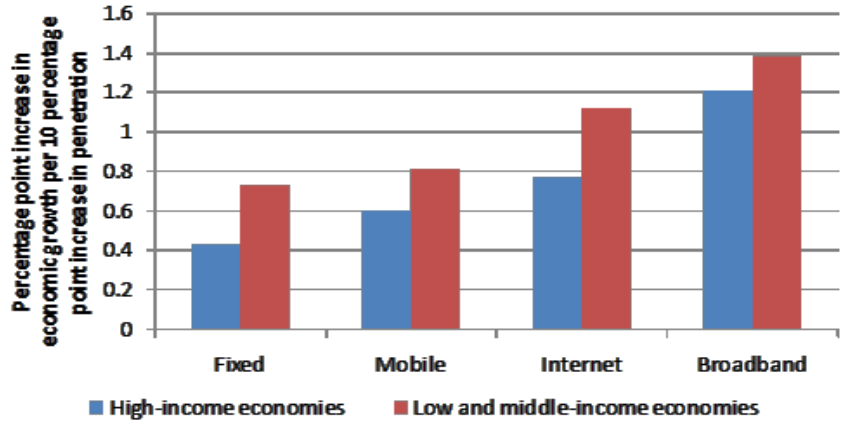
Source: Fornefeld et al., (2008),*The Impact of Broadband on Growth and Productivity*, European Commission study

Broadband-related growth in EU 27 (%the GDP, base year: 2006)



Source: Fornefeld et al., (2008),*The Impact of Broadband on Growth and Productivity*, European Commission study

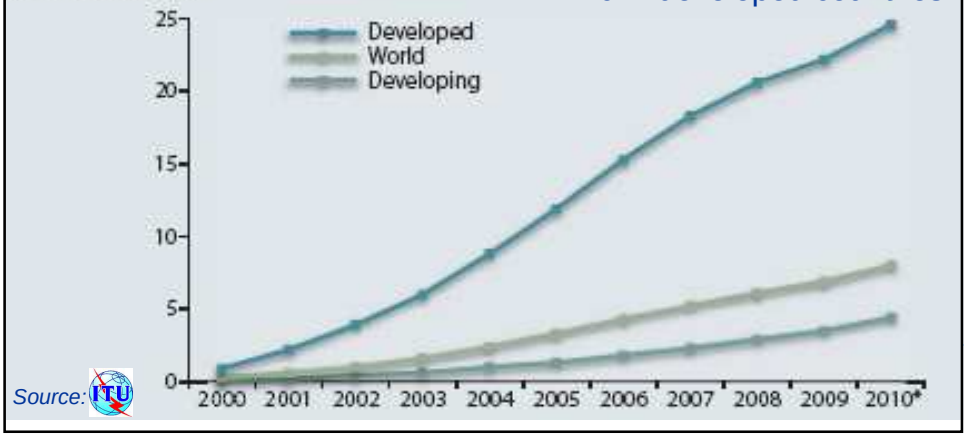
Economic growth per 10% increase in penetration



Source: Information and Communications for Development, World Bank, 2009

Broadband divide

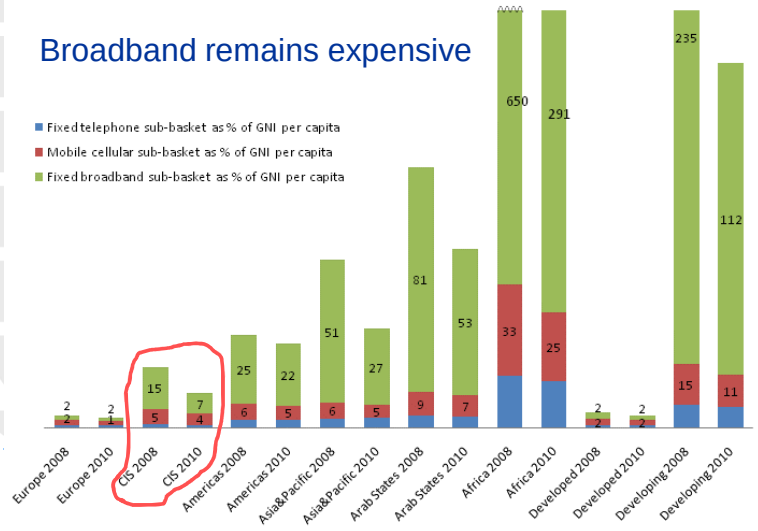
Penetration levels in developing countries remain low: 4.4 subscriptions per 100 people compared to 24.6 in developed countries.



Source: ITU

Broadband divide

Broadband remains expensive

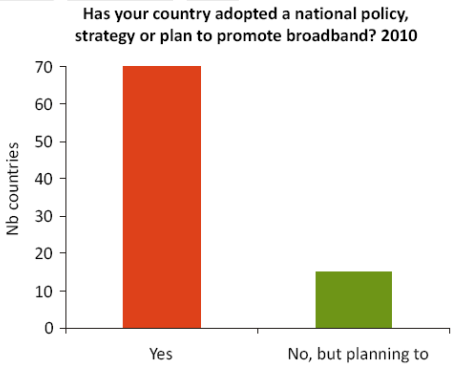


Source: ITU

National policy aspirations and objectives

- To overcome BB divide and achieve benefits
- To develop national BB policy strategies and plans in line with regional (e.g. EU Digital Agenda) and global (e.g. WSIS) guidelines

The question is how less successful countries can catch up with more effectual ones?



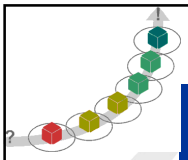
Source: ITU World Telecommunications Regulatory Database

BM for BB policy - answered and sidelined questions

- **BM metrics:**

  After first eEurope and WSIS much was done in the field
  - **Every EC project (SIBIS, BISER, UNDERSTAND, TRANSFORM) resulted with *Handbook of indicators for measuring information society.***
  - ***EUROSTAT published Methodological manual for statistics on the information society***
  - **OECD Guide to Measuring the Information Society (first ed. 2005, latest ed. 2011)**
  - **The Partnership on Measuring ICT for Development- defined *Core ICT Indicators* (first ed. 2005, revised ed. 2010)**

- Trade-off between breadth and depth in the selection of indicators (Vicente and Lopez, 2006)
- Lack on signposts for policy makers- the basic question for policy makers shifted from 'what should we do' to 'how are we doing (compared to others)'- Janseen et al., 2004
- **How and from whom to learn – can BM ensure exchanging experiences on common policy issues**



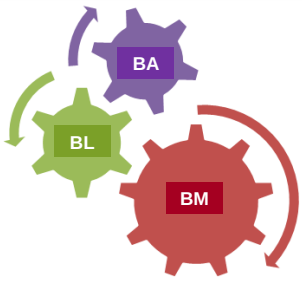
Benchlearning in policy context

Benchlearning (BL) = policy implications of benchmarking (BM)
i.e. BL implies learning from BM results to support policy making

Confirmation of importance – e.g. ongoing EC study *Benchlearning study on the economic and social impact of e-inclusion policies*

Key question?

What are the predictors of success
i.e. how to set BM in order to support BL



Closer look at the process

Benchmarking

- Decide what to benchmark;
- Decide how to benchmark i.e. gather the benchmarking information;
- Decide whom to benchmark against i.e. chose benchmarking partners;
- Identify performance gaps;

Benchlearning

- Find out how to learn from the more successful ones;

Benchaction

- Implement the changes.

Joint efforts can foster achieving common policy goals

The selection of BM Partners in NGA policy- *questions of interest*

- **Who are the partners in BM for policy process for NGA deployment:**

  Countries sharing common:
  - policy goals (e.g. to be a part of Digital Europe),
  - policy problems (e.g. lack of research resources)
  - socio-economic characteristics (e.g. transition or post-conflict countries)
- **What is the aim**
  - To establish the policy network of BM partners with the aim not only to benchmark but to benchlearn and benchact
- **Who are the potential players**
  - EU, OECD, EBRD, etc.

The steps

1. How are we doing	1. Benchmarking
2. What should we do	2. Benchlearning
3. Are we there yet	3. Benchaction
4. Are we doing better	4. Benchmarking

First things first

Chose BM partners and establish policy network

National leadership and international cooperation can ensure effective policy making process

Cross regional seminars, Regional seminar …….

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Thank you for your attention

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