

Communications Commission of Kenya: National Broadband Strategy Framework

This document presents a proposed Framework for the development of a National Broadband Strategy for Kenya. This Framework has been developed through collaboration between the Communications Commission of Kenya (CCK) and the USAID Global Broadband and Innovations (GBI) program, as part of the cooperation between the two agencies.

The Framework includes an overview discussion of the concepts and approach to development of a National Broadband Strategy, and an outline of the specific roles and responsibilities to be undertaken by stakeholders participating in the process. CCK will be the overseeing agency and secretariat for this process, and GBI will provide technical assistance and advice, while helping to analyze issues and draft the resulting strategy documents.

I. National Broadband Strategy Framework Overview

A comprehensive Strategy Framework for promoting national development of Broadband-based Information and Communication Technologies (ICTs) must take into account multiple inter-related concepts. The discussions in these sections provide a foundation for examining these concepts, and developing an overall strategic approach. The issues addressed include:

- Principles and Objectives for a broadband strategy;
- The Broadband Ecosystem approach;
- Key Stakeholder Roles in developing and implementing the strategy; and
- The Planning and Implementation process, which is further elaborated in Part II.

Principles and Objectives

The National Broadband Strategy should be built upon a clear shared understanding of basic principles and concrete objectives. To achieve this common sense of purpose requires that all major stakeholders understand and agree to the main goals and priorities of the Strategy, before the in-depth work of developing its policy and implementation components. Key considerations that need to be addressed at the earliest stages include:

- Definitions of key concepts: Terms such as “broadband” itself, as well as a variety of legal and regulatory definitions and parameters, which must be clarified to ensure that all parties understand precisely the meanings of these concepts when policy options are discussed.
- Fundamental Principles that should guide the policy and strategy: The Strategy must be grounded in a set of clear and legally established principles, which dictate the boundaries and priorities of the ultimate strategic framework. These should address such matters as the range of market liberalization, foreign investment, transparency, the rights and responsibilities of consumers, and a variety of similar basic goals.
- Specific Objectives for the outcomes and impacts of the strategy: The broad set of goals and targets that the strategy is intended to achieve should be spelled out early in the process, although these may evolve as a result of consultations and other developments. These Objectives should be realistic and specific, beyond mere high-level goals, embracing both the quantitative outcomes of the strategy in terms of ICT access and penetration, as well as socio-economic impacts of broadband development on various sectors and groups throughout Kenyan society.

Broadband ICT Ecosystem Approach

However the objectives are defined, the Broadband Strategy must acknowledge the complex, interconnected nature of the Broadband ICT Ecosystem, and the multiple elements that this entails. There is far more to “Broadband” than just the transmission of electronic data signals at high speeds over high capacity networks. For Broadband capabilities to be available, useful, and beneficial to society, all components of the Ecosystem must be developed at the same time. These include, especially:

- Telecommunications Infrastructure, including backbone networks and local access connections (wired and wireless);
- Retail Service Providers, including telecom operators, ISPs, and others;
- Public and Institutional Internet Access Facilities, including public telecenters, i-café, schools, Post Offices, etc.;
- Government networks and services, such as E-Government, E-Education, E-Health, etc.;
- Financial and Commercial Networks and Services; including e-banking and mobile money, e-commerce, on-line businesses and advertising, and other forms of electronic transactions;
- Broadband-Capable Equipment and Devices, such as computers, smart phones, tablets, e-appliances;
- Software, Applications, and Content, from basic platforms and on-line information sources to specialized apps and software;

- End Users and Human Resources: Household and individual consumers, small and large businesses, as well as the employees, technicians, and managers required to deliver and maintain broadband services.

To develop an effective and comprehensive National Broadband Strategy, it is important to establish a baseline understanding of the current market structure and status of all of these components, as well as the existing gaps, technology options, cost, demand and, revenue trends, and a range of other information.

Stakeholder Roles

The Broadband Strategy must be created, planned, and implemented through the shared vision and coordinated initiatives of a wide range of stakeholders in the public and private sectors throughout Kenya. All interested agencies, officials, companies, organizations, communities, and citizens must be able to contribute to the process of defining the Strategy itself, and must be responsible for executing those aspects of the Strategy that fall under their sphere of responsibility.

There are many groups of stakeholders with a strong potential interest in participating in the Broadband Strategy process. These can be mainly classified as follows:

- Government ICT policy and regulatory bodies: Ministry of Information and Communications, CCK, ICT Board, and other similar ICT-oriented agencies;
- Other Government agencies and institutions: Ministries of Education, Health, Public Administration, Agriculture, and others with direct and indirect interests in utilizing ICT to improve governance; also local and district government officials;
- ICT network and service providers: National and regional network infrastructure owners, telecommunications companies, resellers, ISPs, broadcasters;
- Other ICT industry suppliers: Computer hardware companies, other high tech equipment and facility supply firms;
- Financial sector representatives: Companies engaging in e-banking or m-banking and credit, e-commerce, and other electronic financial services;
- Information, applications, and content providers: Software developers and sales, newsmedia outlets, electronic publishers, e-commerce providers;
- Community organizations, NGOs: Organizations representing and supporting local communities and other development constituencies;
- Business and citizen consumers: Interests of the business sector as users of broadband ICTs; also representatives of private consumers, including disadvantaged groups.

Many of these groups and others may have multiple interests and involvement in various elements of the ICT and broadband sector. It will be critical, as indicated below, to include these key participants in the strategic planning process as much as possible. At the same time, they must be willing to provide information and inputs to the

process, and to commit to firm actions to implement the resulting Broadband Strategy.

Planning and Implementation

Successful development of a Broadband Strategy depends as much upon the process itself as it does upon the decisions and proposals that come out of that process. With so many different stakeholders and activities required to achieve a comprehensive and coordinated result – and with political and financial interests inevitably highly concerned about the outcomes – it is crucial to ensure that all parties feel invested in the decisions, and that their concerns and perspectives are considered, if not always adopted entirely.

Key elements of the Kenya National Broadband Strategy development process should include the following:

- Principles of Transparency and Cooperation: These principles should be established at the outset of the process, ensuring that all affected parties are encouraged to participate, and that the information and ideas developed throughout the process are shared with the public for comment and input.
- Steering Committee and Working Groups: The strategy development process depends upon high-level guidance and active collaboration among stakeholders. To ensure such collaboration, CCK will form a Broadband Strategy Steering Committee to oversee the process, in close coordination with CCK staff, which will serve as Secretariat, as well as with GBI advisors, who will help define and guide the Steering Committee's role and activities. In addition, the Steering Committee will create Working Groups among its members and other stakeholders, which will address key topics of the strategy. The CCK and GBI team will work closely to identify and facilitate participation in these groups, while also undertaking focused consultations with various representative companies and organizations. More detail on this central feature of the process is presented in Section II below.
- Public Forum and Consultations: The CCK and GBI team, together with the Steering Committee will host a Public Broadband Strategy Stakeholder Forum. The purpose of the Forum will be both to present the draft Strategy and its various elements, as developed by the Steering Committee and Working Groups, and to solicit comment, input, and ideas from all interested parties. The Forum should be widely publicized and open to anyone, whether citizen, business, government, or NGO. In addition, CCK will invite inputs via its web site as well as direct consultations and questionnaires to identified stakeholders, to ensure the widest possible participation in the process.
- High Level Strategy: The National Broadband Strategy should be defined in reasonable detail at a high level, which addresses the cross-section of

responsibilities, expectations, priority plans, funding mechanisms, and policy and regulatory initiatives that will be necessary to achieve the strategy's objectives. This document should be publically circulated and endorsed at the highest levels of government to ensure shared understanding of and commitment the goals and expected outcomes of the strategy.

- **Implementation Action Plans:** The Broadband Strategy document must ultimately be supplemented by Implementation Action Plans, which specifically define the inter-related activities of all stakeholders that will be necessary to give life to the Strategy's plans. These Action Plans should include timetables, roles and functions of key participants, and financing commitments for each segment. Their implementation must be carefully coordinated to ensure effective impact of all portions of the plan.
- **Financial Sources and Obligations:** The Broadband Strategy will inevitably require commitments of substantial amounts of funding from multiple sources, to cover the capital costs and initial investments necessary to stimulate widespread broadband development. The proposed sources and amounts of such funding, from a combination of public sector financing and private commitments, must be defined clearly as a vital element of the final Strategy.

Broadband Strategy Steering Committee and Working Groups

The sections below provide summary overviews of the role and activities of the Steering Committee and the Working Groups. These should be further elaborated by the members themselves, in collaboration with CCK and GBI, to create formal Terms of Reference that each group will follow.

Steering Committee Role and Activities

The Broadband Strategy Steering Committee should be responsible for guiding the overall development of the core strategic elements, and ultimately adopting a consensus Strategy that will be implemented cooperatively by all parties. Ideally, the Steering Committee shall be composed of high-level representatives of a broad spectrum of stakeholders (see below), who will be prepared to commit serious attention and official inputs to the elaboration of the Strategy. Through the facilitation of CCK as the overall Broadband Strategy Secretariat, the Steering Committee should undertake the following key activities:

- Establish the key principles and objectives that will underlie and guide the National Broadband Strategy, as outlined above.
- Agree on high-level targets for broadband-related development that the strategy should seek to achieve.

- Define and appoint the Working Groups responsible to address distinct components of the Broadband Strategy; identify key issues and questions to be addressed by each Working Group.
- Oversee and advise Working Group deliberations; review findings and recommendations of the Working Groups.
- Participate in CCK-hosted Public Forum on National Broadband Strategy; present and discuss key findings and outcomes from the Steering Committee and Working Groups.
- Develop a consensus agreement on how to harmonize the various inputs and recommendations into an integrated national strategy, including priorities for resource allocation and coordinated stakeholder initiatives, and a high-level implementation timetable.
- Prepare and adopt draft and final National Broadband Strategy document, based on the above processes, in consultation with CCK Secretariat.
- Oversee Working Group creation of Action Plans to define implementation steps and responsibilities for realizing the Strategic Plan agreements.
- Collaborate with CCK on establishing a follow-up regime and procedures to monitor and oversee execution of the Action Plans, and the ongoing review and updating of the National Broadband Strategy.

Among the first tasks of the Steering Committee, once it is constituted, should be refinement of these prospective activities, and determination of a realistic timetable for completing each stage of the process.

Working Groups Roles and Activities

The purpose of establishing Working Groups is to bring together stakeholders with particular interest and expertise in specific components of the broadband ecosystem, to allow them to work out proposed approaches to addressing the key issues associated with their separate areas of focus. Each Working Group should consist of representative persons and organizations with close knowledge of the sub-topics and challenges arising in their field, and with ideas as well as potential means for meeting these challenges.

The specific agendas for the Working Group will differ based upon the specific conditions relating to each group's main issues. In general, however, the main tasks of each Working Group should encompass the following:

- Define the general scope and focus of the issues covered by the Working Group;
- Identify key needs, gaps, and opportunities most pertinent to national broadband development;
- Identify high-level options, strategies, and solutions for addressing priority needs;
- Estimate costs, financial characteristics, other resource requirements of proposed strategies and solutions;
- Identify linkages between issues affecting the group's focus area and those of other groups;
- Propose the roles, responsibilities, mechanisms, and commitments of each stakeholder as required to actualize the proposed strategies and solutions;
- Prepare Working Group report and recommendations to Steering Committee;
- Upon adoption of overall Broadband Strategy, prepare Action Plans for implementing commitments under the group's focus areas.

The number, membership, and subject focus of the Working Groups should be determined by the Steering Committee as one of its first orders of business. The Committee should also prepare a preliminary scope of work and key questions for each Working Group to address, preferably in a standardized format for all groups. Each group should select its own chairperson and determine its schedule of activities as needed, but with guidance from the CCK secretariat.