

Gender Perspectives in Telecommunications Policy

A Curriculum Proposal

Prepared by

Sonia Nunes Jorge
(sjorge@att.net)

For the ITU-BDT
Task Force on Gender issues

July 2000

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Table of Contents

| | | |
|------------|--|-----------|
| I | INTRODUCTION AND SUMMARY..... | 3 |
| II | TELECOMMUNICATIONS POLICY: THE RATIONALE FOR A GENDER PERSPECTIVE | 4 |
| | <i>WHY A GENDER PERSPECTIVE?</i> | <i>4</i> |
| | <i>FOR WHOM AND HOW?</i> | <i>5</i> |
| III | CURRICULUM PROPOSAL: ENGENDERING THE TELECOMMUNICATIONS | |
| | POLICY PROCESS..... | 6 |
| | <i>GOAL</i> | <i>6</i> |
| | <i>OBJECTIVES.....</i> | <i>6</i> |
| | <i>METHODOLOGY.....</i> | <i>7</i> |
| | IMPLEMENTATION AND STRATEGIES..... | 8 |
| | The Content of the Course..... | 13 |
| | <i>Telecommunications Policy: Engendering the Issues.....</i> | <i>20</i> |
| | Module 1. Ensuring affordable access pricing/tariffs..... | 21 |
| | Module 2. Licensing issues (ownership and control, and reporting disaggregated statistics)..... | 22 |
| | Module 3. Equitable access to training opportunities..... | 22 |
| | Module 4. Strengthening and supporting women as technology innovators..... | 23 |
| | Module 5. Network planning and deployment issues, including choice of technology and the effects on cost and access..... | 23 |
| | Module 6. Income generation (business opportunities)..... | 24 |
| | Module 7. Democratization of policy process through increased inclusivity..... | 25 |
| | Module 8. Equitable employment conditions (Human Resources Development and appropriate support systems)..... | 25 |
| | Module 9. Supporting development of appropriate technologies..... | 26 |
| IV | PILOT COURSE AND CURRICULUM EVALUATION..... | 27 |
| V | CONCLUSIONS AND FURTHER CONSIDERATIONS FOR CURRICULUM | |
| | IMPLEMENTATION | 27 |

List of Tables

- Table 1: Curriculum Implementation – Sequence of tasks
- Table 2: The Stand-alone Workshop
- Table 3: Two Separate One Day Workshops - 1
- Table 4: Two Separate One Day Workshops - 2
- Table 5: Integrated into Existing ITU Training Curriculum
- Table 6: Engendering the Policy Process
- Table 7: Comparing the Policy Process Between the Gender Neutral Approach and the Engendered Policy Approach
- Table 8: Some Examples of group Exercises for the Workshops
- Table 9: Group Exercises for Modules Workshops

Appendices

- Appendix A. Training Resources and Materials
- Appendix B. Potential trainers

I. Introduction and Summary

There is a crucial need for a gender perspective in all areas of policy making. In recent years, policy and development practitioners, including those at various United Nations agencies, such as the International Telecommunications Union (ITU), have reached the conclusion that gender analysis and awareness are necessary if their mission is to have a universal impact. As with other policy areas, telecommunications policy can benefit tremendously from an informed and gender-aware decision process. Rather than accepting telecommunications policy based on a “neutral” (i.e., gender blind) mode of operation, the ITU Task force on Gender Issues (TFGI) has taken the lead to promote a gender-aware mode of operation within the ITU itself, as well as for its member states.

This project, to develop a training curriculum on gender perspectives in telecommunications policy, is one of many tasks defined by the ITU-TFGI to increase gender-awareness at the regulatory and policy environment. Most importantly, it provides an important opportunity for regulators and policy makers to participate in specialized training that will assist them to effectively integrate gender perspectives in telecommunications policy.

The primary objective of the project is to:

“develop, test, and evaluate a curriculum for a series of modules on gender perspectives in telecommunications policy which could be offered collectively or separately, as stand-alone sessions, as pre-sessions to other BDT activities, or as integrated additions to seminar and/or workshop curricula.”

As such, this curriculum has been developed in such a way so that it can be offered in a number of settings: 1) as a stand-alone session (i.e., implemented in a dedicated session), or, 2) integrated into existing training curricula (e.g., by using the specific modules’ material in a specialized session).

The methodology proposed is based on a participatory approach to learning, which focuses primarily on participant’s own environments and experiences. As such, both trainers and trainees can gain from the experience and better understand the implications of integrating gender perspectives in distinct social, cultural, economic and political environments.

It is recommended that this curriculum be implemented in three possible formats:

- As a stand-alone one-to-two day workshop;
- As two separate one day workshops; or
- Be integrated into existing ITU training curricula.

II. Telecommunications Policy: The Rationale for a Gender Perspective

Why a gender perspective?

The question of gender perspectives in telecommunications policy is one of the most important aspects of telecommunications restructuring and planning for developing countries. If the ultimate goal is to provide universal access to telecommunications services, it would indeed be counterproductive, to say the least, to neglect the gender dimensions during the planning process. There need not be any inconsistency, however, between gender specific objectives and development objectives; on the contrary, it is becoming increasingly apparent that one of the most effective means to provide access to telecommunications, including both basic telephony and advanced information technologies such as Internet access, to unserved and lower income areas and populations, is to encourage the strategic development of micro, small or medium size telecommunications businesses, many of which are run by and/or specifically target women, women's groups or previously disadvantaged and poor individuals. Such an approach can allow for creative and universally reaching telecommunications policies. In fact, allowing for gender perspectives in telecommunications policy means to fully understand how women and men have been socialized differently and, consequently, understand the disparate impacts of policy on the different genders. It is important to note that we must consider different gender perspectives in different countries, therefore, becoming gender-aware also means to learn, respect, and understand gender perspectives that may differ among people.

The objective of this curriculum is therefore highly appropriate. There is a need to train telecommunications professionals on gender issues so they can be better practitioners in the field. There have been numerous examples in recent years of activist policies failing to address or consider gender and consequently the disparate impacts of policy on women and men. For example, regulatory pricing policies usually consider affordable prices for services from a macro perspective, without noting the important micro characteristics of the country, such as those associated with gender, race, social background, geographic location, among others. It is widely known and documented that there is a wage gap between women and men in most countries of the world. Where women are the ones responsible to pay for access (to telephony or more advanced services), their disposable income is much lower or, in some cases, non-existent. Another example relates to network deployment issues, where planning almost never takes into consideration the needs and demands of the wider population, but is instead based on the sophisticated demands of the few. These decisions tend to benefit those few that can afford more expensive technology to the detriment of the majority for which a less capital intensive technology may have been sufficient. While that is not the goal, these policies are, in fact, contributing to the existing gender gap with respect to access to telecommunications services. Hence, there is a great need to develop policies that consider the full dimension of the problem at hand, and as such promote new and creative

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

solutions to address the specific problems. Training professionals on how to rethink telecommunications policy from a gender perspective provides the necessary skills and tools that will lead to more efficient and universally reaching policies.

As each new policy builds on the strengths demonstrated in earlier approaches, the field of telecommunications development policy continues to be enriched, to the benefit of *all* consumers and developing economies. The ITU's recent work on development issues certainly promotes more equitable policy and decision processes. The Valetta Declaration and Action Plans provide the foundation and support to improve and promote more equitable and gender aware telecommunication policy. This curriculum takes a step further and provides a plan to successfully train telecommunications professional on how to be gender-aware and consequently develop and establish universally reaching policies.

For whom and how?

This curriculum is prepared for an audience already trained in the telecommunications policy field, but focusing primarily on professionals working in regulatory and policy agencies at the government level. It is structured to be implemented as a seminar or workshop. In addition, this curriculum is designed to train individuals from different backgrounds (gender, social, economic, etc.) and can easily be adapted to different levels of knowledge.

Because the curriculum implementation is based on participatory and collaborative methods of teaching and learning (see detailed discussion below), there is ample room for trainers to assess the degree of knowledge and preparedness of the specific group of participants. Accordingly, trainers should be able to adjust the various implementation tasks in a way that will benefit the group, facilitate discussion and learning, and more likely lead to successful results.

The specific timeframes and duration for the workshops depend on the objective of the training effort being conducted. In general, it is recommended that this curriculum be implemented in three possible formats:

- As a stand-alone one-to-two day workshop;
- As two separate one day workshops; or
- Be integrated in existing ITU training curricula.

The next section discusses in detail how the curriculum should be implemented.

III. Curriculum Proposal: Engendering the Telecommunications Policy Process

This curriculum provides a plan to successfully implement a training course on gender perspectives in telecommunications policy. The following sections describe the curriculum's goal, objectives, methodology and implementation strategies.

Goal

The primary goal of this curriculum is to train and teach telecommunications professionals on how to rethink telecommunications policy from a gender perspective and consequently implement gender-aware policies in their work. By doing so, professionals should be able to increasingly integrate gender in their thought process and therefore make policy decisions that are fully gender-aware.

Objectives

With the main goal in mind, there are numerous objectives for this curriculum:

- To understand the benefits of a gender perspective in telecommunications policy
- To understand why there is a need to be gender-aware
- To establish a framework and develop arguments for gender analysis
- To rethink the policy process
- To integrate gender in the policy process
- To mainstream gender awareness in the regulatory and policy arenas
- To develop knowledge and skills that allow for the integration of gender perspectives in policy-making decisions
- To develop skills to introduce and integrate gender perspectives in the work place
- To increase participation of women and men in gender taskforces
- To provide the knowledge and skills necessary to establish gender task forces or gender units where appropriate
- To think critically and analytically about telecommunications policy issues
- To develop telecommunications policies that are truly universal

The proposed curriculum is designed so that telecommunications professionals may become increasingly aware of gender issues and further learn techniques to make gender an integral part of their work processes. The above objectives reflect the various levels at which gender-awareness can have an impact and, therefore, result in informed and universally reaching policy decisions.

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Methodology

This curriculum is based on a participatory and collaborative approach to training and teaching. It is based primarily on Paulo Freire's teaching techniques, which focus on students' own experiences and understanding of the world around them as the basis for the learning experience and transformation of ideas. This method not only promotes participation and information exchange but, because it focuses on the participants' experiences, it provides concrete, realistic and practical backgrounds for understanding the subject matter and more effectively convey the need for change.

Participatory approaches to teaching and training have proven to be successful, specifically when applied in adult settings, as is the case of this curriculum. This method focus on the following strategies:

- Using participants' own experiences: social, cultural, economic and political
- Focus on specific examples from represented countries
- Developing an understanding of the "political map" in which one operates (i.e., understand the levels of support and opposition to the policy problem and decisions)
- Promote participation and expression of points of views, rather than lectures based on theoretical yet unrealistic settings
- Allow participants to explore ideas and understand how to approach policy problems
- Assist participants in developing action items and policy decisions from their own perspectives (gender, cultural, social, racial, economic, etc.)
- Use participants' own experiences to illustrate importance of subject
- Use evaluation methods to understand the extent of curriculum effectiveness

While this methodology certainly aids and determines the implementation process, it also allows for a degree of flexibility to be used by trainers depending on the specific set of participants in the training activity. It is crucial that trainers be sensitized to a variety of issues so that they can better approach the subject and promote a fully participatory and collaborative environment. For example, participatory methods assume that all individuals feel comfortable in that environment. However, and particularly from a gender perspective, it may be that certain individuals do not feel comfortable expressing their views in front a diverse group. It is well documented that some women do not feel comfortable expressing certain ideas when there are men present in the class. In those cases, trainers must be able to identify any issues or tensions, so that they can address them by arranging class activities or prompt participation in such a way that it "warms up" the environment and consequently facilitates full participation by all present.

Implementation and Strategies

There are a few steps and a specific sequence of tasks associated with implementation of any curriculum. The particular sequence may change depending on the size of the course and group of participants, the level of gender training completed by the participants, the professional background of the group, among other things. While there is some flexibility allowed to each trainer with respect the sequence of tasks, the following table provides a recommended sequence of tasks associated with implementation of this particular curriculum.

Table 1
Curriculum Implementation
Sequence of Recommended Tasks

- Introduction of the course and trainer
- Review the main goals and objectives
- Introduction of participants (e.g., names, professional experience, background)
- Discuss the importance of gender perspectives in telecommunications policy (with participation of attendees)
- Discuss the policy process in the different countries (to assess participants' understanding of the process and experiences relevant to the subject)
- Present and discuss the steps in the policy process (what they are, what they mean, what they involve, how to work towards them)
- Prepare group exercise to discuss gender awareness in distinct work places and policy decisions
- Review the steps in the policy process and discuss how to rethink the process to become gender-aware (use country specific examples and promote participation from attendees)
- Prepare group exercise to test understanding of the steps in the engendered policy process (e.g., conduct a complete policy process analysis or use one or two steps to illustrate the comparative impact of using the standard versus the new engendered process).
- Class presentations. If possible, prepare class presentations by each group.
- Report-back exercise: Discuss lessons learned, issues raised and why is the engendered policy process different.

If conducting a full seminar/workshop, continue with the following:

- Introduce and review each of the nine policy module (discussed below).
- Discuss module by module: Why is a gender perspective important; What does it mean; What is the impact?
- Prepare group exercises to develop engendered policy decisions to address each of the modules discussed (using steps in policy process, develop a policy for a particular

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

module issue)

- Class presentation. If possible prepare class presentations on each module.
- Report-back exercise: Discuss lessons learned, issues raised and why is the engendered policy process different.

This curriculum is based on a two-pronged approach to the subject:

1. An understanding of the policy process as the foundation for policy making decisions, and how to rethink the policy process from a gender perspective
2. The application of an engendered policy approach to specific telecommunications policy issues (i.e., the modules)

This approach facilitates the potential need to use the curriculum as a whole or in separate sections. While the specific modules can be taught all together, they can also be integrated as sections within other curricula. As suggested above, it is recommended that this curriculum be implemented in three possible formats:

- As a stand-alone one-to-two day workshop;
- As two separate one day workshops (participants in the second workshop should have already completed the first or show some knowledge in the subject matter); or
- Be integrated in existing ITU training curricula.

The following tables provide a brief schedule and guidelines on how to implement the curriculum using each of the recommended approaches.

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Table 2
The Stand-alone Workshop
Gender Perspectives in Telecommunications Policy

Day 1 (two three hour sessions, with a break in between):

- Introduction of the course and trainer (10 min.)
- Review the main goals and objectives (15-20 min.)
- Introduction of participants (e.g., names, professional experience, background) (15-30 min, depending on group size)
- Discuss the importance of gender perspectives in telecommunications policy (with participation of attendees) (30 min.)
- Discuss the policy process in the different countries (to assess participants understanding of the process) (15-30 min.)
- Present and discuss the steps in the policy process (what they are, what they mean, what they involve, how to work towards them) (45 min.-1hour)
- Prepare and organize group exercise to discuss gender awareness in distinct work places and policy decisions (30 min.)

Break

- Review the steps in the policy process and discuss how to rethink the process to become gender-aware (use country specific examples and promote participation from attendees) (45 min.-1 hour)
- Prepare and organize group exercise to test understanding of the steps in the engendered policy process (e.g., conduct a complete policy process analysis or use one or two steps to illustrate the comparative impact of using the standard versus the new engendered process). (45min.-1 hour)
- Class presentations. If possible, prepare class presentations by each group. (1 hour, depending on number of groups, presentations of about 15 min. each)
- Report-back exercise: Discuss lessons learned, issues raised and why is the engendered policy process different. (15-30 min.)

Day 2 (two three hour sessions, with a break in between):

- Introduce and review each of the nine policy modules (with participation from attendees) (1 hour)
- Discuss module by module: Why is a gender perspective important; What does it mean; What is the impact? (1 hour)
- Prepare and organize group exercises to develop engendered policy decisions to address each of the modules discussed (using steps in policy process, develop a policy for a particular module issue) (1 hour)

Break

- Continue group exercises if needed.
- Class presentations. If possible prepare class presentations on each module (depends on number of groups) (1-2 hours)
- Report-back exercise: Discuss lessons learned, issues raised and why is the engendered policy process different. (30 min.-1hour)

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Table 3
Two Separate One Day Workshops – 1
Gender Perspectives in Telecommunications Policy

Workshop 1 – The Engendered Policy Process (one full day):

- Introduction of the course and trainer (10 min.)
- Review the main goals and objectives (15-20 min.)
- Introduction of participants (e.g., names, professional experience, background) (15-30 min, depending on group size)
- Discuss the importance of gender perspectives in telecommunications policy (with participation of attendees) (30 min.)
- Discuss the policy process in the different countries (to assess participants understanding of the process) (15-30 min.)
- Present and discuss the steps in the policy process (what they are, what they mean, what they involve, how to work towards them) (45 min.-1hour)
- Prepare and organize group exercise to discuss gender awareness in distinct work places and policy decisions (30 min.)

Break

- Review the steps in the policy process and discuss how to rethink the process to become gender-aware (use country specific examples and promote participation from attendees) (45 min.-1 hour)
- Prepare and organize group exercise to test understanding of the steps in the engendered policy process (e.g., conduct a complete policy process analysis or use one or two steps to illustrate the comparative impact of using the standard versus the new engendered process). (45min.-1 hour)
- Class presentations. If possible, prepare class presentations by each group. (1 hour, depending on number of groups, presentations of about 15 min. each)
- Report-back exercise: Discuss lessons learned, issues raised and why is the engendered policy process different. (15-30 min.)

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Table 4
Two Separate One Day Workshops – 2
Gender Perspectives in Telecommunications Policy

Workshop 2 – Engendering Telecommunications Policy Issues (one full day):

- Introduction of the course and trainer (10 min.)
- Review the main goals and objectives (10 min.)
- Introduction of participants (e.g., names, professional experience, background) (15 min, depending on group size)
- Discuss the importance of gender perspectives in telecommunications policy (with participation of attendees) (15-30 min.)
- Introduce and review each of the nine policy modules (with participation from attendees) and discuss module by module: Why is a gender perspective important; What does it mean; What is the impact? (1-2 hours)
- Prepare and organize group exercises to develop engendered policy decisions to address each of the modules discussed (using steps in policy process, develop a gender-aware policy for a particular module issue) (1 hour)

Break

- Continue group exercises if needed (30 min.-1 hour).
- Class presentations. If possible prepare class presentations on each module (depends on number of groups) (1-2 hours)
- Report-back exercise: Discuss lessons learned, issues raised and why is the engendered policy process different. (30 min)

Table 5
Gender Perspectives in Telecommunications Policy
Integrated into existing ITU training curricula.

In Seminars or Workshops on General Regulatory Policy:

After reviewing existing curricula, these should be adapted and/or reorganized to reflect the Engendered Policy Process as discussed in the gender curricula. Examples and exercises should be changed to reflect a gender-aware perspective. And class evaluation exercises should be developed to test students' level of learning on gender issues as well.

In Seminars or Workshops on Regulatory and Policy Issues:

After reviewing existing curricula and topics covered, these should be adapted and/or reorganized to reflect the issues covered in the nine modules addressed by the gender curricula. Examples and exercises should be changed to reflect a gender-aware perspective. And class evaluation exercises should be developed to test students' level of learning on gender issues as well.

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

The Content of the Course

Public policy decisions are usually established based on a simple sequence of steps – the steps in the policy process. Each step in the process requires several tasks and training to fully study the issue and eventually arrive at a recommended decision. This section of the curriculum focuses on each step of the policy process.

The following are the steps in the policy process:

1. Problem definition and assessment
2. Formulation of policy options
3. Prescription of preferred option (based on decision criteria)
4. Enforcement of new policy
5. Implementation of policy decision
6. Evaluating and monitoring the impact of the policy (or program)
7. Termination, renewal or revision of policy

Each step needs to be fully discussed and understood. (See resource list for reference to materials to be used in this session)

The next task is to discuss “how do we go about rethinking the policy process.” That is, to understand how each step is usually “gender blind” and what does it mean to analyze each step in the process from a gender perspective. (This task should use a table like the one presented here – Engendering the Policy Process – which can be used as multiple slides, per step, and with specific examples of each issue).

The policy process tends to be a “gender neutral” or “gender blind” process, that is, it assumes that any policy decision, unless specifically targeted, will equally benefit the population as a whole and/or it simply neglects differential gender impacts. The goal of the public policy process is the public good, but “the public” is not necessarily identified. Again, it is generally assumed that individuals from the public can or will benefit equally from policy decisions. This is not the case. As can be discussed and illustrated by numerous case studies and materials (see list of materials and references), policy decisions may have differential impacts on women and men. In order to understand the complete dimension of gender impacts, participants should discuss the specific materials as well as how the steps in the policy process may neglect the gender dimension of telecommunications policy issues.

As the Table below shows, trainers must present the policy process and discuss how to rethink each step of the process from a gender perspective. The main questions are:

- How to do rethink the process?
- What does it mean practically?
- How different can it be?
- What is the impact?
- How does it change policy decisions?

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

As briefly discussed on the column “Gender Perspectives on each step of the policy process,” there is a clearly different manner of approaching each step. Specifically, each step in the process must be thought of from an impact perspective: what does it mean for women and men; is the policy addressing gender issues; how can the policy better target women and men; among other questions. This exercise and discussion should be conducted with a clear practical example, such as universal service and universal access policies (see table below and discussion of module one, which lists issues and questions to be raised and discussed within this topic). As part of the exercise and discussion, participants should be reflecting on why and how the new approach will result in different outcomes. This is particularly important since results are the evidence that shows that the new approach is not only necessary but, in fact, it results in more effective and widespread public policy.

At the end of the session’s discussion, participants should be able to answer the above questions and fully understand the gendered impact of the policy process. The Group Exercises identified below are one technique to evaluate the course and understand how students learned the material (having in mind the objectives of the curriculum, as defined above).

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Table 6
Engendering the Policy Process

| Steps in the Policy Process | Gender Perspectives on each step of the process | The Engendered Policy Process |
|---|---|---|
| <p>1. Problem definition. Requires collection of information and data to describe and demonstrate the problem, and why there is a need for a policy solution.</p> | <p>These data and information should be prepared using gender disaggregated data and/or by describing the gender dimension of the problem (using stories, anecdotal evidence, any data available, case studies, etc).</p> | <p>1. Define (or reformulate) the problem from a gender perspective and using gender-sensitive data and information.</p> |
| <p>2. Formulation of policy options to address problem. Requires a list of possible policy options to address the problem defined.</p> | <p>Policy options should reflect different gender approaches to the problem as well as an understanding of gender dimensions to address the problem.</p> | <p>2. Formulate policy options that are gender-aware and address gender issues, concerns, and opportunities.</p> |
| <p>3. Prescription of the preferred option. Based on a decision criteria, choose the “best” policy option.</p> | <p>Prescribe the preferred option using gender-aware criteria and by defining gender-aware goals and objectives for the program/policy.</p> | <p>3. Choose a policy option that reflects a gender perspective (i.e., which appropriately addresses gender issues and concerns)</p> |
| <p>4. Enforcement of the new policy. This step requires an understanding of the “political map” and the development of a support system to ensure implementation.</p> | <p>Based on the political map, create and develop support for the policy agenda from various parties, including various women’s groups, organizations or government agencies. Use gender-focused methods and make the case for a gender policy.</p> | <p>4. Enforce the policy with input and participation from women’s groups, organizations and government agencies committed to gender equity and equality.</p> |

*Gender Perspectives in Telecommunications Policy
A Curriculum Proposal*

| | | |
|--|---|--|
| <p>5. Implementation of the policy decision. Involves determining implementation strategies that will lead to greatest impact.</p> | <p>Envision implementation from a gender perspective, that is, so that there is a positive gender impact (e.g., project location, accessibility, training availability, develop campaign to attract women, etc.)</p> | <p>5. Ensure full women's participation in determining and designing the implementation process, so that process properly targets women and women's needs and demands.</p> |
| <p>6. Evaluating and monitoring the impact and processes of the policy. Evaluation serves to review and analyze the process and the impact of the policy or program.</p> | <p>Measure and evaluate impact from a gender perspective, using gender-aware techniques, data and by learning differential impacts. Review and analyze implementation process to assess if it is reaching gender goals.</p> | <p>6. Evaluate and monitor policy process and impact from a gender perspective (e.g., using gender disaggregated data and gender-aware research methods).</p> |
| <p>7. Termination, renewal, revision of the policy. Requires a decision to determine the future role of the policy.</p> | <p>Based on a gender perspective, assess if policy impact is as planned and, accordingly decide to terminate, review or revise the policy approach, so as to reach defined goals and objectives.</p> | <p>7. Gender must be a variable in making these decisions. If gender is not properly addressed or there have been no impacts, then terminate, revise or renew policy and implementation process accordingly.</p> |

Table 7
Comparing the Policy Process Between the “Gender-Neutral” Approach and the Engendered Policy Approach

Universal Service and Universal Access Policy
Some examples of practical differences

| Steps in the process | “Gender-Neutral” Approach | Engendered Approach |
|----------------------------------|---|---|
| 1. Problem Definition | Focus on macro statistics to define the problem, such as, number of households with telephone, % of households with telephone, average distance to access a telephone. | Defines the problem by understanding more than the macro picture. It specifically looks at telephone penetration rates by gender, telephone by female headed households, average distance and time spent to access a telephone, location of the telephone, etc. |
| 2. Formulation of Policy Options | For example, policy to: <ul style="list-style-type: none"> • Increase number of households with telephones • Increase % of households with telephone • Provide a number of telephones per number of localities • Promote development of telecenters | Focus on policy to do the same as the gender-neutral approach but in addition: <ul style="list-style-type: none"> • Increase number of telephones per female headed households • Decrease travel time spent to access a telephone • Provide telephones at locations where women tend to travel to (e.g., health clinics, schools, markets) Promote development of telecenters owned and managed by women and women’s groups and placed in specific locations |

*Gender Perspectives in Telecommunications Policy
A Curriculum Proposal*

| | | |
|--------------------------------------|---|--|
| 3. Prescription of preferred option | Focus on overall impact | Focus on overall and gender specific impact |
| 4. Enforcement of new policy | Develop support from consumer advocate groups, ministerial authorities, and in some cases specific operators. | In addition, develop support from women's organizations, Gender Units from regulatory and policy agencies, and possibly grassroots groups involved in communications access. |
| 5. Implementation of policy decision | Define implementation policy and administers process for compliance purposes. | In addition to a gender-aware implementation process, it ensures participation of support groups so that implementation achieves the goals. |
| 6. Evaluation and Monitoring | Evaluates and monitors process based on base line statistics (as defined at problem definition stage) and focusing on quantitative methods. | Evaluates and monitors based on gender disaggregated statistics and goals, as defined at problem definition stage, as well as qualitative methods of analysis. |
| 7. Termination, renewal, revision | Make a decision based on overall impacts. | Make a decision based on overall and gender-specific impacts (do women have greater access? Are locations appropriate to increase access?) |

After discussing in detail the Engendered Policy Process and using some illustrative examples (such as universal service and access, as well as others provided by participants) prepare and organize discussion groups to address specific issues. The following are a few examples of possible exercises, that can be done by all groups or some groups with one theme and others another theme. In addition, because some

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

exercises take longer than others, trainers must use their judgement as to the available time to conduct a meaningful exercise.

Table 8
Some Examples of Group Exercises for the Workshops

Group Exercise 1:

Ask all groups, of 4-6 persons, to choose a policy issue and discuss how to address the problem from a gender perspective. Participants should review each step in the policy process and report how they would address the problem from a policy perspective.

Trainers should emphasize that participants use the materials learned in class and their own experiences with the topics. Some trainers may find more helpful to choose a topic to be discussed by all groups, such as pricing or network deployment.

Group Exercise 2:

Ask all groups to choose a problem, define the problem in detail, and formulate policy options to address the problem.

Again, trainers should emphasize that participants use the materials learned in class and their own experiences with the topics. Some trainers may find more helpful to choose a topic to be discussed by all groups, such as licensing, equitable employment in the telecommunications industry.

Group Exercise 3:

Ask groups to choose a well-known policy (from a case study used or reported by one participant). Discuss and analyze the policy from a gender perspective: does the policy address gender issues; how; how could it be improved; is there support for change and revision of the policy; what are the barriers; what can be done to address barriers; etc.

After group exercises, each group should nominate a spokesperson to report on the group's discussion or prepare a small presentation to present the main issues, main findings, and strategies to address the problem. This activity should also serve as an evaluation exercise for the trainer and the course, since it reflects how participants understood the material and are able to apply it with a concrete example. As such, trainers may also ask participants to explain and discuss what they have learned and how they believe the course will change the way they work and think about telecommunications policy issues.

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Once this session is completed, and depending on the workshop format used, the next session focuses on specific topics related to telecommunications policy. This section can be taught after the first session is completed or as a stand alone workshop (see discussion above on rationale for the workshops).

Telecommunications Policy: Engendering the Issues

As discussed above, this curriculum also includes specific focus on telecommunications policy issues relevant for regulators, policy makers and operators. These issues – Modules – are discussed below and provide discussion topics to apply the knowledge on gender perspectives learned in the previous session.

There is a particular sequence of tasks when teaching about the particular modules. As presented above, the following are the basic implementation tasks involved:

- Introduce and review each of the nine policy modules or those chosen for the particular workshop (see discussion below).
- Discuss module by module: Why is a gender perspective important; What does it mean; What is the impact. This task also involves a discussion of the module topic from the perspective of the policy process (for details see Table 7 and try to replicate example provided in table for each of the other modules).¹
- Prepare group exercises to develop engendered policy decisions to address the issues discussed by each of the modules (using steps in policy process, develop a policy to address a particular telecommunications policy issue).
- Class presentation. If possible prepare class presentations (one per group), on each module or a few modules (depending on class size and number of groups).
- Report-back exercise: Discuss lessons learned, issues raised and why is the engendered policy process different.

The specific modules identified are:

1. Ensuring affordable access pricing/tariffs.
2. Licensing issues (ownership and control, and reporting disaggregated statistics).
3. Equitable access to training opportunities.
4. Strengthening and supporting women as technology innovators.
5. Network planning and deployment issues, including choice of technology and the effects on cost and access.
6. Income generation (business opportunities).
7. Democratization of policy process through increased inclusivity.

¹ It is important that all trainers be experienced in telecommunications policy issues so that they can effectively implement this curriculum and teach participants on all important aspects of the curriculum, such as the specific module topics being addressed and discussed.

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

8. Equitable employment conditions (Human Resources Development and appropriate support systems).
9. Supporting development of appropriate technologies.

The following discussion focuses on each module and provides discussion questions and policy options associated with the problems raised by each module. As such, it serves as a guide to the introduction and discussion of the issues from a gender perspective. In addition, resource materials to be used by each session are listed in Appendix A.

Module 1. Ensuring affordable access pricing/tariffs.

Main questions: How to ensure that women, as consumers, are not discriminated against and benefit from universal access to telecommunications? How to ensure that pricing/tariff policy focus on affordable access?

Possible policy options and discussion items:

- Recognize wage/income gaps in policy decisions, both in terms of gender as well as geographic area (rural versus urban), race, etc.
- Develop gender aware policies to provide universal access, such as communications technology access points (e.g., telecenters, community centers, technology centers, etc.) – these are an alternative to more capital intense choices, as in some cases, a basic line per home. In addition, telecenter-type solutions also provide great economic development opportunities for women, as women can gain employment, be trained in new areas, be the owners and/or managers of these centers.
- Ensure that location of access points (telecenters, payphones, etc.) is chosen from a gender perspective (e.g., next to schools, markets, clinics and other places frequented by women, rather than bars or auto shops).
- Promote consumer/user-focused pricing policies for specific services and community oriented programs, such as:
 - universal access/service obligations for carriers,
 - discounted tariff prices for telecenter-type service providers,
 - ensure regulatory frameworks that provide affordable prices for all users, including competing providers of ICT services,
 - develop incentive programs to increase access (e.g., telecommunications development funds, which can be used to subsidize high cost areas and/or finance telecenters and other initiatives)
- Ensure pricing policies based on economic costs for providing basic services and other ICTs, instead of opportunistic pricing to cover costs of non basic or non ICT services (e.g., costs for services targeting an upper scale social group)

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

- Develop and implement pricing policies that promote increase use and network expansion (increasing network externalities), such as price cap plans
- Develop interim strategies to provide access in rural areas or areas with little access, such as availability of mobile phones or mobile pay phones, including for rental needs.

Module 2. Licensing issues (ownership and control, and reporting disaggregated statistics).

Main questions: How to ensure that women are provided the same opportunities for ownership and control of licenses and related businesses? How to ensure collection of gender disaggregated statistics?

Possible policy options and discussion items:

- Establish a policy that ensures a specific proportion of women owners – a percentage quota, for example
- Ensure that licenses are awarded to women owned businesses or businesses with a % of women ownership or women in management positions
- Develop and market licensing processes where potential women owners can have access to the information (e.g., newspapers, universities, local and regional commerce associations, women’s organizations, internet or specific web pages, etc)
- Develop license award criteria based on social responsibility of the business as well as universal access objectives of the proposed venture
- Ensure that licenses awarded contain certain conditions, such as, for example, training programs for women technicians, gender mainstreaming training efforts for and by the particular business

Module 3. Equitable access to training opportunities.

Main questions: How to ensure equitable access to training opportunities and women’s participation and involvement at all levels of decision making?

Possible policy options and discussion items:

- Ensure that both women and men are invited to training opportunities

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

- Create gender-aware environments that allow for women's participation
- Where there are wage disparities, develop subsidy programs to ensure that women have access to training opportunities
- Advertise training opportunities at all departments, division, organizations, particularly those with greater number of women
- Develop and provide access to training programs that focus on capacity building and qualifications improvement

Module 4. Strengthening and supporting women as technology innovators.

Main questions: How to promote and facilitate programs for women involved in technology and innovation efforts, and further allow their participation in technology related decision-making processes?

Possible policy options and discussion items:

- Support women innovators by subsidizing research efforts and programs
- Create scholarships and grant programs for women in technology and science areas
- Ensure that technology programs promote and accept women's participation, either via a quota or by providing gender-sensitive environments
- Support programs that create an incentive for women's participation in technology ventures and programs
- Include women professionals in College boards, decision making bodies, etc.
- Create and support technical programs at universities by providing grants or scholarships for women students and/or women researchers

Module 5. Network planning and deployment issues, including choice of technology and the effects on cost and access.

Main questions: How to ensure that women, as consumers and technicians, are not discriminated against and are considered in the planing process? How to ensure that technology cost will not be a deterrent on access?

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Possible policy options and discussion items:

- Include women engineers, practitioners, in decision making process
- When new technologies are used, plan for appropriate training sections, which must include women
- Use affordable and forward looking technologies (ensure least cost and affordable access), such as wireless alternatives (e.g., fixed wireless in certain areas)
- Plan network infrastructure for the majority and not for the minority (i.e., focus on universal access to ICTs and not on expensive high-capacity specialized access for the wealthy minority)
- Ensure non-discriminatory infrastructure investment strategies, focusing on providing basic infrastructure in all areas, specifically rural and peri-urban areas, where women tend to be poorer and lack access to resources and ICTs
- Ensure that location of infrastructure facilitates access for women

Module 6. Income generation (business opportunities).

Main questions: How to facilitate the development of income generation projects and business for women?

Possible policy options and discussion items:

- Promote Telecenters as a means for business development and ownership, with appropriate business training support mechanisms
- Ensure that a number of telecommunications licenses (for all services) are allocated to women owned businesses
- To create “affirmative action” policies to ensure that all carriers do a certain percentage of business with women owned businesses
- Promote and create business training programs based on ICT related business opportunities (e.g., e-commerce applications, telecenter-type projects, wireless company ownership, rural operator development, etc)
- Promote initiatives, such as telecenters, that may be used as business development and support mechanisms

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Module 7. Democratization of policy process through increased inclusivity.

Main questions: How can telecommunications policy facilitate and promote full democratic participation by all individuals? How should policy process include more women and become more democratic?

Possible policy options and discussion items:

- By creating systems that allow for the widespread dissemination of information: political, health, education, social, human rights, etc.
- By financing and promoting the means for information dissemination, such as, telecenters, information kiosks, printed information, etc.
- By ensuring that consumers, particularly women, are represented in the policy process, i.e., created consumer advocacy divisions/offices, publicizing policy directions and proposals for public feedback, develop public participation outlets where consumers can express their opinions or concerns about any policy proposals, creating on-line (where available) feedback sites.
- By ensuring that telecom regulators clearly understand the economic and social context of all people's lives, and consequently take those into account in the policy process.

Module 8. Equitable employment conditions (Human Resources Development and appropriate support systems).

Main questions: How to create equitable employment conditions, including appropriate training for both women and men?

Possible policy options and discussion items:

- Ensure equal hiring opportunities for women and men
- Ensure that, if possible, at least 50% supervisory positions are provided to women
- Develop campaigns to attract women professionals
- Ensure equal access to training opportunities
- Promote gender-awareness training opportunities for women and men

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

- Develop and ensure the existence of appropriate support systems for professional women and men (including on-site support to deal with male/female tensions and other problems)
- Support technical and management programs that train women and create internship programs with such institutions

Module 9. Supporting development of appropriate technologies.

Main questions: How to determine which technologies are appropriate based on the context in which they are used and by whom?

Possible policy options and discussion items:

- Ensure quality assessments to determine appropriate technology to be used (based on who will use it and for what purpose)
- Understand the difference between “state-of-the-art” technology and needed technology in the context of the use required
- Make technology decisions based on existing demand and not on speculative demand
- Support and promote development of user-friendly technologies, particularly in the context of low literacy levels

After discussing each module with full participation from the class, prepare and organize group exercises to allow participants to explore a specific topic as well as to test the teaching and learning processes. Each group should be assigned one of the modules and they should perform the following exercise. Trainers are free to develop new exercises based on evolution of the course and participation.

**Table 9
Group Exercise for Modules Workshop**

Each group in class should be assigned one of the modules/topics and perform the following exercise (or a variation, depending on available time)

Group Exercise:

1. Discuss the issues and problems
2. Define the problem, with evidence if available
3. Formulate policy options
4. Establish decision criteria and choose best policy option
5. Discuss support and opposition to the policy option
6. Develop an implementation plan
7. Establish an evaluation and monitoring plan

If not enough time available, keep exercise to the first four tasks.

After exercise is completed, proceed with short presentations by each group and/or group spokesperson. At the end of the session, participants should be able to develop a gender-aware policy to address an issue or problem identified.

IV. Pilot Course and Curriculum Evaluation

The proposed curriculum will be piloted during the Fall 2000. There are two possibilities: the regional seminar in Botswana or the global meeting in Geneva, Switzerland. Based on the pilot course and evaluation of the curriculum, the curriculum may be revised to reflect any lessons learned that will improve the curriculum plan and implementation.

V. Conclusions and Further Considerations for Curriculum Implementation

Based on this curriculum, we expect to be able to improve awareness and integration of gender perspectives in the telecommunication policy area. As a final reminder, there are a few important issues that need to be considered when implementing the curriculum. These can be complex issues or simply aspects for trainers to be aware.

Gender Perspectives in Telecommunications Policy
A Curriculum Proposal

Regardless of how they are perceived, the following issues are important and trainers must be aware and knowledgeable to be able to address them when appropriate:

- Have a clear understanding of gender analysis and perspectives, particularly as they apply to telecommunications policy
- An understanding and awareness of the cultural and social context in distinct countries of the world, as course participants are from various backgrounds and trainers must respect them
- Understand that the political map – support and opposition for policy decisions – is diverse in various countries and therefore may affect policy option in distinct ways as well
- Good policy decisions are not just good because they sound good on paper. They must be feasible policy decisions within the context in which they are implemented
- Measuring gender impacts is a major barriers due to lack of gender disaggregated statistics. There is a need to develop awareness of gender statistics and workshops may be used to created such awareness within telecommunications professionals