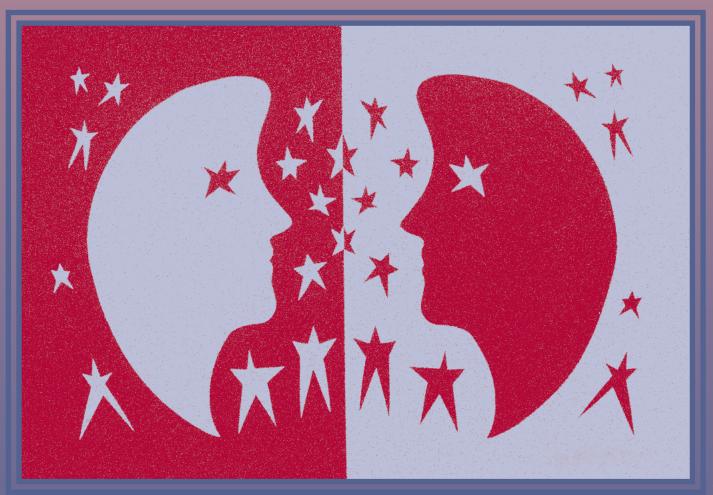


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Gender equality and empowerment of women through ICT



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Division for the Advancement of Women

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women 2000 and beyond September 2005

Gender equality and empowerment of women through ICT

"The so-called digital divide is actually several gaps in one. There is a technological divide—great gaps in infrastructure. There is a content divide. A lot of web-based information is simply not relevant to the real needs of people. And nearly 70 per cent of the world's websites are in English, at times crowding out local voices and views. There is a gender divide, with women and girls enjoying less access to information technology than men and boys. This can be true of rich and poor countries alike".

United Nations Secretary-General, Kofi Annan Statement to the World Summit on the Information Society, Geneva, 10 December 2003

Introduction

ICT and development

The role of Information and Communication Technologies (ICT) as a tool for development has attracted the sustained attention of the United Nations over recent years. Strategic partnerships have been developed with donors, the private sector and civil society, and working groups and task forces have been established to enhance interagency collaboration throughout the United Nations system.

In 2000, the Economic and Social Council adopted a Ministerial Declaration on the role of information technology in the context of a knowledge-based economy. In 2001, the Secretary-General established a high-level Information and Communication Technologies Task Force to provide overall leadership to the United Nations on the formulation of strategies to put ICT at the service of development.²

The Millennium Declaration adopted in 2000 underscored the urgency of ensuring that the bene-

fits of new technologies, especially ICT, are made available to all. To achieve this goal, a United Nations World Summit on the Information Society (WSIS) was planned in two phases. The first phase, the Geneva Summit in December 2003, aimed to develop political will and to establish the foundations for an Information Society for all. In total, 175 Governments endorsed the Declaration of Principles³ and Plan of Action at the first phase.⁴ The second phase of WSIS is planned for November 2005 in Tunis

Information and Communication Technologies comprise a complex and heterogeneous set of goods, applications and services used to produce, process, distribute and transform information. The ICT sector consists of segments as diverse as telecommunications, television and radio broadcasting, computer hardware, software and services and electronic media (for example, the Internet and electronic mail).5 Information and communication needs can be met by more traditional means, such as print media and fixed telephone lines, or by satellite technology, mobile phones and the Internet. Traditional technologies continue to be important for large numbers of people around the world, particularly in rural areas. However, new technologies have a vast potential for empowerment which needs to be fully exploited.

The term ICT has been used to encompass technological innovation and convergence in information and communication leading to the development of so-called information or knowledge societies, with resulting changes in social interaction, economic and business practices, political engagement, education, health, leisure and entertainment.6 Over the past decade, there has been a growing understanding that these technologies can be powerful instruments for advancing economic and social development through the creation of new types of economic activity, employment opportunities, improvements in health-care delivery and other services, and the enhancement of networking, participation and advocacy within society. ICT also have the potential to improve interaction between Governments and citizens, fostering transparency and accountability in governance.

While the potential of ICT for stimulating economic growth, socio-economic development and effective governance is well recognized, the benefits of ICT have been unevenly distributed within and between countries. The term "digital divide" refers to the differences in resources and capabilities to access and effectively utilize ICT for development that exist within and between countries, regions, sectors and socio-economic groups.

The digital divide is often characterized by low levels of access to technologies. Poverty, illiteracy, lack of computer literacy and language barriers are among the factors impeding access to ICT infrastructure, especially in developing countries. Internet usage figures collected by the International Telecommunications Union (ITU) in 2003 illustrate this gap

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in access. For instance, in 2003, the United States reported 5,558 Internet users per 10,000 persons, compared with 690 users per 10,000 persons in Asia and 156 users per 10,000 persons in Africa.⁷

The enthusiasm over the rapid growth of ICT and their applications have generated a variety of initiatives to foster the use of ICT for development, including research, projects, workshops and other activities. Many of these initiatives are directed at addressing the growing digital divide. Increased attention is being paid to reviewing and evaluating the impact of these initiatives. Early findings point to mixed results about the impact of 10 years of experience in ICT for development.

An InfoDev report published in 2003 suggests that despite the vast amounts of resources that have been invested in efforts to increase access to ICT in developing countries and among the poor, these technologies have not proven as transformative as expected.8 The InfoDev report indicates that to harness ICT more effectively for development and poverty reduction, ICT must be mainstreamed as tools for broader strategies and programmes for building opportunity and empowering the poor. The report further states that the ICT for development agenda should identify the broader changes required in developing countries, the role ICT can have in effecting these changes, and to be more selective and strategic about the attention and resources devoted to the dissemination of these technologies.9

Gender equality and ICT

While there is recognition of the potential of ICT as a tool for the promotion of gender equality and the empowerment of women, a "gender divide" has also been identified, reflected in the lower numbers of women accessing and using ICT compared with men. Unless this gender

divide is specifically addressed, there is a risk that ICT may exacerbate existing inequalities between women and men and create new forms of inequality.

If, however, the gender dimensions of ICT—in terms of access and use, capacity-building opportunities, employment and potential for empowerment—are explicitly identified and addressed, ICT can be a powerful catalyst for political and social empowerment of women, and the promotion of gender equality.

This report provides a summary of critical gender equality issues related to ICT and development and outlines potential opportunities for women's economic, social and political empowerment. Key strategies and tools to address the gender digital divide in national and international contexts are presented. Examples of good practice on gender equality and ICT are elaborated throughout the report.

The report focuses on the twofold need to address the gender divide and reduce inequalities related to ICT and to identify ways to use ICT proactively and effectively to promote gender equality and the empowerment of women.

Historical background on attention to gender equality and ICT

Intergovernmental processes

Over the past decade, the United Nations intergovernmental processes have played a leading role in identifying key issues and proposing strategic actions to enhance women's empowerment through ICT. An emerging gender divide was identified in 1995 by the United Nations Commission on Science and Technology for Development (UNCSTD) in research conducted in preparation for the Fourth World Conference on

Women. The Commission identified significant gender differences in levels of access to, control of and advantages accruing from a wide range of technological developments. ¹⁰ It concluded that "the information revolution appeared to be by-passing women; that information society literature was silent on gender issues, and that neither research nor practical projects in the information technology field had addressed the specific circumstances of women". ¹¹

The Beijing Declaration and Platform for Action¹² adopted at the Fourth World Conference on Women in 1995 drew attention to the emerging global communications network and its impact on public policies, as well as the attitudes and behaviour of individuals. It called for the empowerment of women through enhancing their skills, knowledge, access to and use of information technologies.¹³ It also included a strategic objective: "Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication".14

Based on knowledge and experience that had emerged in the previous five years, the twenty-third special session of the General Assembly, held in June 2000 to review progress in implementation of the Platform for Action, 15 recognized that ICT had created new opportunities for women and contributed to knowledge sharing, networking and electronic commerce activities. Member States acknowledged that poverty, lack of access and opportunities, illiteracy (including computer illiteracy) and language barriers prevented women from using ICT, including the Internet. Steps were proposed to ensure that women benefited fully from ICT, including equal access to ICT-related education, training and entrepreneurship opportunities and equal access as producers and consumers of ICT through public and private partnerships.16

Later that same year, the Ministerial Declaration on Development and International Cooperation in the Twenty-First Century¹⁷ adopted by the Economic and Social Council stated that, "[t]he potential to help foster sustainable development, empower people, including women and youth, build capacities and skills, assist small-and medium-sized enterprises, reduce poverty, and reinforce popular participation and informed decision-making at all levels is enormous". 18 The Action Plan of the United Nations Information and Communication Technologies Task Force, adopted in November 2001, aimed to "provide a platform to analyse how programmes for promoting education, combating diseases, promoting gender equality and the empowerment of women and those targeting youth, the disabled and people living in poverty in general can be leveraged and enhanced with ICT".19 The Declaration also acknowledged the need to incorporate a gender perspective in different areas.20

During its forty-seventh session in 2003, the Commission on the Status of Women recognized the importance of this issue and considered the topic, "Participation and access of women to the media, and information and communication technologies and their impact on and use as an instrument for the advancement and empowerment of women". This was the first time that the Commission had directly focused on the issue of ICT and the empowerment of women. The Commission adopted agreed conclusions²¹ which addressed women's equal access to ICT-based economic activities and employment, such as through telecentres, information centres and business incubators. The agreed conclusions put forward a series of recommendations in the areas of policy development and regulatory aspects, access, education, employment, partnerships, resources, research, data collection and good practices. Governments, United Nations bodies, international financial institutions and civil society were urged to ensure

equal access for women to ICT-based economic activities, such as small business and home-based employment, information systems and improved technologies; and to new employment opportunities created by the implementation of ICT. They were called on to respect differences in local languages, local knowledge systems and locally produced content in media and communications and to increase efforts to compile and disaggregate statistics on ICT by sex and age, as well as to develop gender-specific indicators on ICT.

In preparation for the Commission, the Division for the Advancement of Women²² in cooperation with ITU23 and the United Nations ICT Task Force Secretariat²⁴ organized an Expert Group Meeting on Information and Communication Technologies and Their Impact on and Use as an Instrument for the Advancement and Empowerment of Women, in the Republic of Korea in November 2002.25 The meeting considered four themes: national ICT policies and gender equality, ICT for participation, ICT for enhancing women's capabilities and ICT for women's economic empowerment. The experts adopted recommendations addressed to Governments and other relevant actors at the national and international levels.26 The experts recommended that all stakeholders take action to ensure that gender equality and women's rights were integrated into the World Summit on the Information Society and its follow-up programmes.

Advocacy on gender equality and ICT

In 1996, the Division for the Advancement of Women, in collaboration with United Nations and NGO partners, organized an Expert Group Meeting on "Global Information through Computer Networking Technology in the Follow-Up to the Fourth World Conference on

Women". The Division also published an issue of *women2000* entitled, "Women and the Information Revolution".²⁷

A "Canon on Gender Partnerships and ICT Development", developed primarily by women participants at the first international conference on ICT, the Global Knowledge Partnership Conference in 1997, outlined key principles for the development and design of ICT, prioritizing equal participation and gender-aware assessments and evaluations of ICT projects and programmes.²⁸ At the second Global Knowledge Partnership Conference held three years later, a specific Women's Forum developed a comprehensive set of recommendations.²⁹ The major recommendations included:

- Mainstreaming and monitoring of a gender perspective in all ICT initiatives;
- Collecting sex disaggregated data on the use of ICT and women's participation in policy-making as well as developing targets, indicators and benchmarks to track the progress of women's and girl's access to the benefits of ICT;
- Identifying and promoting good practices and lessons learned on the ways women and girls are using ICT;
- Capacity-building towards gender equality in education and employment;
- Enhancing democracy and women's participation through electronic connectivity; and
- Developing research and policies on health and environmental hazards of ICT industries.

In 1998, the ITU Task Force on Gender Issues was established within the ITU Development Sector.³⁰ Currently known as the Working Group on Gender Issues,³¹ the group has been a consistent advocate of women's empowerment and gender equality within the ITU and in the preparations for the World Summit on the Information Society.³² In 2002, ITU adopted two resolutions on gen-

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der mainstreaming—one on Mainstreaming Gender in ITU-D Programmes³³—which recognized that a "gender dimension in telecommunications" is critical to the attainment of the goal of universal access; and another one on Gender Mainstreaming in IT—which called for gender mainstreaming in all programmes of the ITU.³⁴ As a result of these resolutions, ITU created a gender unit with the support of the Norwegian Government to advance the work in preparation for WSIS.³⁵

Advocacy for women's improved access to ICT, and attention to gender perspectives in the development and use of ICT has significantly increased in the United Nations in the context of preparations for the WSIS. The United Nations Inter-Agency Network on Women and Gender Equality (IANWGE) established a Task Force on Gender and Information and Communication Technologies to coordinate the activities of all United Nations entities working on gender equality and ICT in preparation for WSIS. The Task Force produced fact sheets on gender and ICT for WSIS Phase I, with contributions from a broad range of United Nations entities.36 Information on specific activities of other entities of the United Nations can be accessed through the inter-agency website, Women Watch.37

WSIS: Potential for addressing the gender divide

Phase I of the World Summit on the Information Society

Gender equality advocates from civil society organizations, Governments, United Nations bodies and international agencies participated in regional and global preparatory meetings and made a strong case for including recommendations on gender equality and women's empowerment in the WSIS Declaration of

Principles and Plan of Action. In meetings held in many parts of the world over a two-year period from early 2002, including in Bamako, Budapest, Tokyo, Bavaro, Paris and Geneva, gender equality advocates organized their efforts through the Gender Caucus and the NGO Gender Strategies Working Group.

One major success of these efforts was the development of partnerships and collaboration between Member States, intergovernmental agencies and other stakeholders which resulted from the increased networking, awareness-raising and knowledge sharing in the WSIS process. While the work of gender advocates is reflected directly in both the WSIS Declaration of Principles and Plan of Action, a number of the objectives relating to attention paid to gender perspectives in the outcome documents were met.

One strong paragraph was included in the first section of the Declaration of Principles which stated, "[w]e affirm that development of ICT provides enormous opportunities for women, who should be an integral part of, and key actors in, the Information Society. We are committed to ensuring that the Information Society enables women's empowerment and their full participation on the basis of equality in all spheres of society and in all decision-making processes. To this end, we should mainstream a gender equality perspective and use ICT as a tool to that end".38

The Plan of Action contains references to the special needs of women in relation to capacity-building (removing the gender barriers to ICT education and training); enabling environment (promotion of participation of women in formulating ICT policies); ICT applications (e-health and e-employment); cultural diversity and identity (strengthening programmes focused on gender-sensitive curricula in formal and non-formal education and media literacy); media (balanced and diverse portrayal); follow-up and

evaluation (gender-specific indicators on ICT use and needs and measurable performance indicators to assess the impact of funded ICT projects on the lives of women and girls should be developed).

A factor inhibiting adequate attention to gender equality perspectives was the lack of delegations at the Summit with expertise or experience with gender equality and women's empowerment issues. Many delegations were comprised of trade and telecommunications ministry staff. Another major challenge of gender equality advocacy in WSIS was the assumption that gender advocacy is primarily women's work. Gender equality advocates often had to lobby for attention to gender perspectives in the context of the regional and thematic caucuses within civil society (for example, in relation to media, network security and human rights).

Phase 2 of the World Summit on the Information Society

The Declaration of Principles from WSIS 2003 in Geneva outlined a "common vision" for the information society "premised on the purposes and principles of the Charter of the United Nations and respecting fully and upholding the Universal Declaration of Human Rights".39 The WSIS Plan of Action⁴⁰ articulates concrete actions to advance the achievement of the internationally agreed development goals, including those in the Millennium Declaration, the Monterrey Consensus and the Johannesburg Declaration and Plan of Implementation.

The second phase of WSIS will focus on the monitoring and implementation of the "progress of feasible actions laid out in the Plan of Action", 41 including developing a core set of benchmarks or indicators which can be used to evaluate ICT for Development initiatives; surveying and presenting ICT "good practices" and "lessons learned"; and presenting the recommendations of two working groups on Financing

Mechanisms and Internet Governance established by the Secretary-General of the United Nations.

Gender equality advocates have focused on networking to address the broad range of issues during the preparations for the second phase of the WSIS from a gender perspective.⁴² Priority areas for intervention have included lobbying for the incorporation of gender awareness in the development of national level ICT policies and "e-strategies"; and developing ICT indicators and targets as a tool for achieving the development goals of the Millennium Declaration.⁴³

Financing ICT for Development is a critical gender equality issue. Several briefing and position papers have been commissioned by UNDP which have been based on consultations with organizations active in gender and ICT advocacy. The findings and conclusions of the Task Force make reference to the importance of integrating ICT policies into poverty reduction strategies; of funding civil society community networks because of their effectiveness in expanding ICT access to rural low-income populations; and of identifying further ways and means of lowering the costs of delivery to under-served markets and promoting community access. Ensuring adequate funding for ICT initiatives for women, and replication and upscaling of positive innovations and pilot projects, remains a challenge which needs to be addressed in the context of financing mechanisms.

In the formation of the United Nations Working Group on Internet Governance,⁴⁴ gender equality was one of the primary criteria used in the selection of candidates. Of the 39 members, seven are women, with a stakeholder balance of Government (18), private sector (6) and civil society (15). Two members of the WSIS Gender Caucus and NGO Gender Strategies Working Group are also on the Working Group.

The broad definition of Internet governance utilized by the Working Group includes issues related to content (such as spam and "illegal and harmful content"), and use (such as use of the Internet for fraud or criminal activities). The Working Group has prioritized the importance of Internet governance in relation to developmental aspects of the Internet, such as universal and affordable access to infrastructure, content, cultural and linquistic diversity, training and capacitybuilding. Gender equality issues were covered in the developmental aspects of Internet governance, in particular capacity-building in developing countries and other access concerns.

There has been active and visible gender advocacy in the work on Internet governance. However, constraints in identifying clear points for intervention and action on gender equality are faced when Internet governance is viewed from a largely technical perspective. Issues such as access to infrastructure, content and use, as well as intellectual property rights and developmental aspects, provide gender advocates with clearer entry points for intervention. Opportunities need to be identified for ensuring that recommendations for future governance arrangements address the need to create more effective means for women to participate in governance processes.

A Forum on Gender and ICTs for the World Summit on the Information Society 2005 was held in Seoul, Republic of Korea, from 24-25 June in 2005, with participants from 36 countries, representing academia, NGOs, Governments, international organizations and the private sector. The Seoul-Gyeonggi Declaration on Equal Participation of Women in the Information Society⁴⁵ prepared by participants at the Forum emphasized the need to ensure integration of gender perspectives in the ICT financing discussions, including through gender -sensitive budgeting and specific interventions for women, taking into account the needs of marginalized women. In relation to ICT governance mechanisms, the Declaration recommends establishment of multistakeholder mechanisms at both the global and national levels, with opportunities for participation of women. Other issues emphasized in the Declaration included the need for sexdisaggregated data, capacity-building in gender analysis of ICT policies and programmes, increased employment opportunities for women, enhanced opportunities for women's involvement in ICT decision-making, and investment in infrastructure and services specifically for women.

Gender dimensions of ICT

Analysis of gender issues in ICT builds on previous gender analysis of technology. Technologies are socially constructed and thus have different impacts on women and men.46 Women's capacity to exploit the potential of the new ICT as tools for empowerment is constrained in different ways. Some constraints are linked to factors that affect both women and men, including technical infrastructure, connection costs, computer literacy and language skills. These overall constraints are, however, exacerbated in many cases by gender-based determinants which particularly disadvantage women.⁴⁷

Most poor women in developing countries are further removed from the information age than the men whose poverty they share.48 Women need ICT for the same reasons as men; to access information of importance to their productive, reproductive and community roles and to obtain additional resources. Access to ICT can enable women and men to gain a stronger voice in their communities, their Government and at the global level. ICT also offers women flexibility in time and space and can be of particular value to women who face social isolation, including many women in developing countries.

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Access and effective use

In addition to physical access to the technology and the ability to utilize it, access also refers to the ability to make use of the information and the resources provided. The factors identified as constraints to access and use, i.e. poverty, illiteracy, including computer illiteracy, and language barriers are particularly acute for women. Women are, for example, less likely to own communication assets, such as radios, mobile phones and computers. In addition, women's access to and use of ICT is constrained by factors that go beyond issues of technological infrastructure. Socially constructed gender roles and relationships play a key role in determining the capacity of women and men to participate on equal terms in the information society.⁴⁹ A UNESCO report on "Gender Issues in the Information Society" points out that the capability of women to effectively use information obtained through ICT is clearly dependent on many social factors, including literacy and education, geographic location, mobility and social class.50

Women are in the minority of users in almost all developed and developing countries. The trend for differentiation in use starts early, as seen in the United States where boys are five times more likely than girls to use home computers and parents spend twice as much on ICT prod-

Use of radio networking in Brazil

CEMINA (Communication, Education, and Information on Gender)b is a Brazilian organization with the mission of improving education on gender equality, health and environment issues and strengthening poor women's rights and citizenship through the use of radio. In 1995, a group of women's radio programmes founded the Women's Radio Network, which includes 400 women's radio programmes distributed across Brazil reaching thousands of listeners located

in the poorest communities. CEMINA is committed to integrating the Internet into a more traditional media that people are already familiar with in order to address cultural barriers which constitute a major challenge to overcoming the gender digital divide. CEMINA aims to empower women communicators by providing them access to the Internet through the creation of community radio telecentres and a defined space on the Internet with gender content.c

ucts for their sons as they do for their daughters. $^{\rm 51}$

The development of infrastructure includes many decisions about the location of facilities, the type of technology, and issues of costs and pricing. Decisions which do not explicitly consider access for rural areas and poor and marginalized social groups, but favour urban areas with high-end and expensive communication services and technologies, can negatively influence access to and use of ICT by women.

Technological aspects can have a tremendous impact on women's access to and use of ICT. Mobile telephony, for example, has increased the access, ease of use and coverage among women in rural areas in many parts of the world. Internet radio has also become accessible to women through community and womenspecific spaces.

While ICT can deliver potentially useful information, such as market prices for women in small and microenterprises, it is only one element in a longer chain of necessary resources. Where women have limited or no access to roads and transport, credit and other development inputs, access to and use of ICT will consequently be limited in its impact. It is therefore important to complement the provision of ICT facilities with additional services and training that will build the capacities of women as well as men to act on the information and knowledge accessed through ICT.52

Investment in content development at the local level, based on local information needs, is key to increasing women's access to and relevant use of ICT. Greater attention should also be paid to recognizing women, including poor women, as information producers, and supporting their involvement by providing relevant training in collecting, packaging and disseminating local knowledge.

Mobile phones for rural women in Senegal

The Senegalese telephone company Sonatel, and Manobi, a French company, provided cell phones with Web Access Protocol (WAP) to rural women agricultural producers in Senegal, thereby extending their access to the Internet. This technology helped women obtain information about market prices

of the inputs for their food processing activities and for the sale of their produce. The women preferred cell phones to computers because of the ease of transport. Women in the project appreciated the economic benefits of the technology, and other women were interested in becoming part of the project.^a

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Impact of women's use of telecentres in South Asia

In 2002, UNESCO explored the potential of ICT to contribute to poverty reduction in nine locations within five countries in South Asia. Access to ICT represented real and symbolic access to modernity, the future, education and knowledge. ICT centres constituted a space in which people could develop a sense of change and possibility. The study showed that gender perspectives played a significant part in determining both the barriers as well as the positive effects of ICT for empowerment. Social and economic exclusion due to gender-based restrictions on mobility was found in many households. with most women's interaction generally restricted to their immediate family, a few neighbours and some extended family. The restrictions resulted in narrowing women's access to the information and resources that ICT centres provided.d

Experience has shown that reaching women in developing countries, particularly in rural areas, is facilitated by using multiple forms of media and communications technologies, i.e. ensuring that new technologies, such as computers and the Internet, are combined with technologies that reach more women such as radio, television and print media. The provision of relevant local language content, via affordable and easy-to-use technologies that are accessible to an audience with limited reading skills, is crucial if ICT are to meet the needs of women in developing countries.

and responsibilities may limit the time they have available to use such facilities. In addition, women tend to have less disposable income to spend on communications than men. Telecentres can fail to reach women because attention is largely focused on the hardware, and not on content of information or the social context.⁵³ As a result, it is further maintained that public ICT facilities have a tendency to become men-only spaces; effectively inhibiting women's access.⁵⁴

The availability of women support staff and trainers in these facilities

can facilitate women's and girls' use of ICT resources. Some experiences of telecentres around the world have shown that women are more comfortable with women-trainers and, in some cases, able to participate more effectively in women-only training environments.55 The recruitment of women as managers of telecentres does not automatically ensure greater access by women in the community. An evaluation of telecentres funded under the Acacia programme in Africa indicated that women consistently make up less than one-third of telecentre users even when female trainers and facilitators and womentargeted training materials are made available. Other solutions proposed include having women-only times at existing telecentres or developing women-only spaces in these centres.56

Facilitating women's access to appropriate content is critical to ensuring that women can fully exploit the opportunities of public access centres. Repackaging and augmenting information (downloading, simplifying, adapting information to local contexts and translating into local languages), and documenting and uploading localorigin information, are critical steps for enhancing the relevance and use of telecentres for women.⁵⁷

There are positive examples of use of public access facilities to increase

Public access centres

One of the strategies adopted to

Renefits for women of an ICT centre in India

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