Public Policies for Internet Access in Brazil: Notes on Digital Inclusion

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ABSTRACT

This article discusses the problem of access to the Internet and digital inclusion, and how the government of Brazil has late tried to implement a public policy aimed at promoting digital accessibility. It presents data and documents developed by the Brazilian government, as well as related to companies that use this problem to make themselves present, and to profit exorbitantly. In addition, we will present other examples, which corroborate the discussion about our problem: the need for an Internet of quality of reach to all.

Key words: Tourism Activities Development.–Sociology–Internet–public policy.

1 INTRODUCTION

Brazil in recent years has seen a huge growth in the use of Internet access devices, be they smartphones or personal computers (PCs or laptops). On the other hand, the mechanisms and tools of access to this Internet have become increasingly expensive and of doubtful quality, even with the increase of telephone and broadband operators. As we know, Brazil is a continental mass with more than 200 million inhabitants, and within these millions are individuals in conditions and varying degrees of social vulnerability, who could not make use of the Internet and its interactive possibilities, much less pay the amounts charged by the operators that fluctuate in the hundreds of reais. Thus, the role of the Brazilian State as a regulator and producer of public policies that aim at the possibility of interaction and accessibility to these remote communities would need to be measured (and even contested), since the same State exempts itself in many these questions about the distribution of income. Not to mention that the absence of regulation in many remote parts of the country, produce a problem to be thought, which would be: Why should public policies for Internet access have to exist in Brazil? From this question, we have the debate, which in recent years has become so required by the population, due to this exorbitant growth of Internet access, which would be, the need to promote accessibility to all inhabitants of the federation, regardless of income and the social class. And if it could guide an attempt for social change, which includes the Internet, a tool from which we feel the impacts every day. This change is present in almost all our economic, cultural and social activities, since in our daily lives we have to use the Internet at all times.

In this work, we try to present some points and notes about the Internet and its use in Brazil, and how it can and should be seen in another way, not just as a product focused on entertainment and consumption, but as an inclusive and democratic tool perceived by consumers or users as a pro- moter of interactivity. The issue of portability of mobile devices (smartphones) will also be discussed. In addition, we will show the relationships concerning urban and rural environments, and how they can be relevant aspects as inclusive forms that would involve, among other things, the promotion of better quality education, for example. In short, the problem of so-called digital inclusion, which Brazil belatedly attempts to soften some public policies, whether in education or in other social fields, is what guides our discussion in this work, whether in the presentation of data or in the discussion that we propose.

1.1 The Internet in Brazil: pointing to actions for Digital Inclusion

The Internet had its origin as a communicative network focused on the practices of war, originating in a world in the middle of the Cold War, that is, in the 1960s, where at any moment there could be a confrontation of a world character, and the need for a decentralized information network emerged in this temporal context. Arising from the US defense agency (DARPA), the Internet took more than five
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decades to become a civilian, slowly metamorphosing into an instrument that promotes freedom and democracy, and especially consumption.

A network of global reach, such as the Internet, could only be made civil from a social reconfiguration, especially in so-called late capitalism or post-industrial capitalism [1], which brought about a which turns to services, due to a whole new economic, social, and cultural reconfiguration in which business networks emerge [2]. And in this, we have the primary role of computers and computers as promoters of this change. In Brazil, as in other countries, the Internet and its devices - in the beginning personal computers (PCs) and high-precision calculators - have become consumer goods, often expensive and difficult to access to the most needy classes, generating a relationship of distancing. By the end of the 1990s, only 4% of the global population had access to the Internet 2, and in Brazil it was no different, since the access involved innumerable aggravating factors, which were not only to have a computer and a network, it was necessary to create and maintain access points, and a policy to create them.

The relationship between the consumption of information devices, such as personal computers and other portable goods, as we can see in the growth of the use of smartphones, which in Brazil is the most common way of using the Internet and its informational possibilities, that is, 95% of the accesses in the Brazilian territory are made from these mobile devices 3. As we see, for the incredible majority of these users, access to the digital world is only possible through portable devices, which can be a way to prove the issue of income, since the possession of a smartphone with Internet access is much cheaper than a computer, whether personal or laptop or notebook, and besides, we must weigh the question of having a domestic broadband network, which in Brazil is something very small.

We must make some notes about the need for a public policy focused on digital inclusion:

a) Development of information technology and its affirmation as a mechanism of social interaction;

b) The expansion of the Internet in the last 15 years;

c) The problem of the “digital excluded”.

This last category, that of the digital excluded, is what we can perceive when we put some social factors in our discussion, that is, the class and the income of the Brazilian individuals. According to surveys promoted by government agencies, such as IBGE, for example, the Internet despite being everywhere in our daily lives, if it is constantly shown how the future (?) is still a long way from being present in Brazilian homes, in this we can perceive numerous particularities that will guide our discussion.

The digital excluded number millions of Brazilians who have never used a computer, or even the Internet, that would live away from the interactive possibilities that our information society proposes (or obliges). These individuals would eventually be removed from the labor market, entertainment, access to education and other forms of citizenship, such as accessibility to cultural and social assets. In Brazil, in 2015, the Court of Auditors of the Union (TCU), concerned about the growth of a demand for quality Internet access - together with the increase of these digital excluded - and its democratic guarantees of accessibility, produced a which presented the need and emergence of a public policy focused on digital inclusion. This document is called: Public Policy for Digital Inclusion.

The document is the result of more than 10 years of research in many public agencies and NGOs, and the collection of data throughout Brazil, as well as audits with private bodies, which began in 2005, and after four moments came to be made official having been dated:

a) In 2007, the TCU carried out an authorship by which the regularities about the procedures that should be taken to carry out this public policy were ascertained;

b) In 2011, the debate about the regulation of the broadband sector appeared in the edition of the National Broadband Program (PNBL). In this the program realized that there were many demarcations that could make possible a quality access policy at the national level;

c) Already in 2012, based on new audits of government accounts, the need to create a governance for the conduct of public digital access policy was realized;

d) And in 2015, the TCU decided to carry out a broad and integrated study on this policy, in dialogue with the present changes in the uses of information and communication technologies, geared to the economic, social, political and cultural growth of Brazil, through a survey of the programs developed by the government until then. As a result of these demands, the following objectives were outlined:

- Understand what the term “digital inclusion” is, along with its social breadth;
- Identify programs developed by the government;
- Search and identify the budget policy to assess the feasibility of the project;
- Based on the international models implemented, understand the model to be employed in Brazil;
- Assess the difficulties;
- Propose control actions that would make it possible to improve the public policy sought.

To better understand these public policies aimed at inclusive access, especially the so-called digital excluded, we must discuss what are the so-called Information and Communication Technologies (ICT) and how they have impacted social relations in our current environment.

In this sense, we must realize that:

Through ICT, individuals are given concrete opportunities to improve their living conditions, wherever they are,
and in an instant, such as: access to e-commerce, matching the supply of goods and services to of large centers; banking inclusion; access to government services and programs, including health, education, and public safety; greater interaction with their peers and fostering associativism, cooperativism and entrepreneurship; greater community and political participation (TCU, Public Policy of Digital Inclusion, 2015, p.16)

The opportunities for social interaction, in which the Internet has changed and taken on itself, and Information and Communication Technologies that have created an ideology of living connected need to be seen in a different way, only as guides and not as required. In our society many say that it is impossible to live without the Internet, without being connected, all our most basic activities seem to be in the hands of this "being" that few people know what it really is, ie the Internet. The Brazilian government, a little late, realized the social role of the Internet, and this role would be dual: good and bad. Good for enabling innumerable forms of interaction that were previously impossible, and bad for not presenting another alternative.

An example will be discussed below.

Education in Brazil, as guaranteed by the constitution of 1988, together with the obligatory access, is one of the demands most charged by the population, however, as we know education is not accessible to all, there are numerous problems that make this access unfeasible, such as disrespect and disregard for teachers and students, lack of infrastructure, violence inside and outside schools, etc. What we mean by this exposition is that on paper education seems to be a good that the State manages to provide to the entire population, as a guarantee of citizenship, but in reality it is what we see every day, lack of schools, lack of teachers, misalignments of school meals and numerous other problems.

With the Internet and its access would be the same, the government instituted goals, as we can see in the booklet presented above, in which proposes measures to be fulfilled, however, the large telephone operators, most of foreign origin holds the power of selling access points, charging too much for, that is, making access to low-income populations unfeasible. The Internet is a very expensive, and a public access policy is more than necessary to provide social and digital inclusion, a factor that has become determinant in our society.

1.2 Freedom and democracy online: in search of better digital inclusion

As we perceive with the advent of the Internet as an information device, the question arises about its role in an information society, whether it would be to approach or to depart. At the moment, with the possibility of access via mobile telephony, access has become easier, however, it is still expensive, in this sense, we must present the main telephone operators:

- In Brazil there are 4 large operators that work in the national scope, which would be Claro, Hi, Tim and Vivo;
- There are operators that are restricted to the regional or local level, such as Algar (Minas Gerais and São Paulo), Nextel (São Paulo and Rio de Janeiro) and Porto Seguro-Conecta (São Paulo).

Broadband and mobile telephony services are available and monopolized by the four large operators, namely Claro, Oi, Tim and Vivo, which charge on average 100 to 150 reais for access in the domestic sphere, being more expensive for business levels ranging from 200 to 500 reais. To make use of Internet access services on mobile devices you must have a postpaid or prepaid plan.

- The postpaid plans are offered by the operators Claro, Oi, Tim, Vivo and Nextel;
- Prepaid plans are called “Control” plans, and are offered by the same operators.

The numbers about the access values vary according to the use of data of each individual, for example, a postpaid plan of use of 6Giga costs in average of 110 to 130 reais in the main operators, and this is the initial plan, taking into account since a postpaid plan can cost up to (absurdly) 1,000 reais, depending on the availability of data, making the plan for access to the Internet via cellular the most expensive in Latin America, and since the Internet in broadband in Brazil, is considered the most expensive in the world - in addition, they can be added to two more Brazilian "records": the most expensive Iphone and Playstation in the world.

So-called prepaid plans, now called Control Plans, cost much less than the postpaid plans, and have the following variation: on average, from 40 to 100 reais, depending on the data that users are looking for. This variation concerns all the operators mentioned here, however, we must remember that there are possibilities, within the prepaid plans, to make daily use of the Internet via mobile device, and there is no need to join a franchise. The amounts charged in these daily plans range from 0.99 cents to 3 reais, however, the data is extremely low.

In addition, we must take into account that:

- 79% of Brazilian consumers use prepaid plans;
- And only 21% use post-paid calls.

The data searched by Internet users is what leaves them "in the hands" of the big operators, since in order to access a social network such as Facebook, Instagram and Youtube, there is a need for medium data consumption, and users who make use of simple daily plans, in the case of prepaid customers, would have numerous accessibility restrictions. Being that in this sense, we must realize a need for a public policy of digital accessibility, since the amounts collected escape, in most cases, what the Brazilian population feels comfortable paying.

As recently reported by the Brazilian Institute of Geography and Statistics (IBGE), about 63.4 million Brazilians

[1]https://melhorplano.net/planos-de-celular
[7] The biggest operators in Brazil are: Vivo 28,86 %, Tim 26,89 %, Claro 25,01 %, Oi 18,47% e outras 0,97%.


10 years of age or older did not use the Internet in 2016, 35.3% of the Brazilian population. In addition, within this sample of 2016, we can see that 37.8% of the population interviewed said they did not know how to use the Internet, 37.6% said they had no interest in using it, and 14.3% did not use it due to the high value of the service in our country.

In the IBGE survey, we have other relevant data, such as:

a) 30% of Brazilian households had no access to the Internet at home, and this involved issues such as distances from large centers, distribution problems, neglect of large broadband operators etc;

b) 69.3% of Brazilian households (48.1 million) had Internet access due to the dissemination and popularization of smartphones, or cellular telephone network (3G and 4G);

c) Even in 57.8% of the abovementioned households, the computer was used as an access device in only 2.3% of the households surveyed;

d) 77.3% of these connected households used 3G and 4G networks, to the detriment of broadband access (71.4%);

e) The 3G and 4G mobile networks are more used in precarious and difficult access regions, that is, in the North and Northeast of Brazil.

The value of Internet service in Brazil, considered one of the most expensive in the world, and this makes its use in households something still restricted to a middle class, in which we can perceive a class cut present in the access to the services available in the great network. As perceived by CimarAzeredo, IBGE’s Work and Income Coordinator, “The poverty data will talk a lot with this Internet access data. In places with fewer households with Internet access, the income is lower, the education level of the population is lower, and this influences the results.”

The use of the Internet in Brazil in recent years has seen an exponential growth in its use in mobile devices, so-called smartphones, and is generally used as a form of communication from applications such as Facebook Messenger and Whatsapp. Thus, in the IBGE study, we must demonstrate the uses of the Internet:

a) Among people who used the Internet in 2016, 94.2% used virtual applications and social networks to exchange messages, images and videos;

b) A second purpose would be to watch content like videos, programs, series and movies etc.

The communicative character present on the Internet, as we can see in the data described above, which reconfigures daily social relations both locally and globally is evident in the numbers about the devices used by individuals to communicate daily, and the most alarming of all this, is that we should only imagine how much the operators do not bill with the services available.

The issue of the services provided is that government agencies are more concerned, lately not for the amounts charged, since government agencies do not seem to control what large operators offer as services, but rather their scope. The Internet, and its social networks, have generated billions of dollars, this only in Brazil, and this figure is calculated annually and always increasing.

Digital inclusion, which needs to be seen as a public policy, has been debated more recently, perhaps due to the dominance of large operators, their absurd tariffs and their ever-increasing profits, which restrict access to high quality content, given that access would be restricted to the more affluent bands of the Brazilian population.

2 PUBLIC INTERNET POLICIES: COULD EDUCATION BENEFIT FROM BETTER DIGITAL INCLUSION?

As public policies we can understand government actions, programs and countless decisions made, both by the federal government and by state and municipal governments. In this sense, when dealing with public policies, we must problematize the interests behind its creation, as in the example we seek to bring in this work - the creation, promotion and maintenance of networks and Internet access points that should be treated as a federal public policy.

[3], talks about policy analysis, which represent three important concepts for a dialogue on public policies and their theoretical scope:

a) Policy, which represents the order of the system and the political content;

b) Politics, which deals with political processes and the nature of the order of conflicts between agents;

c) Policy, which would be the ways in which programs or political agendas are configured.

The public interest, and the governmental interest behind the public policies, show us that there can always be an interest, be it general or specific.

The debate that has emerged over the last few years, which would be about the Internet as a network accessible to all, can be seen as a purely "political" issue, owing, among other things, to the promotion of information as a "manipulable" good. And the good, generating consumption, would make individuals even more controllable - as we can nowadays perceive with the questions surrounding leaks of personal data promoted in virtual social networks.

Including individuals in a society based on the information paradigm, making them consumers and participants in a social life in which the Internet is the supplier of social interactions would be the goal of the government in proposing a public policy of digital inclusion. In this sense,
the act of including becomes a political path of social action focused on the economic. Manuel Castells, one of the most important social theorists on social change brought about by information societies, who he calls the information economy, wrote in his most celebrated work, "The Networking Society", that this type of economy is characterized by being, in addition to being information-oriented and global, a network access promoter.

It is informational because the productivity and competitiveness of units or agents in this economy (whether firms, regions or nations) depends primarily on their ability to efficiently generate, process and apply knowledge-based information. It is global because the main productive activities, consumption, circulation, as well as its components (capital, labor, raw material, administration, information, technology and markets) are organized on a global scale, directly or through an agent connection network economic conditions. It is network because, under historical conditions, productivity is generated, and competition is done in a global network of interaction between business networks [2] (Castells, 1999, p.119).

Castells’s theoretical concern was to present the origins of this social model based on information, which we live today, however this work of the Spanish sociologist was written at the end of the twentieth century, ie, we did not yet have the Internet model as we have today, which would be changed a few years later - with improved connections and the promotion and development of applications and platforms for lighter interaction.

Going beyond the informational question of Castells, which was concerned with the economic analyzes of the formations of global networks, from the capitalist reconfiguration of the 1960s onwards, in which computers as rudiments of a new society would alter the ways of life in society. With this in mind, when we bring information and communication technologies (ICTs) and their role in Brazil, within a society focused on information and technology, we have to see their impacts on the social distribution of digital access.

The Ministry of Science and Technology has recognized in recent years the problem we face in our society, especially in what we speak of digital access and a democracy of access. And returning to the digital excluded, we have to recognize the distances between the rich and the poor that seems to grow even more in Brazil 11, favoring a need for government measures to reduce this abyss. With ANATEL (National Telecommunications Agency) we have a state agency that would be responsible for an inspection, which in theory should be rigid and cover the entire national territory, however, it is at least sloppy with Brazilian consumers, leaving open and in the hands of the big telephone operators the financial and obscure procedures that only serve to increase the distances between the possibility of a quality service accessible to all Brazilians.

In addition to the above criticisms, we will go back a bit in time to present an important aspect of our informational society, the so-called Web 2.0, which emerged from the re-configuration of the Internet in the early 2000s. This new form of network, or navigation in the digital world, aimed to make it easier to access online content made available by networks, in order to open the way to social networks and portability, interactive tools so present in our current time. The promotion of a new interactive form mediated by the Internet.

Portability, as we have today, was the most favored with Web 2.0, due to the possibility of global massification of virtual social networks. The big operators use virtual social networks as the flagship of their advertising campaigns, since the massification of the use of smartphones only favors the profits of these big companies.

The non-involvement of the Brazilian government until then in the issues involving the large companies responsible for the sale of access points, the broad bands etc, brought the demarcation problem of what would be a network "for all". The most current debates about the economic possibilities of online interaction have led the federal government to address the problem of people living on the fringes of the so-called digital world, and thus how to make them consumers.

In this sense:

Information and Communication Technologies (ICTs) have promoted changes in people’s daily lives, changing their habits, culture and work. In order for these changes occurred in a linear fashion, the government created public inclusion policies digital media, in order to offer them conditions of accessibility to digital media. In this In this scenario, the focus on ICTs requires public policies and programs of the Brazilian State, enabling people to access these technologies in a process of universalization, democratization and digital inclusion (Camozzato, Perondi and de Melo, 2015).

The Internet in schools, since education is a tool that promotes democracy, which is found in public policies aimed at accessing its form of social action, is still little used. We can go back a little in time, when the state government tried to implement a program that consisted of distributing a tablet to each student of the public network of Rio Grande do Sul.

This program is from 2012, having its origin in the federal government, in which more than 180 million were made available for the purchase of another 600 thousand tablets. However, in Rio Grande do Sul, which in 2014 had received 16 thousand of these devices, but by an irony of destiny (or the Brazilian Internet operators?), Could not be used in the classroom, and after a while the program had to be aborted for lack of Internet access 12.

In this we can speak of the role and necessity of education as a form of citizenship:

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At present, education has changed its role of knowledge holder to knowledge mediator, having to train citizens capable of adapting to situations problems. A complex challenge, but required by the new society, which requires people who master the technologies through knowledge. On one capitalist world, dominated by technologies for the market, we know nothing more than type of citizen to form [4].

Education, within the technological society, has been changed, but it must not lose its character as a tool for promoting equality:

Therefore, public policies are inserted in the political context, articulated by the interests of the moment, but, at the same time, they govern the order of how the facts must also occur and also the effort to offer equal rights to all the citizens. However, today society can not only wait for public services, there are other actors, such as companies and non-governmental organizations, who need to be part of the structure and initiate practices of common good to all [4].

In this way, digital inclusion is shown as a tool allied to education, given the particularities of an information society, in which social relations mediated by networks are formed as the new form of interaction, and teaching is part of these mediations.

### 2.1 Rights, problems and possibilities: the social issue of access

The debate proposed by the government in determining public access and digital inclusion policies took into account the following problem: those excluded from the digital world. These individuals living on the margins of the information society are a problem that the Brazilian State seems to want to "push with its belly", leaving aside numerous questions, such as the cost of access and accessibility devices such as computers and smartphones.

Carlos Nelson Coutinho in dealing with the Brazilian state, brought three paradigms to think about the state developments still perceived in our society. The first of these paradigms starts from the thought of Vladimir Lenin, called the "Prussian way," in which the question of the non-classical modernization of Prussia in comparison with the United States and England, which would post elements of an old order, in which the present agrarian question in the capitalist transition of that empire, would entail elements that would further strengthen the state [5].

The second paradigm originated in the thought of Antonio Gramsci, in his concept of "passive revolution," in which:

On the basis of the analysis of the national unification process of the last century, known as Risorgimento - but generalizing the concept for other historical events, such as fascism - the Italian thinker calls the processes of transformation in which there is a reconciliation between the modern and backward fractions of the ruling classes as ‘passive revolution’, with the explicit attempt to exclude the popular layers of broader participation in such processes [5] (Coutinho, 2006, p.174).

And the third paradigm starts with Barrington Moore Jr., called conservative modernization, a concept that has a better academic transition, since part of the perception of ways that would both lead to liberal-democratic societies and authoritarian, even fascist regimes [5] (Coutinho, 2006).

In presenting these three theoretical propositions, brought by Coutinho, which has an origin in social thought of the twentieth century, in which we must think of the second paradigm, that is, the Gramscian, which would be what happens in Brazil today, the question of inserting low classes in a social model of the upper classes, generating a passive revolution, which we will modify to: passive digital revolution. In this way, being a "revolution" imposed by the higher hierarchies. Digital inclusion aims to "ensure that citizens and institutions have the means and the capacity to access, use, produce and distribute information and knowledge through ICT in a way that can effectively and critically participate in the information society" (SGPID, 2010).

The information society, with all its interactive possibilities, would only aim to include, not being a way of change as governments preach. A practice, let’s say, common in medium and large cities in Brazil and the world are called "hunting" WiFi, practiced by so-called "WiFi hunters." 13 This practice is nothing more than a way to make use of a wireless network, in which there would be no need to pay, since in Brazil the service of Internet access is one of the most expensive in the world.

The act of hunting a network or access point involves, among other things, the long-awaited democracy of access, in which, as we go back a little in time, we can bring innumerable theorists who saw the future of democracy on the Internet. However, we can problematize if access is not at all, how the Internet can be a democratic device?

According to the data presented here, the answer would be clear: No! However, other factors should be included. The Internet in Brazil is managed by a multi-sector body, the Internet Governance Committee in Brazil (CGI), which is concerned with the ways of the world network in our country, where it proposes to act according to the following attributions and responsibilities:

- The establishment of strategic guidelines related to the use and development of the Internet in Brazil;
- Establishing guidelines for the administration of Domain Name registration using <br> and Internet address allocations (IPs);
- The promotion of studies and technical standards for the security of Internet networks and services;
- The recommendation of technical procedures, standards and technical standards of the Internet in Brazil;
- The promotion of research and development programs related to the Internet, including indicators and statistics, stimulating dissemination throughout the national territory 14.

With these guidelines described above, coming from a private agency of great importance in the management of

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14 https://cgi.br/pagina/veja-as-atribuicoes-do-cgi-br/109
the Internet in Brazil, which in addition to the concerns described, promotes a critical look at everything that happens in the minutiae of online life, especially in the issues of supervision over the operators, which would be an obligation of the Brazilian State, and that in this case, it does not comply, leaving individual rights open when we talk about an access policy.

Individual rights and freedoms, achievements of democratic societies seem to be far removed from real popular demands, which through exposure in virtual environments such as the Internet and its social networks can produce changes at both local and global levels, both good and bad, to responsible management the correct regulation.

The Brazilian State, returning to Coutinho, was always at the service of private interests, be they external or internal, thus promoting a distancing of social causes, in which, because they are problematic, the interests of investors would always be relegated to the background.

The social question of access to the digital world would thus involve the modification of how the same access is sold in our country, which, being the most expensive in the world, would always tend to be exclusive, since we can think of which worker living with a minimum wage could afford to have a high-speed internet, as every day we see in appealing commercials on television?

3 FINAL CONSIDERATIONS

In presenting the recent public policy debate on digital access for a large part of the Brazilian population, a problematic debate that seems to be in the beginning, we try to demonstrate how much access to the Internet has become a very expensive and little quality. The issue of income and social inequalities in Brazil has always been present in our exposition, especially in the areas that are excluded from the digital world and that cannot make use of certain informational devices.

From an idea of a tool that promotes freedom for a tool manipulated by the wealthiest classes, the Internet in Brazil has proved to be a problematic device in the discussion keys that we try to bring up, which would be involving class and income. These two issues would be what necessitates a public policy focused on access to the Internet and, consequently, digital inclusion.

The criticisms we have brought here, especially those involving the exclusionary charges levied by telephone operators, are all data available from most government sources, and this makes us think throughout the exposure: what would be the government’s motive while studying the digital divide, if you omit about the agents behind this problem, ie the major mobile and broadband operators?

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