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EL SALVADOR

USAID Municipal Competitiveness Project (MCP)

Gender Assessment Analysis

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USAID Municipal Competitiveness Project (MCP)

Gender Assessment Analysis

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Acronyms

ADS	Automated Directive System
COMURES	Corporation of Municipalities of the Republic of El Salvador
CONAMYPE	National Commission for Micro and Small Enterprises
DIGESTYC	General Directorate of Statistics and Censuses
EAP	Economically Active Population
EHPM	Household Survey Multiple Purposes
FISDL	Social Investment Fund for Local Development
FOMIR	Program for Strengthening Rural Microfinance
IDB	Inter-American Development Bank
ISDEMU	Salvadorian Institute for the Advancement of Women
MCI	Municipal Competitiveness Index
MCP	Municipal Competitiveness Project
MINEC	Ministry of Economy
RTI	RTI International
USAID	U.S. Agency for International Development
WEF	World Economic Forum

Introduction

The U.S. Agency for International Development's (USAID's) Municipal Competitiveness Project (MCP) seeks to strengthen municipalities' economic governance capacities to create a favorable business climate, attract private investment, and generate new business opportunities, ultimately increasing economic growth and employment at the municipal level. The program's key objectives are the following:

- Improve municipal policies and practices so that they better serve private sector needs;
- Institutionalize the Municipal Competitiveness Index (MCI) tool to measure municipal performance over time and maintain the momentum for reform; and
- Stimulate links among the municipalities, among the private sector, and ultimately between the two in a public-private dialogue process.

To fully integrate the issue of gender into MCP's project design and implementation, the following gender assessment provides baseline data and analysis to determine gender bias in the condition of women and assess gender relations in the areas of municipal representation and business ownership. Based on this assessment, RTI International proposes recommendations on how to address these issues through the program components. The analysis responds to the following two important questions:

1. How will the different roles and status of women and men affect the work to be undertaken?
2. How will the anticipated results of the work affect women and men differently?

The gender assessment analysis is structured as follows:

- Section one describes the gender conceptual framework applied to the analysis.
- Section two presents the methodology.
- Section three gives a general overview of the condition and status of gender in El Salvador.
- Section four analyzes gender in the context of local government representation and participation.
- Section five examines the different status and experiences of women and men business owners.
- Section six provides actions and guidelines that will be incorporated in project administration as part of a gender integration plan for MCP.

1. Conceptual Framework

The term “municipal” refers to a geographically defined area where social relationships are established and economic activities take place. “This is the place where people meet regularly and are capable of action. If we understand that as local, development is about creating, maintaining, and expanding cultural conditions, educational, social, political, and economic aspects that allow people and society to improve and self-realize in a specific social and territorial dimension.”¹

In El Salvador, as in most developing countries, the basic unit of territorial dimension is the municipality. Its main function is to promote development through a cumulative building process and through the capabilities of individuals, organizations, and communities that inhabit the municipality, so that they can cope with their problems and meet their needs with local resources. In this sense, local development is essential in achieving economic and social growth and in improving a population’s living conditions.

Municipal governments create and implement policies that shape local development, and in the context of the MCP, they shape the local business climate that affects business start-up, productivity, growth, and job creation. Municipal policies and practices related to the business climate can have a different impact on men and women business owners and entrepreneurs. Also, men and women municipal leaders may be managing municipalities differently. For a municipality to take steps toward sound and sustainable economic development, it is necessary to develop efforts to seek greater participation among women and representation in municipal governance and in private sector activities.

The following gender assessment for the MCP local economic development project reflects the following gender terminology and concepts, adopted from USAID’s Automated Directive System (ADS), last modified November 5, 2009.

Gender is “a social construct that refers to relations between the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time.”²

Gender analysis is “the process used to identify, understand, and describe gender differences and the impact of gender inequalities on a specific program at the country level or project level. Gender analysis is a required element of strategic planning and project design and is a step to achieving gender integration.”³

Gender integration is “a process of analyzing potential inequalities and differences between men and women and then making decisions about how to adjust programs so

¹ Amelunge Rojas, Mónica. “How to measure gender: Sustainability indicators and gender for local development and peace municipal.” La: IDRC, PIEB Foundation, 2006.

² ADS 201.3.9.3

³ ADS 201.3.9.3

that they benefit both sexes. These are strategies for making women’s and men’s needs and experiences a central part of overall strategic planning, development of Assistance Objectives, program design, implementation, and evaluation.”⁴

Using this framework, the gender analysis prepared for the MCP sets out to

- Analyze sex-disaggregated data and information for local government political representation and for business ownership;
- Consider access to and control over resources for women municipal leaders, women business owners, and entrepreneurs; and
- Examine data using a gender perspective and measure the comparative situation of women and men in El Salvador in relation to municipal governance and private sector opportunities.

2. Methodology

Gender Specialist Cinzia Innocenti carried out the gender assessment in San Salvador from November 11 to 23, 2010. The gender specialist first reviewed related documents and then held meetings and interviews with MCP and counterpart staff, El Salvador gender specialists, and Government of El Salvador representatives.

The following three people interviewed are considered key sources of information:

- Carolina Avalos, social area advisor of the Presidency of El Salvador and coordinator of the Universal Protection System of the Government of El Salvador, 2009–2010.
- Morena Valdez, Planning and Development, Social Investment Fund for Local Development (FISDL).
- Zoila de Innocenti, member of the Council for Equity and Equality, executive director of the Salvadoran Institute for the Advancement of Women (ISDEMU), 2001–2009.

Based on the data and information collected from reports and meetings, the gender specialist analyzed the data and qualitative findings from existing reports and studies to present an analysis of the status of women business owners and local government representatives in El Salvador. Finally, the gender specialist developed recommendations for specific steps for gender integration to the MCP.

The findings of this gender assessment are limited because of the short timeframe provided for the assessment and because the assessment was conducted prior to the selection of the municipalities. Therefore, the consultant could not collect quantitative and qualitative gender-related data for each municipality. There was insufficient time to develop surveys to collect data from men and women entrepreneurs or to conduct focus

⁴ ADS 201.3.9.3

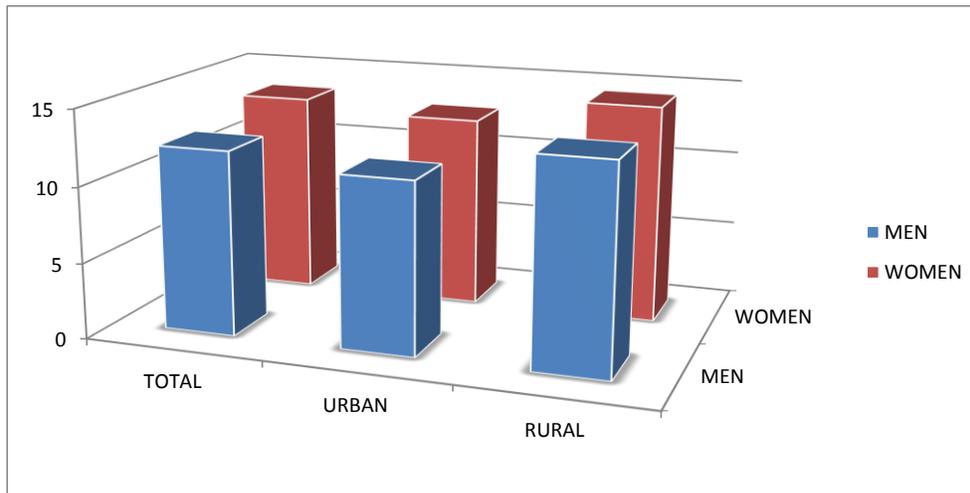
groups to get qualitative information about how the business climate affects men- and women-run businesses differently. Likewise, there was insufficient time to conduct stakeholder interviews or focus groups with men and women municipal mayors and leaders to collect information about whether they manage their municipalities differently and to determine whether they have gender policies in place for business support efforts and policies. Gender data from government sources is limited and is not disaggregated at municipal level.

3. Gender in El Salvador: Overview

In 2010, El Salvador ranked 90 out of 134 countries worldwide in the World Economic Forum’s (WEF) *Global Gender Gap Report*. The report assesses gender equality in 134 countries, looking at economic participation and opportunity, educational attainment, political empowerment, and health and survival. It examines both men and women's access to resources and opportunities. According to the WEF, 66% of the gender gap has been closed in El Salvador. This compares to 69% in 2009 and a global ranking of 55 out of 134 countries.

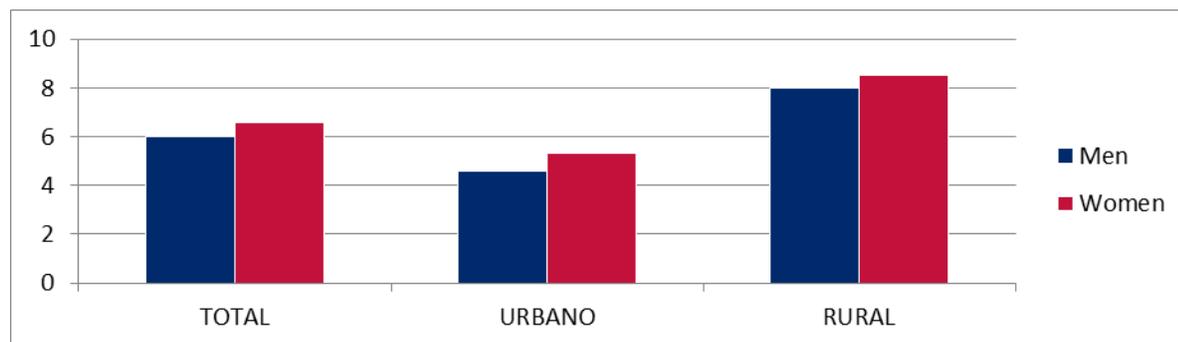
According to the 2007 Census, El Salvador’s population is 5,744,113, with 47.3% men and 52.7% women. El Salvador’s national poverty rate is approximately 10%, and 21% in terms of relative poverty. As illustrated in Figures 1 and 2, the poverty rate is higher for women than for men.

Figure 1. Percentage of total population in relative poverty, according to sex, 2006



Source: Author’s calculation based on data from the Multiple Purpose Household Survey (EHPM), El Salvador, 2006.

Figure 2. Percentage of population living in extreme poverty, according to sex, 2006



Source: Author's calculation based on data from EHPM, El Salvador, 2006.

According to World Bank data, there is an insignificant education disparity between boys and girls in El Salvador. In 2008, the net school enrollment rate for primary school was 93.4% for males and 94.7% for females; for secondary school it was 54.2% for men and 55.8% for women.

Gender differences exist for sector and industry specialization in secondary school and vocational school. Table 1 shows that women tend to concentrate in the commercial specialty whereas men tend to concentrate in the industrial specialization, indicating a gender division in specialization.

Table 1. Total high school registration by commercial specialty and industrial concentration, according to sex, 2006

	Account. Assist.	Admin. Assist.	Counter	Secretary	General Commercial	Architect	Electronic	Electronic Technician	Auto Mechanic	General Mechanic
Women	5,124	4,290	20,571	5,836	14,897	211	185	84	77	37
Men	4,389	313	18,650	90	10,830	481	3,533	2,496	5,708	1,580

Source: Analysis and Information Department, Ministry of Education, 2006.

Similar to other countries in Latin America, in El Salvador, there is segregation of women and men by sector and occupation, beginning with specialization in secondary school. Table 2 shows trends in occupational categories based on gender. Women working as employees tend to be clustered in lower-skilled and lower-paid sectors and occupations.

Table 2. El Salvador: Structure of the economically active population by occupational category for selected years

	Director/Function	Prof. Scient. Intellec.	Tech. Professio. N. Middle	Employee/Office	Commercial Seller Services	Agriculture Worker
Men						

1998	72.1 %	64.7%	47.7%	37.1%	33.5%	94.7%
2003	68.0%	61.5%	54.5%	39.7%	31.3%	94.1%
Women						
1998	27.9%	35.3%	35.3%	62.9%	66.5%	5.3%
2003	32.0%	38.5%	38.5%	60.3%	68.9%	5.9%

Source: Data from EHPM, El Salvador, 1998–2003.

Women heads of household in relation to men heads of household face lower rates of economic participation and fewer opportunities to earn incomes and sustain a household. The percentage of households headed by men in urban areas was 63%, whereas only 37% for women in 2006. In rural areas, the percentage of households headed by men was 70.5% and only 29.5% for women.⁵ Women heads of urban households have access only to low-productivity jobs, such as street vendors and domestic workers. The precariousness of jobs and income instability of women heads of households contributes to household impoverishment. Furthermore, women who are heads of households face serious difficulties in accessing land and credit and in finding support networks for their businesses and productive opportunities.

As in other developing countries, there are gender differences for economic and labor conditions in El Salvador. In 2005, men's labor force participation was 67%, and the women's rate was nearly 33%, based on Economically Active Population (EAP) data from the national government.⁶ According to the 2007 Census, nearly 57% of urban residents 16 years of age or older consider themselves to be economically active. Of these urban residents, 70% of the men consider themselves to be economically active as compared to only 45% of the women. Moreover, in rural areas, 43% of the residents 16 years or more consider themselves economically active, with 60% for men and around 20% for women.⁷

According to the Inter-American Development Bank (IDB), women earn less than men throughout the region; regardless of age; education; type of employment, including self-employment; or the size of the business. Data from El Salvador confirms this also is true for the country, as illustrated by Figures 3 and 4. In El Salvador, employed women earn 11.5% less than employed men, and the gap widens as the years of schooling increases.⁸ These differences reflect not only wage discrimination but the gender-based occupational segregation mentioned earlier in this report.

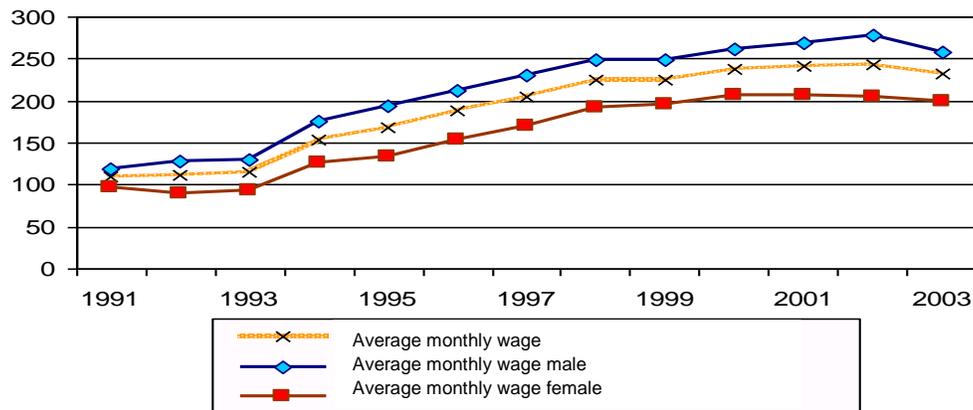
⁵ EHPM, El Salvador, 2007.

⁶ EHPM, El Salvador, 2007.

⁷ Gender Assessment, USAID/El Salvador, 2010.

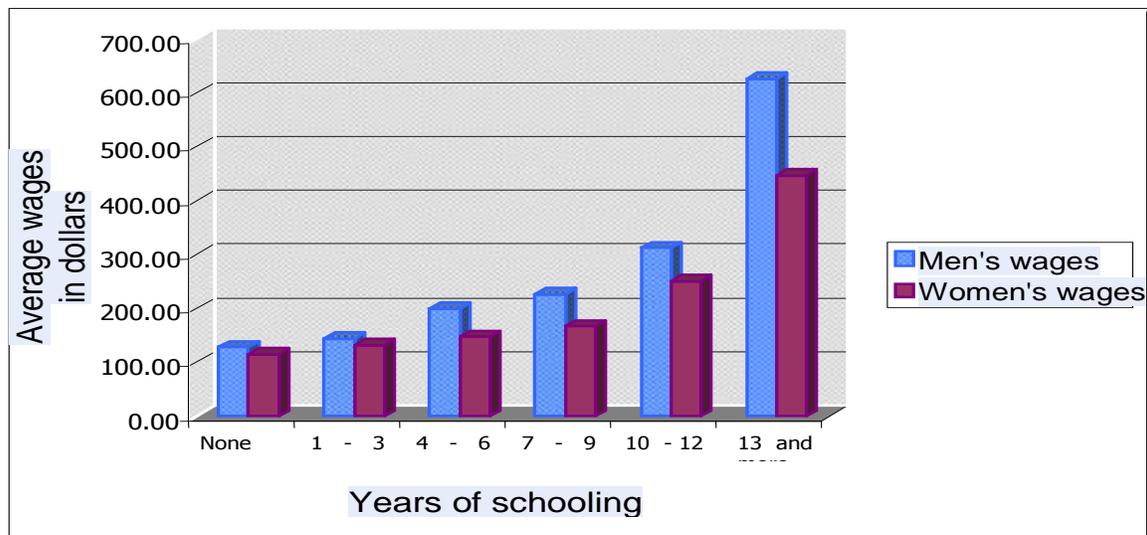
⁸ Gender Assessment, USAID/El Salvador, 2010.

Figure 3. El Salvador: Average wages by sex, 1991–2003



Source: Women's Economic Agenda for 2009, based on data from EHPM, El Salvador, 1991–2003.

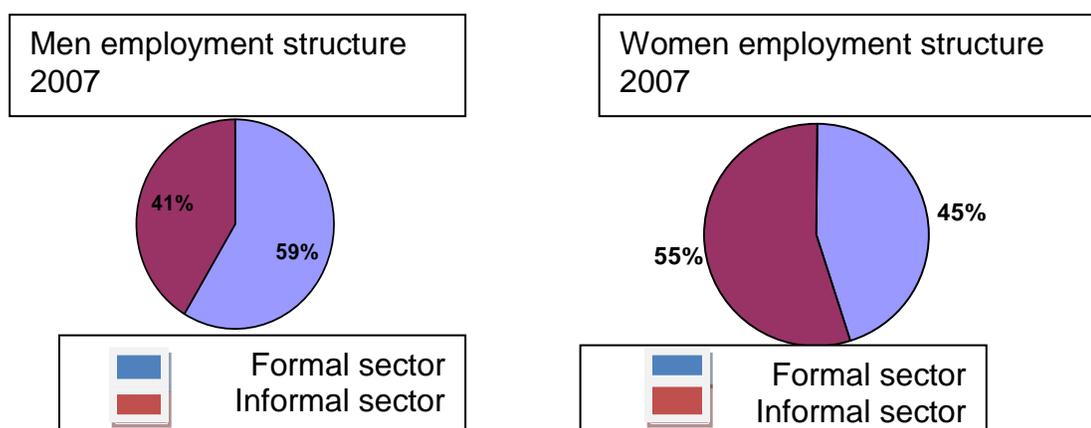
Figure 4. El Salvador: Average wages of men and women by years of schooling completed, 2004



Source: Women's Economic Agenda for 2009, based on data from EHPM, El Salvador, 2004.

In the informal sector of the economy, female participation is higher. According to the IDB, countries with high female employment rates tend to have a larger share of women in the informal sector. This pattern can be seen in El Salvador, as demonstrated by Figure 5. Women in El Salvador have increased their participation in the economically active population, yet still represent the largest percentage in the informal economy.

Figure 5. Structure of men and women workers in El Salvador, 2007



Source: Women's Economic Agenda for 2009, based on data from EHPM, El Salvador, 2007.

Also, for the year 2004, the percentage of the population employed in low productivity sectors in urban areas is 45% for women and 40% for men. This implies that women have been employed in low-wage and low-productivity work for many years.⁹

4. Political Representation and Gender in El Salvador

As mentioned, according to the latest Population Census in 2007, women represent the majority of the population in El Salvador, accounting for 52.7% of the total. Yet, their participation in political representation and decision making at the national and subnational levels are low.

The participation of women in the legislature continues to be one of the lowest in the Latin American region (see Table 3).

Table 3. Participation of men and women in legislature, El Salvador, 2000–2009

Legislative Period (Years)	Number of proprietary deputies		Percentage of proprietary deputies	
	Women	Men	Women	Men
2000–2003	8	76	9.0	91.0
2003–2006	9	75	10.7	89.3
2006–2009	14	70	16.7	83.3

⁹ Economic Commission for Latin America and the Caribbean (ECLAC). Special tabulation based on EHPM, Salvador, 2004.

2009–2012	16	68	19.0	81.0
Total	47	289		

Source: Council for Equality and Equity data from ISDEMU and Legislature Web site.

Furthermore, the representation of women in central government has remained similar over the last three presidential terms, with less than 16% of the total representation as ministers or deputy ministers in relation to men (see Table 4).

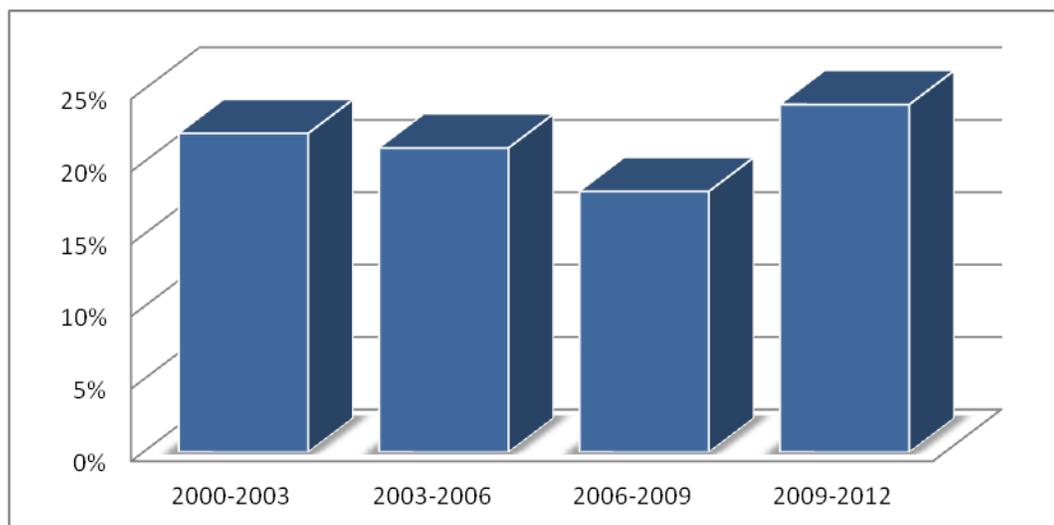
Table 4. Participation of men and women in government over the last three terms, El Salvador, 1999–2014

Period	Ministers			Deputy Ministers		
	Men	Women	Total	Men	Women	Total
1999–2004	10	3	13	16	2	18
	77%	23%	100%	88%	12%	100%
2004–2009	11	2	13	12	6	18
	84.6%	15.4%	100%	66.7%	33.3%	100%
2009–2014	11	2	13	17	3	20
	84.6%	15.4%	100%	85%	15%	100%

Source: Council for Equality and Equity data from Web sites of each ministry, Deygas, 2008 and CEDAW, 2002.

There are also significant gender imbalances at the local government level. Of the 262 municipalities, only 29 are headed by women. In the two periods of 2000 to 2006, the proportion of women in municipal councils was above 20%, then dropped to 19% during 2006-2009, and rose again to 23.7% for the period of 2009–2012 (see Figure 6).

Figure 6. Total women in municipal councils, 2000–2012



Source: Data from various women's organizations and the Corporation of Municipalities of the Republic of El Salvador (COMURES), 2009.

The gender disparity can be seen at various political positions in local government, as shown in Table 5.

Table 5. Evolution of gender participation in municipal offices, 2000–2009

Period	2000–2003		2003–2006		2006–2009		2009–2012	
MAYORS								
Gender	Absolute	%	Absolute	%	Absolute	%	Absolute	%
Women	23	8.8	17	6.5	22	8.4	29	11.1
Men	239	91.2	245	93.5	240	91.6	233	88.9
TRUSTEES								
Gender	Absolute	%	Absolute	%	Absolute	%	Absolute	%
Women	33	12.6	33	12.6	31	11.8	28	10.7
Men	229	87.4	229	87.4	231	88.2	234	89.3
ALDERMAN AND ALDERWOMAN								
Gender	Absolute	%	Absolute	%	Absolute	%	Absolute	%
Women	288	21.8	293	22.2	277	21	326	24.7
Men	1030	78.2	1,027	77.8	1,041	79	992	75.3

Period	2000–2003		2003–2006		2006–2009		2009–2012	
ALDERMAN AND ALDERWOMAN ALTERNATE								
Gender	Absolute	%	Absolute	%	Absolute	%	Absolute	%
Women	246	23.5	240	22.9	230	22	286	27.3
Men	802	76.5	808	77.1	816	78	762	72.7

Source: Data from various women's organizations and COMURES, 2009.

5. Private Sector Participation and Gender in El Salvador

A recent study by the World Bank found important differences between men and women-owned firms in Latin America.¹⁰ Data from firm surveys showed that women-owned firms tend to be smaller than men-owned firms in terms of employees, sales, costs, and physical capital. In all countries, women firm owners were concentrated in the smallest firms, as measured by employees, reaching up to 50% of microfirm owners. The percentage of women firm owners was highest in trade, followed by manufacturing and services. Also, women firm owners tend to have fewer years of education than men firm owners.

In El Salvador, women dominate employment in microenterprises (60.4% to 39.6%), while men outnumber women in medium-sized businesses (66.2% to 33.8%) and in small businesses (57.8% to 42.2%), as shown in Table 6. In addition, 55.8% of men are paid compared to 44.2% of women. These findings may in part reflect the greater flexibility offered to women working in microenterprises, where they may be running a business themselves from their homes and thus be better able to take care of household responsibilities.

¹⁰ Bruhn, Miriam. 2009. "Female-Owned Firms in Latin America: Characteristics, Performance, and Obstacles to Growth." World Bank Policy Research Working Paper No. 5122.

Table 6. MIPYMEs: Economic and social dimension and impact. Staff employed by sex, establishment size, economic activity, and total economic activities surveyed

Establishment Classification	Establishment		Occupied Staff						Total	%
			Men			Women				
	Number	%	Number	%	Number	Number	% ¹	% ²		
Micro	158,574	90.52	104,558	29.33	39.55	159,806	46.57	60.45	264,365	100
Small	13,208	7.54	65,020	18.24	57.76	47,557	13.86	42.24	112,576	100
Medium	2,624	1.50	53,537	15.02	66.17	27,376	7.98	33.83	80,913	100
SUBTOTAL MIPYMEs	174,406	99.56	223,115	62.59	48.73	234,739	68.41	51.27	457,854	100
Big	772	0.44	133,348	37.41	55.16	108,379	31.59	44.84	241,727	100
TOTAL	175,178	100	356,463	100	50.95	343,118	100	49.05	699,581	100

1. In respect to the total men/women employed by all economic establishments in the country.

2. In relation to the overall men/women employees in each business segment.

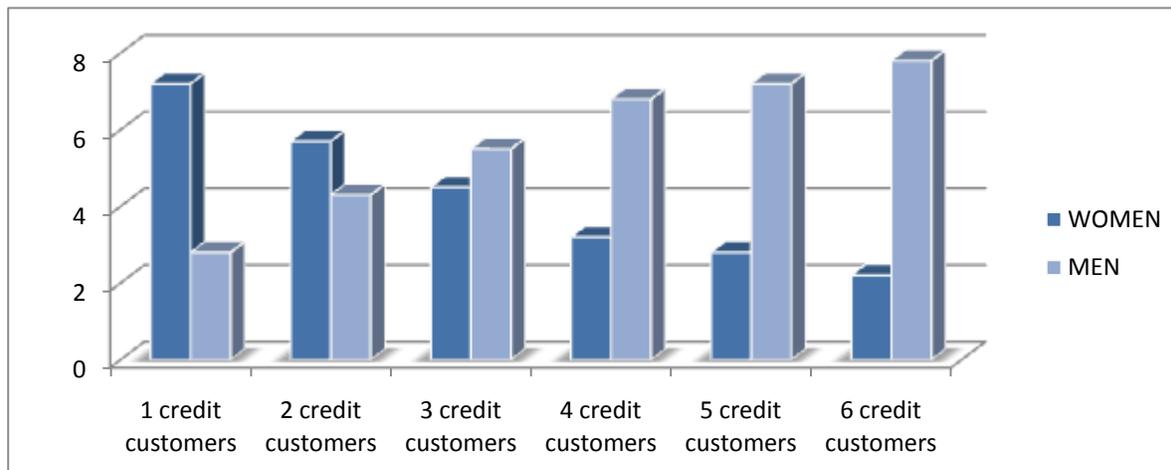
Source: Ministry of Economy (MINEC). El Salvador, Building Wealth from the Base: Policies and Strategies for Sustainable Competitiveness of MIPYMEs. Developed based on VII Economic Census 2005. MINEC/General Directorate of Statistics and Censuses (DIGESTYC).

The 2009 MCI revealed that of all 4,000 businesses interviewed, 52.1% were women-owned, and 44.1% were men-owned. The MCI did not, however, examine differences between the experiences of men and women in business, for example in terms of ease of doing business, access to finance or business development services, or in coping with municipal regulations affecting their business.

Other sources of data indicate there are gender differences in business owners' access to credit. According to data from DAI's Program for Strengthening Rural Microfinance (FOMIR), of the total microfinance portfolio, 34% of clients are men and 66% are women. However, men and women clients do not have equal access to credit, as show in Figure 7.

Further research and analysis needs to be conducted to determine whether there is a gender gap in accessing financial services, business training, and other services and programs for business owners and entrepreneurs in El Salvador. This type of information could be tracked through future rounds of the MCI.

Figure 7. Access to credit by gender, 2004



Source: Data provided by ISDEMU. FOMIR, DAI, September 2004.

6. Actions for MCP Gender Integration

This gender assessment report has identified gaps in the socioeconomic and political status of men and women in El Salvador. Of direct relevance to the MCP, gaps exist for local political representation and political decision making. Additionally, gender differences exist between men and women in terms of occupational positions and business ownership.

Women working as employees tend to be clustered in lower-skilled and lower-paid sectors and occupations. Women dominate employment in microenterprises, while men outnumber women in small- and medium-sized businesses. It is also probable that men and women business owners cluster in different lines of business and industries; female entrepreneurs face more difficulty in accessing finance, business support services, and other resources for entrepreneurs, based on studies from the World Bank and IDB. These premises, however, need to be verified with primary data collection in El Salvador.

As mentioned in the methodology section, the findings of this gender assessment are limited because of the short timeframe provided for the assessment and because the assessment was conducted prior to the selection of the municipalities. The consultant, therefore, could not collect quantitative and qualitative gender-related data for each municipality. Also, gender data from the government is limited and is not disaggregated at municipal level.

The following actions will be incorporated in MCP management and implementation:

1. Once the 50 municipalities are selected for participation in MCP, the project staff and consultants will do a **baseline assessment of business ownership and participation in municipal decision making in each municipality**. As part of the baseline assessment, interviews and focus groups will be conducted with municipal leaders to solicit information on differences between men- and women-managed municipalities, to gather information about attitudes and perceptions of women in local government representation, and to collect information about whether they manage their municipalities differently and if they have gender policies in place for business support efforts and policies. Similarly, interviews and focus groups will be conducted with men- and women-owned businesses to get data on access to resources, finance, business training, and information about how the business climate affects them (for example, do men and women business owners navigate the procedures with the same ease and so on).
2. **Identify and reach out to women's groups and associations in El Salvador** with the assistance of the Vital Voices El Salvador chapter, with activities including but not limited to the following: chambers of commerce, sector associations, non-governmental organizations, business and professional women's associations, and so forth. With the collaboration of these groups, MCP will work to improve public-private dialogue with women-owned businesses and incorporate women's business organizations and women business owners into the public-private dialogue at the municipal level.
3. **Increase the focus on gender and collection of gender data.** The 2009 MCI report gathered data, but did not include a gender analysis. For the 2011 and 2013 MCI reports, consideration will be given to include a gender-analysis section. Following the gender baseline analysis and consultations with Vital Voices and other women's groups, general questions will be considered in the survey form to gather more data on business environment and gender and women's issues.
4. **Use gender indicators in the monitoring and evaluation plan and implementation.** Gender-sensitive indicators will include information collected from samples of beneficiaries using qualitative and quantitative methodologies and looking at the impact the MCP had on local policies, programs, and practices that affect men and women.
5. **Create a MCP gender integration plan**, including the following illustrative components: conduct awareness about gender differences in municipal representation and business ownership; use women business owners in communications materials; train women on new business regulations and municipal services; actively reach out to women-owned businesses through workshops; and strengthen women's business networks and associations and other components to help increase the status of women in local government and

business ownership and to address the power relationships between men and women in local government and private sector.

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