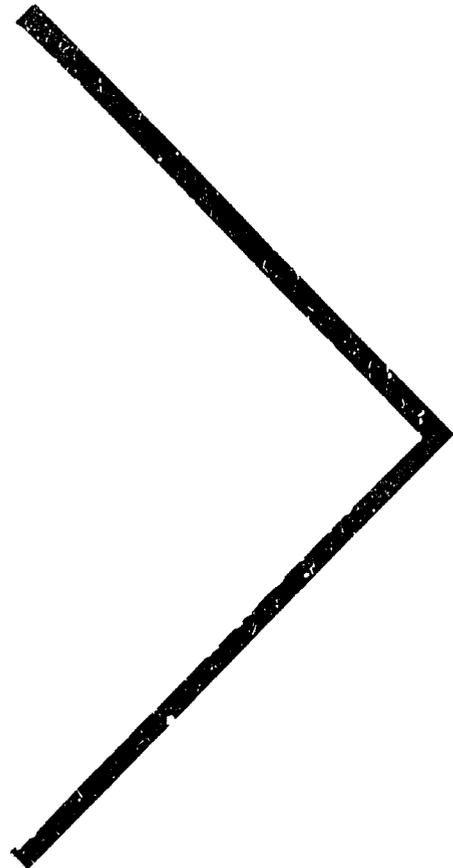


# GENESYS



THE  
FUTURES  
GROUP

PN-APOL-705

1991-1992

**LAC/WID FIELD STUDIES:  
SCOPES OF WORK**

April 1992

PDC -0100-Z-009044-00  
5826.A

The Futures Group International  
1050 17th Street NW, Suite 1000  
Washington, DC 20036

**LAC/WID FIELD STUDY:**

**Environment and Natural Resources in the Caribbean**

# **GENESYS PROJECT**

## **SCOPE OF WORK**

### **I. BACKGROUND**

Natural resource conservation and natural resource management are subject areas in which the active roles of people are sometimes bypassed. The focus of the project or activity often is on the resource in question without consideration of the active roles played by people who live in the resource environment and whose lives extend beyond resource issues. The depth and complexity of the human dimension in natural resource management frequently is ignored when designing the activities at the outset of a project. Currently there is little, if any, information available about how to include project clients in the early phases of the process of project design. More specifically, we have little information on how to involve men and women in the process of identifying and addressing the most critical environmental and natural resource management opportunities and constraints.

The Environment and Coastal Resource Project (ENCORE) in the Caribbean is an exception to the oversights described above. ENCORE is a project in which involvement of the local population of the resource area is pivotal to identifying and delimiting the resource issues to be addressed. Community meetings with community leaders and environmental and natural resource experts will be the main vehicles for selecting the specific issues ENCORE will address, as well as the activities it will sponsor at the different project sites. The intent of this high level of community involvement is to design project activities that will maintain community interest beyond the life of the project, thereby increasing the likelihood that the natural resource in question will be protected over the long term.

Gender issues in natural resource use and abuse are not a significant focus of the ENCORE project. It is possible, however, that in the course of the community meetings which take place during the scoping exercise that precedes the environmental analysis, issues will emerge that are gender specific and would be readily perceived as such by a person attuned to gender issues. The opportunity to observe the process of identifying and prioritizing natural resource issues at the community level is rare. Rarer still would be the opportunity to observe whether or not women tend to identify issues that are different from those identified by men, prioritize them differently, or propose different activities or strategies to address them.

The Caribbean is a particularly appropriate setting to conduct these observations since women in the region participate in public meetings at least as much as men. Thus, the issue of female reticence in public meetings should not be a limiting factor.

## II. RESEARCH OBJECTIVES

The primary objective of the research is to advance the state of knowledge about methodologies A.I.D. can use to integrate gender concerns into its environment/natural resource management (E/NRM) projects in the Caribbean. The first priority of the research is to test a method: by including attention to the gender variable during the scoping exercise, is it possible to uncover gender issues that may otherwise go unnoticed and unheeded during the project?

## III. SCOPE OF WORK

A GENESYS representative/consultant will serve as an observer during the scoping exercise for the environmental analysis of ENCORE in St. Lucia and Dominica. The consultant will be an experienced social scientist with expertise in research, E/NRM, gender issues and A.I.D. The researcher will consider the importance of timing of any information gathering during the project design as regards its impact on project outcomes. The researcher will use the following questions to determine the potential information that can be gathered during a scoping exercise:

1. Do men and women from the same geographical area ---
  - a. identify the same natural resource issues?
  - b. prioritize the issues they identify the same way?
  - c. propose the same activities or strategies to address the issues identified?
2. Are "women's" issues as likely as "men's" issues to be identified by the project team members as "community" natural resource issues?
3. What are the significant variables differentiating those E/NRM issues which become points of focus for the project from those E/NRM issues that do not? Is gender a significant variable, and if so, what are the observed/proposed consequences of including more men's concerns than women's: (or vice versa)?

The consultant shall be responsible for the following tasks:

- (1) **Review background materials.** The consultant will review relevant background material to set the context for the use of participant observation during the scoping exercise. According to the Social Soundness Analysis for ENCORE (1990), data currently exist demonstrating the gender differences in uses and abuses of natural resources. There is not information available, however, which would allow an analysis of the effects of these gender differences on the environment of the Eastern Caribbean. Further, "the

governments of St. Lucia and Dominica do not collect or use gender disaggregated data for planning or delivery of services."

- (2) ***Observe scoping exercise meetings and sessions.*** Along with the scoping exercise team, the researcher will attend all meetings and sessions, and observe and take notes on the interaction taking place. Observations should include gender of the speaker, type of issue raised, kind of supporting evidence provided, and what, if any, commentary is generated. With permission of the relevant community members, sessions will be tape recorded to facilitate analysis.
- (3) ***Analyze information collected to identify patterns associated with gender.*** The information collected by the consultant during the scoping exercise will be analyzed to identify patterns associated with gender. For example, were there certain issues typically raised by women (or men) during the meetings?
- (4) ***Prepare a research report.*** A research report (20 pages maximum) must be submitted in draft to GENESYS within two weeks of completing the field work. The consultant will respond to any comments from GENESYS and put the report into final form. The report will include:
  - a. discussion of the rationale for research
  - b. discussion of the methodology
  - c. results of the research
  - d. discussion of the usefulness of this approach as a means of institutionalizing attention to gender in A.I.D.'s project cycle for the LAC region, and comparison with other approaches
  - e. recommendations regarding future activities designed to investigate gender in environment/natural resource management projects
  - f. 3-5 page executive summary that provides an overview of major findings, conclusions and implications; this should be a piece that can stand alone and be circulated independently of the rest of the report

#### **IV. TIMING**

The consultant will participate in the ENCORE scoping exercise scheduled to begin January 27, 1992 and ending o/a February 8, 1992. The consultant will travel with the team to St. Lucia and Dominica, returning to Barbados for any summary meetings. Reporting requirements are detailed above in Section III.

**FIELD STUDY IN ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT  
CONDUCTED IN THE CARIBBEAN REGION**

**LAC/WID RESEARCH ACTIVITY  
FEBRUARY 1992**

**Submitted by:  
AMALIA M. ALBERTI, PH.D.**

## EXECUTIVE SUMMARY

### BACKGROUND

This report presents the findings resulting from the participation of a GENESYS consultant as an observer during the scoping exercise that routinely precedes an environmental analysis. The scoping exercise observed was undertaken for the Environment and Coastal Resources project in the Caribbean (ENCORE). More specifically, the study intended to assess, first, whether men and women were likely to identify the same natural resource issues, second, whether they would prioritize them in the same way, and, third, whether they would propose the same activities and strategies to address them.

It was anticipated that the scoping activity for ENCORE's environmental analysis would provide a relatively unique opportunity to observe a process of community participation in the identification of natural resource issues. The Caribbean was considered a particularly appropriate setting to conduct such observations since women in the region participate in public meetings as least as much as men. It was assumed that project sites for ENCORE were situated in cultural settings where both women and men were likely to participate in defining the issues. Thus, female reticence in public meetings was not expected to be a limiting factor in the field study.

### LOCAL SITE MEETINGS WITH THE SCOPING TEAM

Given the highly participatory nature of the ENCORE project, the field study assumed that community members would participate in the meetings with the scoping exercise team. Observation for gender differences in types of activities, priorities, and strategies, was to take place at those meetings. In fact, the assumption was not fully supported. Local representatives were present in each project site visited. However, the meetings were not open to the public. In all but one site, they were a select group rather than a cross-section of the community-at-large.

As a result of the circumstances surrounding the meetings, the findings from this field study are not of the type that had been envisioned in the research proposal. Nevertheless, the study has yielded findings that can meaningfully contribute to future research endeavors on gender issues and the environment and natural resource management in the Caribbean.

### FINDINGS

The first priority of the research was to test a method: by including attention to the gender variable during the scoping exercise, is it possible to uncover gender issues that might otherwise go unnoticed and unheeded during the project? Based on the field study experience, the answer to that question must be a qualified no. The answer is qualified because circumstances surrounding the scoping exercise -- circumstances beyond

the control of the scoping team -- precluded analyzing the project activities proposed during the scoping exercise from a gender perspective. The negative assessment is a direct consequence of those circumstances, rather than of the exercise itself. The explanation lies in the fact that the meetings held with the scoping team were not open to the public-at-large, as already described.

**SCOPING EXERCISE:** Attitudes of Scoping Team members, particularly the team leader, determine whether or not socioeconomic issues, and the gender considerations embedded in them, will be taken into account.

The Environmental Procedures section of AID Handbook 3, Appendix 2D, makes no direct reference to socioeconomic issues. Nevertheless, members of this scoping team were predisposed to considering the social and economic concerns interwoven with the environmental and natural resource issues. They reasoned that socioeconomic pressures could indirectly impact on the environment and natural resource base in ways unforeseen if they were not factored into the initial analysis.

**SESSIONS WITH SCOPING TEAM:** Attendance at meeting with the scoping exercise team may be restricted.

Even in a project relying on community participation, attendance at the meeting with the scoping team may be restricted for a variety of reasons ranging from a presumed lack of time on the part of the scoping team to a desire on the part of the local committees to conduct a preliminary screening of the suggestions to identify the more feasible projects.

**NOTIFICATION OF UPCOMING MEETINGS:** When communication is informal and on a person-to-person basis, segments of the community may be left out.

From a gender perspective, this can be a critical issue because women and predominantly women's groups are often left out of the informal communications loop either if the issue at hand is not perceived as a "women's issue," or if those in charge prefer that it not be, or, if, indeed, women lack interest in the issue in comparison with men.

**FOCUS OF WOMEN'S OBSERVATIONS:** Women who participated in the sessions tended to focus on the economic benefits of proposed activities.

The limited number of women who attended the sessions in a non-professional capacity --that is, not as a job responsibility, although usually as a representative of a group-- expressed interest in activities that generate employment opportunities.

**GENDER COMPOSITION OF POPULATION AND OF THE NATIONAL AND SITE COMMITTEES:** Although adult women outnumber adult men in the national population, particularly in St. Lucia, this disproportion is not reflected in the composition of the national and local site committees for ENCORE.

**WOMEN IN TOURISM:** Each of the women who participated as professionals in the sessions was employed in the area of tourism.

**ROLE OF LOCAL GROUPS:** The voluntary support of local self-help groups is seen as critical to the success of many local projects and activities.

**ENVIRONMENTAL ASSESSMENTS:** The Scope of Work for the environmental assessment can request either a focus on activities or the development of guidelines. Gender considerations can more readily be incorporated into guidelines.

When the environmental assessment is to focus on activities, whether or not socio-economic issues, and the gender issues within them, are taken into account depends heavily on the predisposition of the person(s) writing the scope of work. When the environmental assessment is to establish guidelines for assessing possible activities, there is a greater likelihood that social and economic issues will be identified as potential areas of concern in as-yet-defined upcoming activities.

#### **POSSIBLE FOLLOW-ON ACTIVITIES**

These activities are suggested to further refine the knowledge base for future field work by GENESYS either in the Caribbean region, or, in relation to scoping exercises or environmental assessments.

#### **ANALYSIS OF WOMEN'S PARTICIPATION IN PUBLIC MEETINGS AND COMMUNITY PROJECTS IN THE CARIBBEAN**

It should be possible to review the existing literature and documentation on women's and men's participation in public sessions, and in the support of various community-based activities, to determine whether men and women of the Caribbean tend to be active in the same, parallel, or totally different groups.

#### **REVIEW OF SOWS AND ENVIRONMENTAL ASSESSMENTS FOR INCLUSION OF SOCIOECONOMIC ISSUES**

A Project Paper includes a discussion of gender issues, and gender concerns are usually part of a project's Social Soundness Analysis. When a project proceeds to the level of activities, however, activities that focus on the environment and natural resource management are sometimes treated as if they existed independent of a socioeconomic context. The proposed review should provide information on ways to reduce these oversights.

#### **POSTSCRIPT**

With the benefit of hindsight and taking into account the anticipated outcomes of the scope of work, observation of meetings for gender differences in suggested activities should have been conducted in the week or weeks preceding the visit of the scoping team. From the information gleaned as a result of the field trip, it seems likely that a more representative sample of the community were present at these preliminary meetings.

**LAC/WID FIELD STUDY:**  
**Democratic Initiatives in Honduras**

# GENESYS PROJECT

## SCOPE OF WORK

### I. BACKGROUND

A.I.D. is actively supporting new municipal legislation in Honduras that decentralizes the political process. Little gender disaggregated information exists on (1) how constituents inform municipal leaders of their interests and (2) how men and women can gain greater access to and communicate more effectively with municipal leaders. Research on gender issues in the democratization process in Latin America frequently has focused on women's roles in community groups and grass root organizations, rather than on women's participation in formal government organizations at the local level. In order to understand the gender issues involved in the formal political process, a discussion of research questions related to municipal level government is included below.

*Strategic versus Practical Interests:* Constituents' concerns have been characterized in the literature on democratization as either practical or strategic. *Practical* interests usually relate to meeting basic needs including food, shelter and health. *Strategic* interests include reproductive rights and safety in the workplace. Numerous studies have shown that Latino women tend to confront strategic issues only as the status of women in the society at large increases. At low levels of socioeconomic development, they tend to participate in the political world only for practical or family related issues. The impact of gender on the type of concerns raised by an individual usually is co-determined by his or her socioeconomic status.

Researchers have found that women and men who are not used to having a strong voice in the political system frequently do not share a common set of concerns and may prioritize any common concerns differently. According to Molyneux, women's strategic interests "... are derived deductively, [that is] from an analysis of women's subordination and from the formulation of an alternative, more satisfactory set of arrangements to those that exist" (in Alvarez, 1990:24). Examples of strategic interests include political equality, gender-neutral employment opportunities and reproductive rights. Practical interests, on the other hand, are "given inductively and arise from the concrete conditions of women's positioning by virtue of their gender within the division of labor.... Practical interests are usually a response to an immediate perceived need" (in Alvarez, 1990:25). Women mobilizing to protest rising food costs or seek additional health assistance are examples of practical interests. Tradition and casual observation maintain that women in Latin America tend to be apolitical. Research confirms that women most frequently approach the political arena through extensions of their culturally ascribed roles as mothers and family members, rallying around their practical rather than strategic interests (Jaquette 1989:4-6; Painter and Wong 1991:8).

Women's involvement in Latin America is believed to consist primarily of popular movements overwhelmingly propelled by current economic conditions *rather than* by human rights or feminist interests (Painter and Wong 1991:27-31). Men's involvement in the

democratic process is considered to be motivated more frequently by strategic concerns. There often are structural, cultural and procedural obstacles to both women's and men's participation in a given country, although these tend to vary across gender and other socioeconomic variables.

**Compound Discrimination -- Gender, Ethnicity, Race and Class:** Women can face double discrimination in a society where ethnicity, race or class is an obstacle to full and equal participation, because gender often compounds the problems faced by a person of color for example, or from an otherwise disadvantaged group in that society. Discrimination against women is not homogenous; rather, the nature and extent of discrimination often is determined by a woman's socioeconomic status, ethnicity and race. Dahl writes that the final step in the democratization process is "comprised of free and fair elections, which guarantee popular sovereignty; in other words, elections which ensure that the government accurately reflects the preferences of the people they represent" (in Painter and Wong 1991:23). The obvious assumption made in this statement is that the government listens to the requests and concerns of all of the people, *regardless of gender, ethnicity, race or class*, and acts on those issues which are supported by or affect a significant portion of the public. An hypothesis to be tested in this regard is that elected officials and their staffs respond differently to women compared to men, and to caucasian women and men compared to indian women and men, for example. For individuals who have not been actively involved in the formal political system, discrimination is a strong deterrent and encourages them to pursue indirect routes to representation, such as community groups. Without appropriate voice in the political process, women and disadvantaged groups may find their needs in a changing society disregarded to the detriment of the entire society.

As Honduras and other countries move toward a more democratic system of government, it is critical that the new or modified institutions and practices put in place, and the government officials and staffs, are able and willing to reflect the needs of both men and women of different socioeconomic status. It is not sufficient to give women the right to vote and hold office. The local government must be responsive to the *expressed* needs of half of its population, and give equal weight to those concerns expressed by women as by men, regardless of ethnicity, race or class.

**Filtering Constituent Petitions by Gender:** There is doubt among researchers as to whether municipal (and other government) leaders are as liable to address interests associated with women as those associated with men. The question has also been raised as to whether officials *consciously* discriminate against women's issues, or are reasonably unaware of their behavior patterns. Some tentative hypotheses regarding differential treatment of men's and women's concerns include:

- (1) Women are less likely to vote than men, therefore addressing their concerns does not guarantee payback for the official in terms of future votes.

- (2) Women tend to have fewer resources than men, other things being equal; since economic position is known to carry significant weight in politics everywhere, men tend to receive preferential treatment.
- (3) Women (and disadvantaged groups) may present their concerns in a different, less aggressive or convincing manner, in which case, they may require training in "working the system."
- (4) Elected officials or their staffs, particularly those who are male, may relate better to men's issues, viewing them as more relevant or serious and so worthy of attention.
- (5) Male (or female) officials may feel that some women's concerns that change the status quo are socially undesirable, such as child care. Officials may not be willing to support a controversial issue that breaks local traditions regarding gender roles in society.

Government officials may not be fully cognizant of their own discriminatory behavior, or the degree to which it may affect women's participation in the political process. Researchers have suggested that, in some cases, officials may not recognize that they are treating men's and women's issues differently, and that in fact a subconscious filtering process may take place. In other situations, of course, direct and conscious discrimination against women is to blame for differential responses to petitions by men and women. Gender differences in the type of response that men and women get from municipal officials may be either (a) the result of conscious discrimination based on gender and potentially compounded by ethnicity, race or class, or (b) due to the nature of the issues raised by men compared to women (subconscious discrimination).

## II. RESEARCH OBJECTIVES

The GENESYS Project is charged with investigating gender issues in the democratization process. The purpose of the proposed study is to assess gender as a factor in determining differences in access to and responsiveness of municipal leaders. The study will investigate whether issues of relevance to women are as likely as those of relevance to men to come to the attention of municipal leaders and how issues with a gender dimension are filtered and prioritized. It will ask what gender-specific information is conveyed to municipal representatives, how they are made aware of those issues and concerns, and how they respond to issues and concerns more closely associated with women in contrast with those issues and concerns more closely associated with men.

### III. SCOPE OF WORK

The research team will include a principal investigator with substantial experience in research design, questionnaire development and social science analysis. The research assistant(s) will have experience in survey work, data analysis, and focus group and interviewing techniques.

The contractor will be responsible for the following tasks:

- (1) *Develop a research design, work plan and schedule.* The contractor shall develop a research design, work plan and schedule for approval by GENESYS that addresses the analytical questions below:
  - a. How and when do "women's" and "men's" concerns overlap? What is the nature of these "gender neutral" concerns? What are the similarities and differences in the interests that motivate men and women to participate in the democratic process, as evidenced by their petitions at the municipal level?
  - b. Are women and men more likely to participate as members of single issue or single sex groups, or as members of broad-spectrum groups within which they present their concerns? Is there any difference between men and women in this respect, or any variation according to socioeconomic status, race or ethnicity? Are women from different socioeconomic backgrounds as likely as men to inform municipal representatives of their concerns? What constrains communication to and from local groups or individuals and municipal officials, particularly for women or other disadvantaged groups?
  - c. Is there any difference in responsiveness of the municipal officials (or staffs) to those concerns that are more prevalent among women or men? What is the proportion of issues of relevance to women from different socioeconomic backgrounds that receive attention from municipal representatives in comparison with the proportion that are of relevance to men? What is the extent and nature of any compound discrimination women face in the political process, whereby discrimination based on gender is compounded by socioeconomic status, ethnicity or race?
  - d. Do municipal officials (or their staffs) perceive and act on concerns with respect to the gender relevance of the issue? In other words, if "women's" issues are getting less attention than "men's," are the officials or their staffs consciously or subconsciously filtering the issues? What are the differences between issues that do and do not receive support from community groups and municipal officials?

Relevant personnel from USAID/Honduras will be consulted by the research team for 2-3 brief meetings to assist in improving upon the methodology. A contact name to arrange meetings will be provided to the research team. The research will take place in two municipalities, Tegucigalpa and San Pedro Sula. The work plan and schedule shall specify the members of the research team who will be responsible for the components of the research activity and provide expected level of effort and completion dates for each component.

(2) **Conduct background research.** In order to put the research findings into the proper context, the research team will prepare a demographic profile of each municipality and review municipal records to develop a list of major issues brought to the attention of local officials by citizens in each municipality. The list of major issues will be submitted to GENESYS for review. The municipality profiles will allow some analysis of the representativeness of the survey sample. The demographic profile of those persons surveyed will be analyzed in light of the municipality profiles and the two profiles should be parallel.

a. **Municipality profiles:** The research team will review census data and prepare a profile on each municipality including, but not limited to:

- distribution of males and females in the population aged 15 years and over; this information also will be presented in age intervals of 10 years (e.g., x # of males/females between the ages of 15-24, 25-34, 35-44, and so on);
- percentages of female-headed households using the same age-intervals as above;
- migration status/history by sex and using the same age-intervals as above; and
- educational levels by sex and using the same age-intervals as above.

The information will include a list of neighborhoods with gender-disaggregated information on topics including populations, sources of income, levels and nature (seasonal, year-round, etc.) of migration. These profiles will draw on existing data sources and be dependent on the quality and availability of such data. The profiles will highlight patterns of migration affecting or determined by employment structure of the city, as well as other potential sources of differences between the municipalities which may have explanatory significance in comparing results across locations.

b. List of major issues of concern to citizens: The research team will review municipal records of requests/complaints logged in each municipality. For San Pedro Sula, the research team will review municipal records during the same trip taken to conduct the survey and interviews. There are two components to this activity:

- Examine the records of citizen requests/complaints for the reference period of four weeks, including the week the survey (described below) takes place; identify each issue as either strategic or practical; group the issues into major categories; and compare the written records with survey notes about the complaints reportedly made by those individuals interviewed in the survey.
- Examine the records for a random sample of days from 1991; identify each issue as either strategic or practical; and group the issues into major categories. These results will provide some information on the seasonal nature of issues brought before the municipal governments, e.g., cycles of greater stress such as approaching new school year with related expenses, or following periods of temporary employment in agriculture.

b) *Design survey questionnaire and list of interview questions, and conduct survey and interviews.* The research team will design and conduct qualitative research using a limited survey group of no more than 100 persons in each city and structured interviews to collect information about women's and men's participation in the political process at the municipal level. The questionnaire and list of interview questions will be submitted to GENESYS for review and approval. Information will be gathered in the following three ways from constituents, municipal officials and other informants:

a. Surveys: A sample of persons entering (or leaving) the municipal center will be surveyed by the research team to determine whether those individuals are there on behalf of themselves, another individual, or a group's interests. The research team will be responsible for developing a questionnaire and submitting it to GENESYS for approval. An illustrative list of questions for the survey follows:

- (a) Demographic Information (e.g., sex, age, educational level, migration status, household headship) This information should parallel the information gathered for the municipality profiles and allow some analysis of the representativeness of the sample.
- (b) What is the purpose of the visit (main issue)?

- (c) Which office is to be approached?
- (d) Is this an initial or repeat visit?
- (e) If this is a repeat visit, what was the outcome of any previous visit(s)?
- (f) Is the person acting as an independent or as a group representative?
- (g) If the person is a group representative, how did the group determine which issues to present?
- (h) If the person is a group representative, is the group a mixed sex or single sex group?

b. **Structured interviews:** The team will conduct structured interviews with municipal delegates (and selected staff, budget permitting) to identify interests, concerns, and preferences of their constituencies, how they become aware of those views, and how they select the interests they actively support versus those they dismiss. The contractor will submit to GENESYS for approval a list of key questions to be used in the interviews.

c. **Interviews with key informants and focus groups:** The research team will conduct no more than 15 interviews with key informants within each municipality to elicit a history of men's and women's involvement locally in politics and government, and compare the information across gender. These informants will be high-level municipal functionaries, social scientists working on municipal issues and gender, and community leaders, such as heads of community groups. Additionally, in cases where a person surveyed at the municipal building was a representative of a group, a follow-up focus group will be arranged with the group whenever possible. The focus groups will determine how a group prioritizes the interests to be conveyed to the municipal leaders. The subcontractor will submit to GENESYS for approval a list of key questions to be used in the interviews and focus groups.

(4) ***Prepare a mid-term report.*** The research team shall prepare a mid-term report and submit it to GENESYS upon completion of the field work. This report will be no longer than five pages of text highlighting the key results of the field work and information gathering. Data tables summarizing the municipal profiles and survey results will accompany the report as appropriate. The report may be submitted in Spanish or English.

(5) ***Analyze the research results and prepare a draft report.*** The research team will analyze the results of the research, including coding survey information as necessary and providing categories for responses. The team, led by the principal investigator, will prepare a report discussing the implications of the results for democratization in

Honduras. A draft of the report will be submitted to GENESYS for review and comments. The report will include the following:

- a) a discussion of methodology, including size and selection of the sample, timing of the research, any problems encountered in the various components and any suggested modifications to be made if this research is duplicated in the future
  - b) the quantitative and qualitative analysis of the field work (survey, data collection and interviews)
  - c) a discussion of gender issues in the democratization process that were identified during the field work and analysis; the implications for the democratization process in Honduras of gender-specific barriers to political participation; and suggestions for policy changes or incentives to help overcome gender-based barriers to participation
  - d) recommendations for future research on gender issues in the democratization process in Honduras
  - e) executive summary (five pages maximum)
  - f) data appendix and a discussion of the validity of the data
- (6) ***Respond to comments from GENESYS's review of the draft report and prepare the report in final.*** Two versions of the final report should be submitted to GENESYS, one in English and one in Spanish. The translation should be prepared locally.

## **V. TIMING AND REPORTING REQUIREMENTS**

The research study will take place over a period of three - four months (to allow for Washington review of deliverables), with approximately 12 weeks of time required during that period by the contractor. After negotiating a subcontract with the research institution, the research team will prepare a research design, work plan and schedule. The design will go through an approval process, after which appropriate revisions will be made and the design operationalized.

Reporting requirements will be as follows:

- \* A research design and schedule will be submitted to GENESYS for approval prior to operationalizing the study, no later than two weeks after the subcontract is signed.
- \* A list of major issues of concern to citizens in each municipality will be submitted to GENESYS upon completion of the review of the municipal records of citizen requests/complaints.

- \* A draft of the survey questionnaire will be submitted to GENESYS for approval prior to implementing the field work, no later than three weeks after the subcontract is signed.
- \* A list of questions to be used in the structured interviews, interviews with key informants, and focus groups will be submitted to GENESYS for approval prior to beginning the interviews, no later than three weeks after the subcontract is signed.
- \* A five page midterm report will be submitted to GENESYS upon completion of the field work and prior to initiating the indepth analysis and report writing stage. This report will describe the key findings from the field work and include data appendices as appropriate.
- \* A draft report (30 pages maximum) of the research study will be submitted to GENESYS (see page 7 above for discussion of report)
- \* 5 copies and a diskette copy of the final report and data appendices will be submitted to GENESYS in English and Spanish no later than August 31, 1992. This report will incorporate any comments and revisions provided in response to the draft report. The translation will be prepared locally.

Illustrative schedule of the activity:

- Weeks 1-2:
  - (1) Prepare and submit research design
  - (2) Design questionnaire for survey and structured interviews
- Week 3:
  - (1) Collect census data needed for municipal profiles and prepare profiles
- Weeks 4-7:
  - The research team will spend approximately 2 weeks in each municipality to:
    - (1) Conduct interviews with municipal delegates and key informants
    - (2) Conduct survey of persons entering the municipal center
    - (3) Review municipal records of citizen requests/complaints
- Week 8:
  - (1) Prepare and submit 5 page midterm report
  - (2) Initiate second stage, i.e., analysis and interpretation of field work results
- Weeks 9-11:
  - (1) Second stage analysis
  - (2) Prepare and submit draft report
- Week 12:
  - (1) Revisions to draft report
  - (2) Submit final report

18

**LAC/WID FIELD STUDY:**  
**Industrial Sector Labor Markets in Ecuador**

**GENESYS PROJECT**  
**REQUEST FOR PROPOSALS**

**I. BACKGROUND**

Research indicates that gender is one of the sources of segmentation in the Ecuadorian labor market; other sources include race, labor legislation and unionization. A discussion of related research which helped to frame the scope of work for this proposal is included below.

*Disaggregated Socioeconomic Analysis:* Development programs which affect employment levels or structure must be carefully designed and monitored in order to maximize the positive effects and minimize the negative effects. An analysis of the impact of free trade, for example, should look at aggregate data on the creation of jobs and expected export earnings, for example, *as well as* disaggregated data on the distribution of those jobs and benefits across the population. Disaggregation should include gender, age, race and other related variables in order to identify patterns of distribution which favor one group to the detriment of other groups.

Ruth Dixon-Mueller (1991) indicates that this type of analysis provides an understanding of "the complex pattern of incentives and disincentives that influence the effective utilization of human resources and the achievement of sustainable economic growth. Most importantly, we can visualize the human as well as the financial dimensions of investing in particular economic subsectors and passing over others." Dixon-Mueller continues, stating that "gender and generation [age] are essential analytical tools [in] the study of the sectoral and subsectoral structure and characteristics of the economy as they related to the distribution across households and geographic areas of the production assets, such as land, labor and capital, and the structure of opportunities in wage labor markets."

*Labor Market Distortions:* Ecuador's urban labor markets are segmented into formal and informal components as a result of labor laws and unions that restrict entry into formal sector employment. The literature on labor markets for developed countries includes over 30 years of analytical work in problems of segmentation, occupational distribution and wage discrimination and usually includes attention to gender as a variable of interest. Segmentation can result from protective legislation, union's "closed shop" practices, or discrimination based on gender or race. In Ecuador, reports assessing the degree of segmentation have been conducted for A.I.D. (Sigma One 1990) and the U.S. Embassy. The American Embassy in Quito (1990) reports: "Ecuador has a highly segmented labor market, with a minority of workers in skilled, usually unionized positions, and the vast majority -- about 60% of the economically active population -- either unemployed or underemployed in the informal economy."

Segmentation into formal and informal sector labor pools "has serious implications for the distribution of income" such that a "relatively small portion of the labor force employed in the sector shares in the high income generated in the modern economy, whereas a large number of workers are left more or less permanently in the low wage-low productivity sector (Mazumbar 1989). In the current policy and cultural environment in Ecuador, more women than men are likely to remain in the low wage-low productivity sector.

Research by Schultz for the World Bank (1989) tested the proposition that women's losses are greater than men's losses in developing countries as a result of protective legislation, especially minimum wage legislation. He points out that these "interventions in the labor market may slow women's transition from nonmarket and family work to employment by firms ... [which in turn] may affect the rate and structure of economic growth." In Latin America, "the entry of women into the market labor force and particularly into wage employment is noticeably retarded in sectors such as manufacturing which generally absorb more women workers. ... The puzzle is, what has held women back from obtaining a larger share of wage jobs in manufacturing?" Women's educational levels are nearly equal to men's in Latin America, and women's rates of labor force participation are "increasing rapidly." Nevertheless, Schultz finds that women "appear to be deflected from firm employment, possibly by pervasive minimum wage legislation." The result is increasing numbers of women in the informal sector or working in family ventures. Latin women are particularly affected by labor market distortions (e.g., protective legislation), which slow "the expansion of employment by firms and impact most strongly on women who are paid less than men and thus are more likely excluded from minimum wage-regulated employment by firms."

Increased employment opportunities for women (and men) are unquestionably a positive outcome of reducing the amount of legislated protection afforded women and men workers. Nevertheless, there are obvious drawbacks to the deregulation, including possible negative health effects for women of childbearing age. The positive employment effects are discussed in some detail here. The negative effects of reducing protection in general are relatively obvious and well treated in the literature.

As Ecuador's industrial sector responds to trade incentives and policy changes that promote job creation, including reducing protective legislation, new hires in manufacturing are expected to include a significant portion of women. Estimates of women's share of the manufacturing labor force range from 25% at the national level (1982 population census) to 40% of urban, private sector manufacturing employment (CEDATOS/IECAIM survey 1988). Women's employment in the protected formal sector may have been limited by employers' perceptions of female labor as more costly than male labor, partially due to generous maternity benefits. With a reduction in legislated benefits, discriminatory hiring patterns favoring men over women can be expected to change, other things equal.

The proposed analysis will provide a gender disaggregated profile of the industrial sector labor force and will identify the possible policy implications for programs designed to change the structure of the economy and so the nature of labor demand. Patterns of

recruitment to formal industrial sector employment, especially in manufacturing, will be explored indirectly in the proposed study. Critical additional information about barriers to employment opportunities for women (and men) may be provided through future work on how firms recruit new employees that would suggest policies to promote more efficient and equitable access to desirable employment.

## II. RESEARCH OBJECTIVES

The GENESYS Project is charged with investigating gender issues related to the promotion of trade and investment by A.I.D. in the Andean region. GENESYS proposes to conduct research on the occupational and sectoral distribution of labor in the industrial sector. The study will identify the distribution of labor by occupational group, subsector, sex, age, education, family status, earnings and other related variables, using national employment data. It will assess gender specific barriers to industrial sector employment in Ecuador.

## III. SCOPE OF WORK

The research team must include a gender specialist with experience in analyzing labor market issues in the industrial sector and a statistician with experience in household level survey data. The team leader will be a social scientist with qualitative and quantitative analytical skills.

The contractor will be responsible for the following tasks:

1. *Develop a workplan and schedule.* The contractor shall develop a workplan and schedule for approval by GENESYS, using the information in this SOW and the appendix as a guide. The workplan and schedule shall specify the members of the research team who will be responsible for the components of the research activity and provide expected level of effort and completion dates for each component. The workplan also will identify the tables the research team plans to produce and provide a draft outline of the final report.
2. *Obtain sex disaggregated data for the following variables from INEM.* Upon approval of the workplan, the contractor shall obtain gender disaggregated data from the annual employment survey for the years 1987, 1988, 1989, and 1990 for those persons employed in the industrial sector (i.e., ISIC one-digit codes, sectors 2,3,4,5). A description of each variable is contained in the appendix to this scope of work.

VARIABLE	QUESTION #**
<b>Demographic:</b>	
Age	6
Sex	7
Education	8
Migration status/history	12-14
<b>Employment-related:</b>	
Social security membership	11
Job search methods	32
Sector of employment (2 digit level, ISIC codes)	50
Occupational group (2 digit level,ISCO codes)	51
Occupational category	52
Firm size	54
Wages	60

\*\* Question # refers to INEM's 1989 "Encuesta Permanente de Hogares"

3. *Conduct the data analysis.* The contractor shall use a standard statistical package, such as SAS or SPSS, to analyze the data. The analysis should produce simple correlations and simple descriptive analyses like frequency and probability distributions, cross-tabulations, means, standard deviations and errors, and significance tests, designed to identify patterns and characteristics of the sample for the desired variables.

The primary variables will be sector of employment at the two-digit level (e.g., textile manufacturing) and sex; these variables will then be sorted against the other demographic variables, and employment related characteristics such as wages, firm size, and occupational group and category. The contractor will develop a data analysis plan which will be submitted to and approved by GENESYS. This will include at a minimum: (a) comparison of the demographic characteristics of men and women employed in each 2-digit subsector, sorted by wage level and social security membership; (b) identification of the degree of correlation between migration status (of women versus men) and occupational category, wages or firm size; and (c) population means and standard errors for samples sorted by two digit ISIC sectors, sex, and age (the next levels of specificity, for example, might include sorting by sector, sex, age, and education level).

A maximum of 24 tables will be produced and form the basis of interpretation for the

final report. All information should be reported for both males and females, such that we are able to compare the situation across sex; the values for males and females should be presented in the same table to facilitate comparisons. Both absolute and relative values should be presented wherever possible.

4. *Prepare a mid-term report.* The contractor shall prepare a mid-term report and submit it to GENESYS upon completion of the empirical analysis. This report will be no longer than five pages of text highlighting the key results of the data analysis. The data tables will accompany the report. The report may be submitted in Spanish or English.
5. *Analyze the empirical results* to identify gender issues in the industrial sector labor market and the implications of the promotion of trade and investment for women and men in Ecuador's industrial sector labor force. The subcontractor will produce a profile of the current industrial labor force in tabular form with textual analysis for the period 1987-90, including composition by sex, age, education and other variables.
6. *Prepare a draft final report* for submission to GENESYS upon completion of the interpretation of empirical results. This report should be no longer than 30 pages (excluding data appendices) and may be submitted in Spanish or English. The report should include the following components:
  - a) discussion of methodology and analytical questions
  - b) results of empirical analysis
  - c) discussion of the gender issues in the industrial sector labor market that were identified during the analysis of the empirical results; discussion of the implications of the promotion of trade and investment in Ecuador for the industrial sector labor force; assessment of gender-specific barriers to formal sector industrial employment which promote segmentation in the industrial labor force; suggestions for policy changes or incentives to help overcome gender-based barriers to employment; and implications for other trade and investment programs in the Andean region if such conclusions are considered valid by the research team
  - d) recommendations for future research on gender issues in the industrial sector in Ecuador
  - e) executive summary (five pages maximum)
  - f) technical annex discussing the validity of the data
7. *Respond to comments from GENESYS's review of the draft report and prepare the report in final.* Two versions of the final report should be submitted to GENESYS, one in English and one in Spanish.

## V. TIMING AND REPORTING REQUIREMENTS

The research study will take place over a period of three - four months (to allow for Washington review of deliverables), with approximately 8 weeks of time required during that period by the research group. After negotiating the subcontract with the research group (referred to hereinafter as the "research team"), the research team will prepare a research design and schedule. The design will go through an approval process, after which appropriate revisions will be made and the design operationalized.

Reporting requirements will be as follows:

- \* research design and schedule submitted to GENESYS prior to operationalizing the study no later than two weeks after subcontract is signed
- \* five page midterm report including a complete set of tables as an appendix, submitted to GENESYS upon completion of the empirical work and prior to initiating the indepth analysis and report writing stage; this report will describe key findings from the data analysis
- \* draft report (30 pages maximum) of the research study submitted to GENESYS (see page 6, item 6 for description of contents)
- \* 5 copies and a diskette copy of the final report and statistical appendices submitted to GENESYS in English and Spanish no later than July 31, 1992

Illustrative schedule of the activity:

- |            |     |   |
|------------|-----|---|
| Weeks 1-2: | (1) | Prepare and submit research design  |
|            | (2) | Initiate data collection effort (i.e., obtain appropriate tabulations of the existing data from relevant sources) |
| Week 3:    | (1) | Data analysis   |
| Week 4:    | (1) | Prepare and submit 5 page midterm report  |
|            | (2) | Initiate second stage of the analysis, i.e., interpretation of empirical results                                  |
| Weeks 4-7: | (1) | Second stage analysis   |
|            | (2) | Prepare and submit draft report   |
| Week 8:    | (1) | Revisions to draft report   |
|            | (2) | Submit final report   |

## ATTACHMENT A:

### DESCRIPTION OF INEM VARIABLES:

Education in question 8 can be keyed for none, literacy, primary school, secondary school, or higher education.

Migration status/history is covered in three questions. The questionnaire asks is the person has always lived in this city. If they moved there, then it asks how many years they have been there and where did they live before (province, district and place).

Social security membership indicates membership in IESS, a benefit usually associated with protected formal sector employment and a good indicator of job quality. Among other things, IESS provides health insurance for its members.

Job search methods is asked of those persons who are unemployed but looking for work (i.e., by definition, they are part of the labor force). The question asks how the person looked for work; the answers include friends or relatives, direct contact with employers, newspaper or radio, public employment agency, private employment agency, or trying to start their own business.

Sector of employment provides space for a written description of the principal activity of the business where the person works. INEM then uses the International Standard Industrial Classification (ISIC) codes to categorize the activity to the four digit level. The industrial sector is defined as four, one-digit sectors: (1) mining/quarrying, including oil production, (2) manufacturing, (3) electricity, gas and water, and (4) construction. The next level of refinement, two-digit coding, will provide the information needed for the proposed analysis, namely sorting by subsector for the industrial sector. For example, in manufacturing, the two-digit divisions are food/tobacco/beverages; textiles/clothing/leather; wood products; paper/printing; chemicals; nonmetallic minerals; basic metals; equipment/machinery; and other.

Occupational group provides space for a written description of the principal activity of the person in his/her primary job. These descriptions are coded by INEM using the International Standard Classification of Occupations (ISCO) codes. The seven major one-digit ISCO groups are: professional, technical and related workers; administrative and managerial workers; clerical and related workers; sales workers; service workers; agriculture, animal husbandry and forestry workers, fishermen and hunters; and production and related workers, transport equipment operator and laborers. The INEM 1989 report describes eight groups, as they break down "production workers" into two groups (see INEM 1989 for further details). The questionnaire allows for a three-digit classification, although this is not discussed in the report and so would have to be verified.

Occupational category can be keyed by volunteer/trustee, self employed, unpaid family worker, salaried or wage earner in the public sector, salaried or wage earner in the private sector, or domestic worker.

Firm size asks for the number of persons working in the business, with answers grouped by less than 10, 10-19, and 20 or more.

Wages information is provided for those persons employed as salaried or wage earners in the public or private sectors, or as domestics. The question has three parts, asking for basic wages, amount and period of last payment/paycheck, and type and amount of any deductions.