

PN - ABN - 343

asn - 81108

**EVALUATION OF THE**

**USAID-RHUDO/SA - USAID-WID - IULA/CELCADEL**

**PROGRAM**

**"WOMEN IN LOCAL DEVELOPMENT"**

**by**

**Javier Ramírez Soto**

**August 1992**

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## ABSTRACT

The Program "Women and Local Development" was conceived, designed and financed by USAID-RHUDO/SA and USAID-WID to stimulate the full participation of women in Latin America municipalities, sponsoring in them the incorporation of gender considerations.

In order to implement the Program, RHUDO/SA-USAID entered into an Institutional Cooperation Agreement with IULA/CELCADEL which would take place between October, 1990, and October, 1993.

As almost two years of project development have already passed, its first evaluation is presented in this document. In order to prepare it, numerous interviews were held, various documents were analyzed and a direct perception was achieved by attending some of the vents realized within the program.

From the conclusions of the evaluation it may be deduced that many of the objectives established from the beginning have been achieved; that some adjustments are convenient so that the project may reach an optimal result during its last year of implementation; and that it is necessary to consider as of this moment the design of its prolongation into a second stage with a duration of another three years.

## EXECUTIVE SUMMARY

In the brief span of three generations, women have achieved recognition of their equality with men, and have begun a very rapid advancement training themselves in all activities and disciplines which just a few years ago were the exclusive fields of the male, and demonstrating, with their will power and intelligence, how greatly they are able to contribute to change and improvement in the entire society.

Many women have been able to be trained for the performance of new roles in society and have begun to express all that this means. Their voices are still isolated and their resonance only achieves limited effects. The new concepts which they are administering require deepening and meditation. The new jobs and activities to which they aspire imply challenges and personal struggle. The changes they wish to effect in society are difficult to obtain and require much meditation, coordination and tenacity on their part.

For the above reasons, it is considered that the Program "Women in Local Development", jointly undertaken by USAID-RHUDO/SA, USAID-WID, and IULA/CELCADEL, is an idea with unsuspected potential in the promotion of the role of women, the improvement of the quality of life of our populations, and the reformation of our society.

The Program has made it possible to stimulate discussion, in the different regions, concerning the means for female participation as there exists an important quantitative participation by women in all the different levels of the municipal structure together with an interesting process of conscience taking by women with regard to the important contribution which their world view can make.

Public policies at the local level are in the process of being reconsidered with the participation of social movements, and a growing number of women is entering public life in our countries. A full incorporation of gender aspects has not been "completely" realized yet, but the topic is beginning to be discussed. In some countries there is already a commitment to achieve it in the local and national administrative establishments.

According to the schedule prepared, the Project should organize nine International Events besides an International Workshop on "Gender Research Methods and the Formulation of Municipal Policies directed to Women".

The First Seminar sought to provide basic information on experiences related to the participation of women in decision making at the local community level. This Seminar was carried out in Quito, from 5 to 7 March, 1991.

The Latin American group which attended this First Seminar decided to set up a Network on "Women, the Municipality and Local Development". The number of members of this Network has increased over time and has in the IULA/CELCADELa basic institution for information and coordination which stimulates horizontal contacts between its members.

The Second support Seminar was structured to permit collective discussion on the proposed methodology for the studies which the Program would undertake. This International Workshop also took place in Quito, between the 20<sup>th</sup> and 22<sup>nd</sup> of August, 1991.

These first two Seminars served as pilot projects in which IULA/CELCADEL was able to become involved with different authorities, directors and local technical officials, including women, in order to exchange information and establish a common basis for future meetings.

Four Seminars were programmed for the exchange of research results, and two of them have already been carried out: in Colombia from 10-12 March, 1992, and in Brazil, from 28-30 July, 1992. Two other Seminars for the Presentation of Results are still pending: in Uruguay during March, 1993, and in Argentina in May, 1993.

Another four Seminars were programmed for the presentation of the same results to audiences in neighboring countries.

One of them has already been carried out in Paraguay from 5-7 August, 1992, taking place in Asunción where the results of Brazilian research were presented. Still pending are those: in Venezuela, which was reprogrammed for September, 1992, and where the results of Colombian research will be presented; in Chile, during April, 1993, to present and analyze the results of the research carried out in Uruguay; and in Bolivia during July, 1993, with the results of the Argentinean research.

Adopting the recommendation formulated by the Ecuadoreans who attended the First International Seminar held in Quito during March, 1991, a National Encounter was conducted on "Women in the Town Council: Innovative Solutions for the Ecuadorean Municipality", in the City of Quito on 23, 24 and 25 June, 1992.

The effort realized has permitted the identification of the experiences, achievements, difficulties and requirements of women as a consequence of their participation in the processes of local development and policy formulation.

A Network of Organizations is being created through the Program, as well as a Network of Women in Local Government, and a considerable commitment has been found among the NGOs in the preparation of concrete programs, within their spheres of influence, in order to promote the equality of women.

A series of publications has been issued concerning the development of the Program, highlighted by Local Development Handbook Number 7 on "Women and the Municipality: A New Community Presence in Latin American Development"; and Number 9 on "Methods of gender research and formulation of municipal policies directed towards women".

These Local Development Handbooks have made a major contribution to those persons and institutions supporting the Program, and have become the main instrument in stimulating understanding of the importance of introducing the topic of gender.

It may be asserted that, in only two years, the Program "Women in Local Development" has already been able to introduce the concept of "furthering the total participation of women" to the municipalities, the centers of municipal officials, the NGOs and the community organizations with which it has come into contact in Latin America.

One of the greatest achievements of the Program is that it has managed to introduce the topic of gender at different levels (intendents, council persons, officials, NGOs, grass roots organizations, research centers, etc.) and has stimulated among them a debate on conceptual deepening and visualization of its implementation.

The Program has collected and developed instruments of a different nature, and all of them have been consolidated within what today is a proposal for "Planning public policies incorporating considerations of gender".

Activities up to the present have centered on sensitizing local government. Legal texts have also been gathered which have been promulgated as laws and even as constitutional norms. Important methodological instruments have been created. There has been a deepening in the development of basic gender concepts, local development, public policies and democratic participation.

All the above instruments should be documented in Information Handbooks, as a service to all those women who have acquired a commitment to putting into effect gender approaches in Local Development.

The Program has contributed to developing a very capable team of professionals with a great sense of responsibility. They have acquired a great ability of convoking meetings and know how to obtain support from other persons and institutions.

The Publications distributed have contributed to the dissemination, discussion and analysis of gender topics, and have enabled a multiplier effect of the papers and debates which have been presented at the Seminars and Workshops.

The greater part of the persons interviewed during the evaluation of the Program "Women in Development" manifested that the conceptual approach of gender had decisively influenced and enriched the manner in which the tasks and research of their organizations were undertaken.

The difficulties which the project has had to confront are due to the widespread nature of the impact which it has had and which, by all criteria, is much greater than was originally foreseen, as well as to the demand from womens' organizations in the different Latin American countries to which a response has to be made, but for which the Program team is inadequate.

A second phase of the Program should be programmed as of this moment which, without necessarily involving continuity with the present one, should start in October 1993 and last for three years. It is considered that the Program "Women in Local Development" should immediately propose the setting of priorities for strategies and action policies which will facilitate the active participation of women in local government.

The active participation of men is also believe to be important in the Program and its events, a process which up to the present has shined by its absence. Gender considerations should involve both sexes so that processes may be established which generate positive transformations in social practices.

## 1.-INTRODUCTION

### 1.1.-THE EMERGENCE OF THE WOMAN: A SOCIAL CHANGE

The massive and growing presence of the woman - one half of the human species - in productive, economic, professional and political activities of which she has been the protagonist in this agitated and dynamic XX Century, is turning into one of the most significant social changes in the history of humanity.

A "social change" implies a veritable substitution of values, the adoption of those forms of organized collective life which modify the basis of the structures of society. It is, in addition, of such a transcendent and durable nature that it should irradiate beyond the provincial limits and remain in effect through time.

In the short space of three generations, women have conquered recognition of their equality with men and have initiated a very rapid ascent, becoming trained in all the activities and disciplines which were, until just a few years ago, limited to males, and demonstrating with their will and their intelligence how much they are capable of contributing to change and improvement of the entire society.

This fact can be clearly established through an examination of what women have achieved in the conquest of fundamental rights which are promulgated in the legislation of most countries in the world; in their enthusiastic and collective presence in all areas of education and culture; and in their increasingly significant activities in the functions of productive labor and policy direction.

Women have been protagonists of this social change in spite of the obstacles and difficulties which oppose them in a world shaped by man; confronting social conduct and practices which keep her from many activities; and contradicting an oppressive or protective "machismo" which shows itself in different forms in different cultures, but expresses the atavistic superiority of the male and his inveterate exclusivity in social, economic and political activities.

Access to education, to jobs and positions of authority in the society had been denied to them by custom and male jealousy which has considered that they are mutually exclusive with the basic function assigned to women by nature. The Latin American woman has suffered subordination, marginalization and poverty in a proportion superior to that of the male, and even more importantly when she is, as is now such a common occurrence, the head of a household.

Many women have been able to excel and train themselves to fulfill new roles in society, and have begun to express all that this means. Their voices are still isolated and their resonance only

achieves limited effects. The new concepts which they are managing require deeper thought and meditation. The new tasks and activities to which they aspire imply challenges and personal struggle. The changes which they would like to generate in society are hard to achieve and require a considerable amount of meditation, coordination and tenacity on their part.

It is therefore of fundamental importance to understand the need that they recognize and exchange their experiences, their difficulties and achievements, and that they join forces. It is indispensable that they should become confident concerning the transcendental mission which this change represents, so that its effect does not become a simple replica of male attitudes, and so that social practices be modified and enriched with authentic values which point to a reconfiguration of our society. In our developing countries, the female presence normally is manifest in tasks with a social projection. This does not contradict the fact that they are obtaining an ever more significant presence in productive and professional activities. But their constant preoccupation with collective welfare has induced Latin American women to seek positions of struggle in the labor unions, in grass roots communities, in cooperative organizations, and in community action where their knowledge of real needs is translated into demands and solutions which aspire to improve their condition and that of the entire society.

This is why one line of female activity in our countries points correctly to the achievement of positions of authority, with emphasis on decision making occupations in local government. Increasing access to these positions and their desire to produce a change in social practices are constructive forces in the acceleration of the processes of local development.

By being the protagonists of a movement of transformation, which represents a collective effort of improvement, the presence of the woman and the political and administrative life of the municipalities is having clear "moralizing effects" on the society as well as on local administrative practices. Several guidelines which are already standing out in Latin America illustrate this assertion. The following are the five lines of action of the female presence which appear to be most significant:

- 1.- **Administrative honesty:** This behavior is taking shape as an attitude proper to the woman who reaches management positions in the municipalities and, although it is not possible to affirm that it is exclusively hers, it can be said that it clearly characterizes her and that it will be translated into more general social practice.
- 2.- **A new political culture:** Women are in a privileged position to bring about a new relationship in the municipalities as community organizations, confronting the "patronage" and "patriarchy" which appear to be very much part of the practice of governing in our

countries. Women are conceiving a political culture which supports the people in becoming citizens of the community and to exercise their civic rights to inspect, demand and learn to negotiate, obliging the municipality not to give favors away but to plan on the basis of the demands presented by the population.

3.- **Recovery of credibility:** With very concrete programs and activities, the women who have reached positions of control are managing to recover credibility for local authorities. They are making it possible to see that the municipalities can do things correctly and can respond to the demands of the citizenry. They are completely conscious of the fact that we believing again in our governments and representatives, and not continuing to support "cynicism", is fundamental to the development of Latin America.

4.- **Modification of Planning for Urban Development:** In many municipalities women are changing the way in which urban development used to be looked at. With objectivity and a clear feeling for the felt needs of the community, they are setting priorities for public services, indicating where to locate them, when to provide them and how to organize them.

5.- **Political representation:** The arrival of the woman to the systems of power by itself represents a democratic change. She has started to fill the voids left by men, due mainly to migration to the larger centers, and has entered other areas due to her reliable performance.

#### 1.2.- The "Women and Local Development" Program

It should be highlighted that USAID-RHUDO/SA conceived of, designed and partially financed this Program in order to promote the full participation of women in the Latin American municipalities, encouraging these to incorporate gender considerations both in their policies of service to the community and in their structures of representation and administration.

For implementation of the Program USAID-RHUDO/SA entered into an Interinstitutional Cooperation Agreement with IULA/CELCADEL which would cover the period from October, 1990, through October 1993, under the financing of USAID-WID.

The RHUDO/SA-USAID and IULA/CELCADEL authorities have confirmed that the asymmetries in the democratic participation of the two sexes at the local level have not only caused the contributions and needs of women to be ignored and opportunities for them to be insufficient, but has also weakened efforts devoted to the implementation of urban policies, which are thought to be "neutral" with regard to gender, as well as having a negative impact upon the development objectives themselves.

This program will enable isolated efforts, together with the frequently misunderstood struggle of women, to be strengthened through the exchange, analysis, thought and the assumption of confidence in their activities, and may thus be put into action with ever greater possibilities of success. In this manner the new female presence in local government will become enormously dynamic, gaining time and effort which would otherwise delay or frustrate our development.

### 1.3.- The institutions sponsoring the Program

USAID, the United States Agency for International Development. is the organization of the Government of the United States of America responsible for the external foreign aid and technical assistance programs of that country to those which are in the process of development.

RHUDO/SA, the Regional Housing and Urban Development Office for Latin America, located in Quito, Ecuador, collaborates in establishing the conditions necessary for better living conditions to be achieved for the population of the countries in the region.

IULA, the International Union of Municipalities and Local Administration, is a worldwide organization which seeks to: stimulate municipal autonomy, improve its administrative quality, study matters relating to citizen wellbeing, and stimulate popular participation.

CELCADEL, with its headquarters in Quito, Ecuador, is the instrument of the Latin American Chapter of IULA and carries out activities related to research, technical assistance and publication of topics which are current and of priority to Latin American municipalities.

WID, the Office of Women in Development (WID), of the United States Agency for International Development, located in Washington, D.C., is responsible for guiding USAID in the integration of women into the development process.

## 2.-EVALUATION OF THE PROGRAM "WOMEN IN LOCAL DEVELOPMENT"

### 2.1.- GENERAL OBJECTIVE:

#### 2.1.1- Introduction of the concept of "stimulating the total participation of women in municipalities".

The Program "Women in Local Development" has been able to introduce the concept of "stimulating the total participation of women" in the municipalities to centers of municipal officials, to NGOs and to the community organizations with which it has been able to enter into contact in Latin America. The number of these organizations is quite large, if one considers the Program's own radius of action, but still small in the light of its objective which is all of Latin America.

Stimulating the "total participation of women in the municipalities" is a social and therefore a historical process which will require time and different types of activities. The tasks which the program has undertaken contribute to achieving this objective. But a project of this nature can only with difficulty, in the short time available to it, accomplish by itself all that it wants to. Its fundamental value at this stage lies in the establishment of exchange "networks" which motivate conceptual discussion and the setting of criteria with which to plan action.

It may be affirmed without a shadow of a doubt that, after the first two years of the Program, the general objective set has been achieved in considerable degree and that, during the last year contemplated for this phase, it will be possible to appreciate more clearly the magnitude of the sensitization realized in the promotion of the incorporation of the "gender" concept to local development.

The greater part of the persons and institutions involved up to now in the Program act as intermediaries in their corresponding spheres of influence with an enormous number of other institutions and persons. They act as efficient multipliers of these new considerations and approaches, and are spreading through their studies and research the necessary clarity with which to expand on a massive scale the effects they seek.

**2.1.2.- Incorporate the consideration of gender aspects, not only to local policies of community services, but also within its administrative and representative structures.**

At its present stage, the Program "Women in Local Development" has not "intervened" in the processes of municipal life as much as in the promotion of this thesis and working on its dissemination. It has been possible up to this moment to motivate numerous agents in order to achieve this objective, with a considerable possibility of success. The introduction of gender aspects to governmental organizations has been quite positive at this stage in the Program.

The gender concept has yet to permeate all forms of local politics in a significant fashion, and neither have all of its administrative and representative structures been exposed to it. This results from the vacuum which the Program "Women in Local Development" has started to fill. Up to the present there simply have been no programs which seek to stimulate the participation of women in local development.

It might be thought that, once they had acquired an average level of training and experience in work and politics, that women would have all the elements necessary to demand full participation in

local development. The Program has contributed to putting the topic up for discussion and to advance in its socialization.

## **2.2.- SPECIFIC OBJECTIVES**

### **2.2.1 Accumulation of Experiences**

The Program has collected an ample spectrum of experiences, of various categories, and is currently involved in processing them during the last program year. Achieving this depends fundamentally on the two people who make up the team finding the extra time to do so or on their being reinforced by other professionals, as the administration of the Project's multiple activities signifies a very heavy work load for them.

In addition, and due to the importance of the information gathered, it is necessary to establish as soon as possible a specific budget item for sistematizing, ordering and processing it.

In any event, the exchange of experiences, opinions and criteria which has been produced through the activities of the Program has been highly rewarding for those participants active in communities and local governments.

### **2.2.2.- Institutional Capability**

The Program has undoubtedly contributed to a strengthening of IULA/CELCADEL and its Network of municipal institutions, encouraging gender considerations. This has been due to, among others, the following reasons:

- The information base of the network has been expanded with the incorporation of the topic of gender, gathering experiences from the different countries and stimulating an exchange between them.
- There has been a strengthening in the relationship between the different organizations and individuals who have understood the importance of incorporating gender considerations to their programs, to their daily activities and to the construction of a conceptual scheme for active participation at the municipal level.
- A very interesting set of articles by female authors has been distributed, stimulating and enriching gender considerations in the different countries belonging to the network.

That the institutional capability of IULA/CELCADEL and its network of institutions has been strengthened may be verified by noting the

credibility which it enjoys to arrange its research sharing expenses, and observing the capacity it has to convoke and mobilize persons and institutions to participate in its Seminars. Because of this both IULA/CELCADEL and an important group of institutions in its network are currently working on the agenda for the planning of gender.

Institutional strengthening does not manifest itself in bureaucratic growth nor in administrative complexity. To the contrary, it is notable that only two full time executives have been able to arrange so many activities and have achieved such an enthusiastic and effective support.

### **2.2.3.- Commitment of Personalities**

There is a very long list of personalities of different disciplines which has become interested in and committed to the promotion of womens' equality, and the importance which a vision of gender represents for society, and which has an active presence in decision making positions at all levels of political institutions.

Particularly noticeable is the receptivity which has been achieved among men and women who occupy key positions in municipal life, such as mayors, council persons and high level officials. With differences which can be explained in terms of the level of dissemination of these ideas, it is possible to prepare - as hopefully they will - lists of influential persons who are already committed to this vital social process in all countries of the area.

### **2.2.4.- Philosophical, legal, technical and administrative instruments**

Dr. Mara Bassi Ferrari Pinto, Director of IBAM's National School for Urban Services, says:

"With reference to the Brazilian case, laws and regulations at the local level can already be identified which, oriented to aspects of the strengthening of women, begin to develop a gender perspective in the municipal administration."

"Thus, for example:

- "- Training programs on gender as part of the regular training of the police in some municipalities;

- "- Programs for the training of women executives and council persons in the municipality oriented towards the perspective of gender;

- "- The creation of municipal councils to develop the rights of women;

"- The integration of activities between the Municipality and the State in State Commissaries specially created to support women against violence; and others."

Sociologist Patricia Alameda, who is responsible for the Program in Colombia and a researcher at PROCOMUN and the Institute of Colombian Studies, notes that:

"Juridical and legal development has conceded great importance to gender considerations. Colombia's new Constitution has become a key instrument to develop the topic of gender, conceived of as a basic tool in democratic consolidation."

And Architect Ana Falú from the CISCESA of Córdoba, Argentina, points out that:

"There are contributions in:

"- Methodological development and its dissemination.

"- In the relationship to development of instruments and guidelines for public policy.

"- Also in the field of research as a contribution to governments."

On her part, sociologist Silvia Oña de Larrea, researcher at Ecuador's EEDE, comments that:

"Based on the Seminars, the greatest impact is felt in the philosophical and legal aspects:

"- Philosophically: there is a deepening in the conception of the socio-historical role of 'the woman'.

"- Legally: an understanding of current legislation, together with its vacuums and mistakes, is assumed with regard to the situation of women in present society and, specifically, in local government."

Finally, the Director of the Program "Women in Local Development", Dr. María Arboleda, says that:

"The Program has gathered and developed different types of instruments, and all of them have been consolidated to what is today a proposal for **"Planning public policies with the incorporation of gender considerations"**.

Work up to the present has consisted of sensitizing "philosophically" the local governments. Legal texts have also been gathered which have been embodied in laws or even in constitutional norms. Similarly, important methodological instruments have been created. There has been a deepening in the development of the basic

concepts of gender, local development, public policies and democratic participation.

All of these instruments should be documented in Information Manuals in order to be of service to the women who have been committed to putting into effect gender approaches within Local Development. Some of the Program's Publications have begun to circulate the more developed instruments.

### **3.- Program Activities:**

#### **3.1.- Information, Discussion, Analysis and Publications**

Each one of the Seminars and Workshops carried out has been a sounding box for information and debate on the ideas and the experiences of a considerable number of persons who have participated in the promotion of gender considerations. Similarly, the research and studies presented have stimulated analysis and meditation on the complexity of the topics covered by the dynamics of the Program.

The Publications circulated have contributed to knowledge, discussion and analysis of the topic of gender, and have enabled the effect of the papers and debates presented at the Seminars and Workshops to be multiplied.

Special mention should be made, due to the importance of their content and the excellence of their presentation, of Local Development Handbooks numbers 7 and 9, published in August, 1991 and March 1992, in an edition of 1000 copies each:

No. 7, made up of 134 pages, was devoted to the collection of the papers presented at the inaugural Seminar under the title "Women in the Municipality: a new community presence in the local development of Latin America".

And No. 9, made up of 188 pages, contains the papers and proposals of the research workshop held in August, 1991, under the title of "Methods of gender research and the formulation of municipal policies directed towards women".

These Local Development Handbooks have been a fundamental contribution to the set of persons who motivate the Program, and became the instrument which most aroused interest and understanding with regard to the importance of the introduction of gender topics.

Besides, as a demonstration in the near future of the importance of these instruments, and thanks to the special support of RHUDO/LACUM, the first of these Handbooks will be translated into English and edited in Washington by the WID Program for its distribution to other continents.

At present two further issues of the series are under preparation: the first dedicated to the papers on Women and the Municipality, with reference to Colombia and Venezuela, and the second containing materials from the National Encounter in Ecuador.

### **3.2.- National and Regional Contacts.**

Different types of contacts have been multiplied as the rhythm of the Program advanced:

- Contacts in the exchange of information.
- Contacts for undertaking studies on gender and the local society.
- Contact to organize information events.
- Contacts to undertake training.

Given the fundamental importance of the relationships and contacts which are in the process of being established, it is imperative to provide a Special Annex which presents by classification the institutions and persons with whom contacts have been established and which have enriched the work of the Program, making up the "Network of Women, Municipalities and Local Development".

As a consequence, the activities of all of these organizations and persons will project their multiplier effects within their own spheres of action. In the Brazilian case, for example, besides IBAM, which undertook two studies for the Program, there have been contacts with at least twenty national organizations.

### **3.3.- Institutional Capability of IULA/CELCADEL to achieve the objectives of the "Women in Local Development" Program.**

The Program has contributed to developing a very capable team of professionals with a great sense of responsibility. They have achieved a great capability of convoking meetings and know how to obtain support from other persons and institutions. Without this institutional strengthening the Program would not have been able to produce the results which it has and which are widely acknowledged.

There are various manifestations of the strengthening which the development of the Program has sponsored: there is now a clearer and more objective vision of the question at issue; a technical capability has been developed to deal with it; nuclei have been formed with institutions and persons which can complement the efforts of IULA/CELCADEL; and more concrete knowledge has been acquired concerning the experiences and processes which exist in the Latin American reality.

#### **4.- Collateral Effects**

##### **4.1.- Complementary gender effects at IULA/CELCADEL.**

It is very difficult to determine just how far the Program has produced effects within IULA/CELCADEL, but manifestations of its directors enable one to deduce that there have been effects, and that these have enriched the activities of the organization with regard to its other responsibilities.

In this connection, Dr. María Arboleda expressly stated that: "There have indeed been positive effects produced in the preoccupation of IULA/CELCADEL as a whole to incorporate gender components into its projects."

The consultant is of the opinion that the dynamism and vigor of the Program must necessarily irradiate and motivate the organizations which promote and support it.

##### **4.2.- Gender effects in the countries of the region**

Most of the persons interviewed during the evaluation of the Women in Local Development Program stated that, with regard to the tasks and research of their respective organizations, gender as a conceptual approach has had a definitive influence and has enriched all their proposals.

Besides, as the design of the program has been clarified within the different national frameworks, it has tended towards the structuring of projects to stimulate the qualitative participation of women in the process of municipal development.

##### **4.3.- Parallel effects of gender outside of South America.**

From the regional point of view, the Program has reinforced contacts between organizations which had been working in these fields in the different countries of South America as well as some outside of the region, such as Spain and Kenya.

Central American and Caribbean professionals and institutions have also expressed an interest in having the project extend to their regions. This underlines the fact that, as the "Women in Local Development" Program becomes better known, a strong interest is aroused in appropriating it and putting it into operation in countries outside of South America.

Another demonstration effect of the above, and which may serve as an example, is the desire expressed by the World Bank of undertaking, jointly with IULA/CELCADEL, an event on institutional development to include gender considerations, and its interest in obtaining the materials and instruments with which the "Women in Local Development" Program has been working.

Similarly worthy of mention is the invitation by WID to the Program Director, Dr. María Arboleda, together with its USAID representative, Dr. Lucrecia Tola, and their outstanding presentation in Washington of the methodological proposals and the Program Action Plan at the WORLD FORUM ON WOMEN IN DEVELOPMENT.

As a consequence of this presentation, WID-AID (Women in Development) already has translated into English and circulated to other continents the "Women in Local Development" Program.

#### **5.- Correspondence between Objectives and Activities**

There has without a doubt been an adequate correspondence between the objectives of the Program "Women and Local Development" and the methodological instruments adopted for this stage. The convening through Seminars, deepening through research and distribution through Publications, have all contributed efficiently in order to introduce at many scopes, levels and countries the consideration of the concept of gender in Local Development.

The only expression of lack of conformity which one hears is with regard to the eventual termination of the Program in October, 1993. All of the persons involved with and committed to the cause consider that this is just a beginning and that the interest which it has aroused urgently deserves a continuation of the joint effort.

- One Ecuadorean council woman - María Helena Marcillo, stated that, were the Program to terminate now, they would remain more or less as orphans in their objective of stimulating gender considerations at the municipal level.

- A Chilean researcher - Andrea Rodó - stated that we are only at the stage of sensitization, meditation and dissemination of gender considerations and that to suspend it now would only bring collective frustration.

- Another researcher, from Uruguay - Silvana Bruera - felt that the Program will continue in any event, even if it were seriously affected by a lack of resources, as it was a matter of vital importance for the future of women and society.

Lastly, and unanimously, the directors and researchers of the Brazilian Institute for Public Administration stated that termination of the Program, which had begun with such positive results, would result not only in frustration but, what is worse, it would be an incredible waste.

#### **6.- Achievements and Impacts:**

### **6.1.- Effects of the Program on IULA/CELCADEL and its projects**

The directors and technicians of IULA/CELCADEL have increasingly become conscious of the importance of introducing the gender component to their own projects. Similarly, the "Women in Local Development" Program is linking an increasing number of women to events carried out by other IULA/CELCADEL projects.

In this manner there is a constructive feedback between the specific objectives of IULA/CELCADEL and the intention of introducing gender considerations to local development proposed by the Program.

### **6.2.- Influence of the Program on other regional institutions**

A manifest interest in the activities and proposals of the Program has been found at the World Bank and at UNCHS- Habitat.

We previously noted the fact that practically all of the persons interviewed for this evaluation highlighted the profound influence which the Program has had on their own work and, in general, on the approaches which guide the activities they undertake.

The special influence which the Program has been exerting on the women who are involved in municipal administration either as mayors, council persons, or officials, is of such importance that they consider it indispensable to continue sponsoring meetings for the exchange of information which will give them the opportunity to discuss those paths which will most easily lead to the achievement of desired results.

## **7.- Obstacles and Difficulties:**

### **7.1.- Program Difficulties and their Solutions**

The difficulties which the project has had to confront derive mainly from the magnitude of the impacts obtained, which are much greater than initially contemplated. As the Program's financial resources and team are, of themselves, restricted, the results obtained have overloaded responsibilities and administrative tasks.

This fact has prematurely confronted the scarce directive group with a series of proposals from all of Latin America and to which it has been very important that they should respond. In order to have done so, the project should count on greater financing and a larger technical team.

Of all these requests, IULA/CELCADEL has wanted to highlight the one it considers of greatest importance: the need to articulate a

"Program for Training in the Planning, Research and Formulation of Gender Policies", to which should be added another "Program of Consultancies to Local Governments" for Latin American governments requesting them, which would work on the implementation and follow-up of concrete experiences in Gender Planning.

The possibility should also be contemplated of producing a text in the form of a manual which would orient Training in Gender Planning. Similarly it is important to allocate financial and technical resources to the sistematization of a "dossier" on Gender and Local Development at the IULA/CELCADEL Documentation Center.

In order to meet these needs a budgetary adjustment will be required so as to utilize to best advantage the year which remains of this stage of the Program. This should be looked at not as a problem but as an authentic opportunity, as advantage would be taken of the magnificent dynamism which the Program has acquired gaining as much as possible from this positive circumstance.

#### **8.- COMMENTARIES ON TWO SEMINARS:**

During the development of the tasks involved in the evaluation, the consultant attended a Seminar in Río de Janeiro from 27-30 July, for Presentation of the Results of the Case Studies and a "Replication Seminar" held by the Program between 3 and 7 August, 1992, in Asunción, Paraguay.

##### **8.1.- Río de Janeiro Seminar**

According to the program the following studies were presented:

- 1.- "Local female executives" by María Laís P. da Silva and Jorge Santana, Technical Advisers to IBAM.
- 2.- A panel on "Women and the Municipality in Latin America", covering the following topics:
  - 2.1. "Relations between the Municipality and female participation in Chile within the contexts of dictatorship and the transition to democracy", by Andrea Rodó, Researcher at SUR, Chile.
  - 2.2. "Women as the subject of social transformation" by Mariella Mazzotti, Researcher at CLAEH, Uruguay.
  - 2.3. "The participation of the women of Montevideo in the Municipality", by Silvana Bruera, Researcher at CIESU, Uruguay.

- 2.4. "Experiences of community participation in the Ecuadorean municipalities", by Gladys Aristizábal, G.T.Z. Adviser, Ecuador.
- 2.5. "Local female reality in Colombia", by Patricia Alameda, research sociologist of PROCOMUN, Colombia.
- 2.6. "History of the life of a Female Local Authority", by María Cristina Ambrosino, Researcher at CIPEAP, Argentina.
- 3.- "Santos: Public Policies of a Woman" by Angela Fontes, Technical Adviser to IBAM.
- 4.- A panel on "Local Government and the Gender Question" in which the following participated:
  - María do Espirito Santo Tavares dos Santos, representative of the Río de Janeiro State Council on Womens' Rights CEDIM/RJ;
  - Sonia Alves Calió, geographer and consultant to the Adviser on Womens' Rights of the Municipal Prefecture of Santo André;
  - Celuta Ramalho, representative of the Niteroi Municipal Council on Womens' Rights (RJ).

The presentation of all of the research studies was exhaustive and proliferous and the quality of research, the depth of analysis and the richness of the information presented are to be highlighted.

Each one of the presentations had preestablished and properly prepared commentators. This contributed to a truly rich set of comments, and to a subsequent open debate with many interventions.

It should be noted that time was quite short for so much material, and the moderators had to be somewhat lax in their control. As a consequence the time tables were not met and the sessions went on far longer than had been anticipated.

This is important when it is observed that the presence of the persons registered did not decrease at any moment and that the audience's attention was maintained alive at all times, as a clear demonstration of the richness of the topics and the interest of all involved.

The Brazilian Profile demonstrated important progress by women in their participation in municipal life. Although in quantitative terms the proportion of female Prefects and "Vereadoras" is very similar to that of the rest of the continent, a greater penetration in the political parties is noted with, as a consequence, good positions for women in the lists submitted for the popular vote.

On the other hand, the gender concept has been enriched by the application of new forms of government and of the planning of municipal activities where, deliberately and with great intelligence, new forms of work and new institutions have been introduced which seek to satisfy the needs of women and their families. The cases presented on the municipalities of São Paulo, Santos, and Río de Janeiro itself showed notable achievements which will no doubt be multiplied in the future.

One of the conclusions of the study presented by IBAM related to the enormous difficulties faced by researchers due to the organization of the national census and statistics, in which it is almost impossible to disaggregate the multiplicity of data by gender. IBAM has already started to make arrangements for modifications of the surveys of the next census as well as data collection to take gender considerations into account.

The Brazilian counterpart to the "Women in Local Development" Program - the IBAM - is without doubt a mature and vigorous institution with enormous possibilities of influencing the municipalities. This institution is deeply committed to the gender approach and is promoting it with conviction and efficiency.

## **8.2. ASUNCION SEMINAR**

According to what had been established this Seminar offered a rich thematic testimonial, besides receiving replies to the work of the Río de Janeiro Seminar.

The agenda contemplated the following topics:

1. "A panorama of the municipal reality through neighborhood needs and proposals" (results of research carried out in 50 Paraguayan municipalities), by Susana Sottoli of GCS.
2. "The low income urban woman: a diagnosis of the situation at the local level", by Graziella Corvalán, of the Study Group on the Paraguayan Woman.
3. "Women, Democracy and the Municipality in Chile", by Anabella Grunfeld of the Canelo de Nos, Chile.
4. "The woman as a productive agent, and a factor in community development", by Astrid Gustafson of the Paraguayan Development Foundation.
5. "Decentralization in the Intendency of Montevideo. The case of a zonal community center", by Pas Alonso.
6. "Participation of women in community movements. Analysis of historical cases", by Olga Zarza of the Municipality of Asunción.

7. "Training of women leaders for community participation confronting the new Chilean municipality" by Daniela Sharim of the Center for Urban Studies SUR, Chile.
8. "Women in the administration of community services", by María Victoria Heickel of SEFEM, Paraguay.
9. "The situation of the woman from the community perspective: a vision from inside out", by Lilian Soto, council person of Asunción.
10. "The local female executive: the experience of Telma Souza, Mayor of Santos", by María da Graça R das Neves, of IBAM, Brazilian Institute for Municipal Administration, Brazil.
11. "Guidelines for gender policies from the Municipal Government", by Line Bareiro of the Paraguayan Center for Documentation and Studies.
12. "A policy towards women from the future Municipal Secretariat of the Social Area", by Desiree Masi of the Municipality of Asunción.

The Brazilian experiences were much commented on in the case presented, which served as a positive stimulus for the council members and mayors who clearly saw a female attitude with regard to community needs, in particular those of women.

The presence of the Mayor of Asunción together with the group of women who collaborate with him in positions of authority in his administration was truly inspiring. They expressed their commitment to the gender approach in municipal administration, supporting it with results already achieved in that municipality. During the debates at the Asunción, Paraguay, seminar we had the opportunity of listening to the different approaches of feminist groups, of women committed to the tasks of partisan politics, female officials of the Mayoralty of Asunción and the council persons of various municipalities, their lack of unity in the struggle for womens' participation being especially evident. The debate finished on a positive note when all agreed to focus their respective responsibilities within gender considerations. And right there arose proposals for the creation of "National Networks of Committed Women" and "Networks of Female Mayors, Council Persons and Functionaries" in order to keep in contact and agree upon activities through periodic meetings which they agreed there to celebrate.

## **9.- PROGRAM BUDGET PERFORMANCE**

Two tables are presented in the last part of this report showing the budgetary performance of the "Women in Local Development"

Program: the first shows performance by trimesters and items contemplated in the Agreement; the second table shows the same performance in condensed form, but by totals executed and to be executed.

Footnotes have been placed by some of the items for the following clarifications:

- (1) **Budget Performance** by trimesters (horizontally) and sources of funds (vertically)
- (2) **Expenses Incurred** during the 7th trimester of the Project (April to July, 1992), which have yet to be settled
- (3) **Development of Institutional Capability.** For this purpose there were the following items:

SPECIALIST: at a rate of US\$ 1,500 per month which could conveniently be revised at this time.

TRAVEL AND PER DIEM: to finance travel for the preparation and implementation of events. Taking into account that there is a balance of US\$ 15,822 for the preparation and implementation of five international events, it may be deduced that the amount available for each one is of US\$ 3,100, which means that preparatory travel for each of the events cannot be undertaken, as this amount is barely sufficient to finance the travel of two team members to the implementation of each event.

LOGISTICS AND MISCELLANEOUS: this item was originally used to finance the cost of a secretary and expenditures on materials and communications at a rate of US\$ 500 monthly. Considering that the Project requires, in addition to secretarial assistance, a more specialized type of support, an Assistant was contracted for the total amount of the item and nothing remains for materials.

- (4) **Production of Materials:** Two documents are currently being edited: one gathers together the Colombian research and another will present the results of the event carried out in Ecuador last June. Expenses incurred in the production of these materials have yet to be established for purposes of budgetary performance.
- (5) **Evaluations.** These sums are administered directly by AID and are, consequently, not included in this table.
- (6) The table presents the budgetary performance of 46% of AID's contribution. This is not to imply that the Program has yet to meet its initial budget, but rather that further external activities were programmed for the third year. This involves

60% of team travel and per diem being undertaken in the remaining period. The same is true of Publications.

- (7) The **IULA/CELCADEL contribution** is only in kind as for example:

**PERSONNEL EXPENDITURES:**

- Time contributed to the project by the General Directorate of CELCADEL
- Costs of financial administration
- Costs of support personnel (secretary and services)

**OPERATING EXPENDITURES:**

- Costs of installation
- Costs of equipment maintenance
- Various services (materials, communications and others)

- (8) **Contributions of Other Institutions:** These contributions have been provisionally quantified by the Project Directorate due to the fact that there is no information at all concerning the expenses incurred by local counterparts in the implementation of the respective events. Nevertheless, each has been requested to issue a report in which these sums are quantified, and it is expected that the amounts will be much more significant than those originally anticipated.

Some limitations which arise to the nature of the budget are worth highlighting as these have presented difficulties in the follow-up capability of its activities which the Program ought to undertake:

Concretely, there exist insufficient funds for team travel and communication with the countries where it is preparing events or undertaking research. The RHUDO Office has tried to make good this deficit, with an additional contribution of US\$ 8,000, after verifying the problems confronted by the lack of funds in this area.

Similarly, a revision of budget inflexibility would be convenient as it impedes the transfer of resources from one item to another and its management, from one trimester to another, by CELCADEL. Overcoming these rigidities would enable Program operation to be optimized and would not affect sound budget administration. The modification of this inflexibility would enable the budget to be adjusted to the evolution itself of the Project.

With regard to other matters, it may be concluded that the budget is being executed with austerity and good administrative criteria. And that the budgetary shortfalls of the Project have arisen as a consequence of its success and of the demands and requirements which its own dynamism has generated.

It is only fair to note that AID has clearly been willing to support the Project in everything which has been needed. A

demonstration of the above is an extraordinary contribution of US\$ 23,500 to finance the Special Event in Ecuador together with the deficit in team travel of directors for the preparation of International Seminars.

EJECUCION PRESUPUESTAL DE OCTUBRE DE 1990 A JULIO DE 1992 (1)

COD.	CONCEPTO	PRESUPUESTO TOTAL INICIAL	REFORMAS E INCREMENTOS	TRIMESTRE 1	TRIMESTRE 2	TRIMESTRE 3	TRIMESTRE 4	TRIMESTRE 5	TRIMESTRE 6	TRIMESTRE 7 (2)	SALDO APROXIMADO A JULIO /92
1	APORTES DE USAID										
1	DESARROLLO DE LA CAPACIDAD INSTITUCIONAL (3)										
1.1	Especialista	54,000		4,500	4,500	7,500	3,000	3,000	4,500	4,500	22,500
1.2	Viajes y Viáticos	18,000	8,000		2,722	1,091	0	0	2,165	4,200	15,822
1.3	Logística y Gastos Varios	18,000		1,398	1,543	1,593	625	1,000	1,500	1,500	8,841
2	DESARROLLO DE CASOS PARA ESTUDIO										
2.1	Especialista	36,000		0	0	0	2,500	8,399	6,601	0	18,000
2.2	Viajes y viáticos	12,000		0	0	0	1,388	1,512	3,000	0	6,000
2.3	Logística y Gastos Varios	12,000		0	0	0	598	1,739	3,751	0	5,312
3	DISEMINACION (SEMINARIOS)										
3.1	Costos de Organización	20,000	1,500	82	1,979	495	364	91	2,296	5,500	10,593
3.2	Viajes y viáticos	100,000	8,000	0	9,050	3,519	6,070	216	9,150	28,000	51,995
3.3	Logística y Gastos Varios	30,000	1,500	0	2,907	620	908	28	2,104	7,500	17,533
4	PRODUCCION DE MATERIALES	20,000	4,500	0	0	3,262	0	0	3,354	0	17,284
5	EVALUACIONES (5)	20,000		0	0	0	0	0	0	0	20,000
	APORTE TOTAL USAID	340,000	23,500	5,980	22,701	18,080	15,353	16,585	39,121	51,200	194,480
II	APORTE IULA/CILCADEL:										
	Recursos Humanos	163,000		9,850	15,100	11,125	10,925	10,925	9,850	10,100	90,125
	Gastos Operacionales	34,000		6,000	1,860	2,360	1,860	2,360	2,360	1,860	15,340
	TOTAL IULA/CILCADEL	197,000	0	15,850	11,960	13,485	12,785	13,285	12,210	11,960	105,465
III	OTROS APORTANTES:										
	Recursos Humanos	72,000		0	1,000	1,000	0	3,000	2,000	2,000	63,000
	Recursos Materiales	25,000		0	100	100	0	1,200	200	1,500	22,900
	TOTAL OTRAS INSTITUCIONES	98,000	0	0	1,100	1,100	0	4,200	2,200	3,500	85,900
	TOTAL GENERAL	635,000	23,500	21,830	35,761	32,565	28,138	34,370	53,531	66,660	385,345

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PROGRAMA "MUJER Y DESARROLLO LOCAL"

EJECUCION PRESUPUESTARIA OCTUBRE 1990 - JULIO 1992

	APORTANTES	PRESUPUESTO TOTAL INICIAL	REFORMAS E INCREMENTO	TOTAL APORTADO	TOTAL EJECUTADO		SALDO POR EJECUTAR	
					VALORES	PORCENT. (6)	VALORES	PORCENT.
I	AGENCIA DE LOS ESTADOS UNIDOS PARA EL DESARROLLO INTERNACIONAL	340,000	23,500	363,500	169,020	46%	194,480	54%
II	IYULA - CELCABEL (7)	197,900	0	197,000	91,535	46%	105,465	54%
III	OTROS APORTANTES (8)	93,900	0	93,900	12,100	12%	81,800	83%
	TOTALES GENERALES	635,000	23,500	658,500	272,655	41%	385,845	59%

## 10. CONCLUSIONS AND RECOMMENDATIONS

As a fundamental conclusion it may be stated that the Program "Women in Local Development", conceived and promoted by **RHUDO/SA-USAID** has been an accomplishment and a success. Organizations and persons working independently in their countries have had the opportunity of exchange, of registering their experiences and of producing new work through the Program. The concept of gender has been disseminated among many women related to municipal matters as council persons, mayors, functionaries, or as leaders of district organizations.

One of the greatest achievements of the Program is that it has managed to introduce the topic of gender to such different environments as city councils, NGOs, grass root organizations, and research centers, opening up within them a debate which will lead to a conceptual deepening of gender considerations and a visualization of the way they could be applied. This has contributed to the establishment of the "Women in Local Development" Network in the region and has facilitated the creation of many national womens' networks.

There has been a notable attitude of support to the program on the part of its sponsor, **RHUDO/SA-USAID**, not only with additional financial contributions but also with permanent logistic support by some of its functionaries. This has been a key in the attainment of the Program's achievements.

### **Some adjustments to the Program's operation**

There have been some operational difficulties with regard to the Program's budget which may be easily solved if some guidelines are introduced to the agreement which enable transfers between different budget items as well as between the different trimesters programmed. This would facilitate implementation of the activities expected from the project.

In addition, in order to achieve optimal results in the year that remains of program implementation, it would be advisable to make budgetary adjustments for the organization of international events and the production of manuals and publications. In this regard explicit mention is made in Chapter 9 of Budgetary Performance.

It is of considerable importance to obtain budgetary resources for systematizing the substantial documentation which the Documentation Center has been collecting on the topic of Gender and Local Development.

### **Male participation in gender considerations**

Another aspect of fundamental importance is male participation within gender considerations.

It is understandable that in the first stage of the Program women should have an opportunity to become stronger, to band together and to attain conceptual depth as well as to acquire security in their objectives. But when gender consideration are raised as a basic element to stimulate change, it must be understood that the male has to assume new attitudes and arrange with the female new social practices which stimulate the development and improvement of society.

Up to the present a masculine presence in the program has been practically non-existent and only of an accidental nature. It would be convenient to study a strategy for the slow incorporation of the male to all aspects which the consideration of gender has in the practices, customs and decisions which affect life in the localities.

### **Second Stage of the "Women in Development" Program**

After weighing the scope which the "Women in Local Development" Program has set for itself and the positive effects that it can produce in the local societies of the entire continent, it is the considered opinion of the consultant that this Program should plan for a Second Stage.

This second stage would not be simply a prolongation of the present one. New objectives, new instruments and new work formats would have to be devised. The best way of doing this would be to take advantage of the realization of one of the Seminars which has yet to be carried out, in order to invite the most important researchers and representatives of the local counterpart organizations to discuss how the second stage should be. In this fashion the best guidelines would be obtained to delineate a new action strategy and a greater commitment could be established with the different organizations.

Criteria have already been defined concerning the content of this second stage of the Program which could be presented to that next meeting as work material subject to debate. Without prejudicing a continuation of the dissemination which was undertaken in the first stage, and to make room for the training of women both in conceptual content and instrumental support, more direct activities in the municipal institutions and in local development should be considered.

## **ANNEX A**

### **ELEMENTS OF EVALUATION**

In order to carry out the evaluation of the "Women in Local Development" Program different documentary sources had to be studied, direct observations made, search for information with functionaries related to the sponsoring institutions and interview different researchers associated with the Program.

The report on the various activities of the Evaluator is as follows.

#### **A.1.-DOCUMENTARY SOURCES:**

In carrying out this evaluation a series of background readings were undertaken, among which should be highlighted the following:

- 1.1. AID/RHUDO-IULA/CELCADEL Cooperation Project which contains the PROGRAM FOR THE PROJECT "WOMEN IN LOCAL DEVELOPMENT", 1991-1993 - Quito, November, 1990.
- 1.2. Local Development Handbook No. 7: International Seminar "WOMEN AND THE MUNICIPALITY: A NEW COMMUNITY PRESENCE IN THE LOCAL DEVELOPMENT OF LATIN AMERICA".
- 1.3. Local Development Handbook No. 9: "GENDER RESEARCH METHODS AND FORMULATION OF MUNICIPAL POLICIES DIRECTED TO WOMEN".
- 1.4. The Journal "Local Democracy" by IULA/CELCADEL, nos. 31, 32-33, 34 and 35.

#### **A.2.-DIRECT OBSERVATION**

- 2.1 Attendance at the INTERNATIONAL WORKSHOP "WOMEN IN THE PREFECTURATE: ACHIEVEMENTS AND DIFFICULTIES", carried out at IBAM on the 28th, 29th, and 30th of July, 1992, at Río de Janeiro, Brazil.
- 2.2 Attendance at the INTERNATIONAL SEMINAR ON "WOMEN AS LOCAL PROTAGONISTS: COMMUNITY AND MUNICIPALITY IN PARAGUAY", which took place in Asunción, Paraguay, on the 5th, 6th and 7th of August, 1992.

#### **A.3.- INTERVIEWS WITH FUNCTIONARIES RELATED TO THE PROGRAM**

- 3.1 Meetings with Licentiate Alfonso J. Palacios E., Project Officer and Executive Director RHUDO/SA-LACUM on the 11th and 12th of August, 1992, in Quito, Ecuador.

- 3.2 Meetings with the Director of IULA/CELCADEL, Doctor Jaime Torres Lara. with Doctor Diego Peña of the Municipal Development Program - PDM - and with the directors of the "Women in Development" Program.

#### A.4.- INTERVIEWS WITH PERSONS ASSOCIATED WITH THE PROGRAM

During the time available between the events attended a series of interviews were carried out in order to evaluate progress of the project as well as to evaluating the scope, achievements and perspectives.

The persons interviewed were the following:

1. Mara Biasi Ferrari Pinto,  
Director of ENSUR-IBAM - Brazilian Institute of Municipal Administration.
2. Maria de Graça Ribeiro das Neves  
Coordinator of the Study Nucleus on Women and Public Policies of IBAM.
3. Angela Fontes  
IBAM Researcher
4. María Liege Rocha de Paula  
Coordinator of the Special Office on Women  
Prefecture of São Paulo
5. Silvana Bruera  
Researcher CIESU - Uruguay
6. Andrea Rodó  
Researcher SUR, Chile
7. María Cristina Ambrosino  
Researcher, CIPEAP, Córdoba, Argentina
8. Olga Zarza  
Functionary, Municipal Intendency of Asunción
9. Herika Mesa Gómez  
Coordinator of the Program "Women and Municipality"  
Administrator of "Forum 2000" - Paraguay
10. Solange Hevia  
Coordinator of the Project "Women in Local Development"  
Villa O'Higgins, Program on Women, SUR - Chile
11. Ana Falú  
Coordinator of the Study Group on Women of CICSA  
Researcher at CONICET - Córdoba - Argentina

12. María Arboleda  
Director of the "Women and Local Development"  
IULA/CELCADEL - Quito, Ecuador
13. Patricia Palacios  
Assistant to the Project "Women in Local Development"  
IULA/CELCADEL - Quito, Ecuador
14. Viviana Montalvo  
Administrative and Financial Director  
IULA/CELCADEL - Quito, Ecuador
15. María Cuci  
Researcher, CEPLAES - Ecuador
16. Gladys Aristizabal de Orejuela  
Municipal Development Program  
Consultant to G.T.Z. - Quito, Ecuador
17. Sylvia Oña de Larrea  
Consultant to EEDE (Ecuadorean Development Studies)  
Quito, Ecuador
18. María Helena Marcillo  
Council Person, Jipijapa, Ecuador
19. Patricia Alameda  
Research Team Leader on "The Colombian Woman and the  
Municipalities: Challenges and Realities"  
PROCOMUN and IEC, Bogotá, Colombia

ANNEX BSEMINARS PROGRAMMED AND HELD

According to the schedule established the Project should organize nine International Events in addition to an International Workshop on "Methods of Gender Research and Formulation of Municipal Policies Directed to Women".

**B.1.- SEMINARS OF SUPPORT TO THE PROGRAM**

1.1- **The First, support, Seminar** sought to provide basic information on experiences related to female participation in decision making at the level of the local community.

This Seminar was carried out in Quito, Ecuador, between 5 and 7 March, 1991, with the attendance of some 100 persons from seven countries in the region. There were 16 exponents from nine countries and a total of 20 papers were received.

The information presented at this Seminar was of great importance and the following topics merit special attention:

1. Role of the Woman in Community Welfare Programs by the Mayoralty of Manizales, Colombia, including "community mothers" and children.
2. Role of the Women in facing survival in Lima, Peru, through low income dining rooms and the Glass of Milk Committees, with the participation of Community Organizations, NGOs and the Municipalities.
3. Relationship between the Womens' Federation of Villa de El Salvador (Peru) with the processes of advancing women candidates in Lima and specifically in that municipal district.
4. New forms of government and policies introduced by a woman in the Mayoralty of Villa de El Salvador:
  - Support to survival programs with a gender perspective;
  - Temporary income support programs;
  - Organization of women as small entrepreneurs;
  - Organization of Womens' Committees for Economic Defense;
  - Cleanliness campaigns based on womens' actions to improve their community;

- Creation of People's Inspectorates undertaken by women for the control of food quality;
  - Incorporation of Women to the Municipal Police;
  - Improvement of municipal health services for women.
5. Auto-construction experiences in Tupiza, Bolivia, for 537 low income families with the cooperation of the Mayoralty.
  6. Forms of viable cooperation between Central and local government institutions and NGOs in the implementation of housing programs in Chile.
  7. Cooperation programs of the Mayoralty of La Paz, Bolivia, with informal female workers. Relation between the absence of female leadership and the presence of women in community administration.
  8. Change of viewpoint with regard to public investment by the Mayoralty of São Paulo, Brazil, giving priority attention to the needs of low income persons, including women. Changes in the processes of planning for, decision making on and control over the allocation of municipal resources and the ways in which the active presence of community women has an impact on them.
  9. Proposals for self-administration in housing construction, with the cooperation of the Mayoralty of Cartago, Colombia.
  10. Relationship between local power structures and the female presence in community administration in the Gardenia Azul District of Río de Janeiro, Brazil.
  11. Relationship between women, employment and micro enterprises in Paraguay.
  12. Community housing enterprises maintained by women in Caldas, Colombia.
  13. Characteristics of the Program for Integrated Attention to Women by the Mayoralty of Buenaventura, Colombia.
  14. Programs favoring the family, women and their children of the Mayoralty of Caracas, Venezuela.
  15. Female community committees for house building in Huila, Colombia.

The Latin American group attending this first seminar decided to create a **Network of "Women, the Municipality and Local Development"**. This network has increased the number of its members over time and has in the IULA/CELCADEL a basic information and

coordination institution which stimulates the horizontal contacts between its members.

1.2.- **The second support Seminar** was structured in terms of a collective discussion of the methodology proposed for studies which the Program would undertake.

This International Workshop also took place in Quito, Ecuador, with attendance of 60 persons from nine countries (including Spain), and was held between the 20th and 22nd of August, 1991.

The proposed methodology was based on a combination of the various elements to be found in the document "Gender Investigation in Municipal Spaces" published in issue No. 9 of the Local Development Handbooks, and which covers:

- a) a theoretical conceptual outline;
- b) some methodological considerations on objectivity and subjectivity in research processes and the relationship between the quantitative and qualitative research instruments; and,
- c) a listing of topics and guidelines for the generation of research.

Six research proposals were presented to this International Workshop, from which four were chosen. Numbers 1 and 2, on Colombia and Brazil respectively, are already finished, and the following are pending:

- 1.- **"Colombian Women and the municipalities; challenges and realities"**. (National Profile)  
 "The María Cano District, leadership by women". (Case Study).  
 "Manizales: a favorable environment for the woman?" (Case Study).  
 Implementing Agency: PROCOMUN, Colombia.  
 Team: Patricia Alameda, director, Constanza Escobar and Fernando Sarmiento, researchers.
- 2.- **"Brazil: Local female executives"** (National Profile)  
 "Santos: Public policies of a woman", (Case Study)  
 Implementing Agency: IBAM, Study Nucleus "Women and Public Policies", Brazil  
 Team: María de Graça Neves, Angela Fontes, and others.
- 3.- **"The participation of Montevidean women in the Municipality"**  
 (National Profile and Case).  
 Implementing Agency: CIESU, Uruguay.  
 Team: Silvana Bruera and Mariana González.

- 4.- **"Argentina: Belonging to a gender and a municipality". "The Case of Córdoba"**. (National Profile and Case).  
 Implementing Agency: CIPEAP, Argentina.  
 Team: Patricia Altamirano and Alejandra Marublon.

**The first two support Seminars** served as pilot activities in which **IULA/CELCADEL** could become involved with different authorities, directors, and local technical officials; including women, in order to exchange information and establish a common basis for future meetings.

From a vast set, the following relationships established by the Program on the basis of these Seminars may be highlighted:

- With **PROCOMUN**, in Colombia: its relationship with the municipalities and the gender topic became known as well as its capacity to undertake research and the organization of the Seminar for the Presentation of Results.
- With **IBAM** in Brazil: the advanced level of treatment of the gender issue was verified especially with regard to the formulation of local public policies, the existence of a Study Nucleus on Women and Public Policies, their interest in undertaking research in Brazil and their willingness to organize a Seminar for the Presentation of Results.
- With **CIESU**, Uruguay: its relationship to activities promoting community participation (including that of women) was analyzed especially in the local neighborhoods linked to the Municipal Intendency of Montevideo, as well as their research capability and that of organizing an Event for the Presentation of Results.
- With **CIPEAP**, Argentina: analysis centered on their interest and capacity to undertake studies in Córdoba, their experiences in local matters and their willingness and availability of resources to organize a Seminar for the Presentation of Results.
- With **IDAL**, Venezuela: their interest in introducing the topic to Venezuela and to act as a national counterpart was verified.
- With **SUR** in Chile: their interesting level of activity on the topic was surveyed, as well as their research agenda and their possibilities of organizing treatment of the topic in their country.
- With **AME**, the Ecuadorean Association of Municipalities; their firm decision to introduce the treatment of the topic to the country and the willingness to act as a national counterpart were confirmed.

- With the **MUNICIPAL INTENDENCY OF ASUNCION**, Paraguay; determined to create the Secretariat of the Woman and motivate a dialogue Municipality-NGOs-Community-Political Parties in order to confront the formulation of gender policies.
- With the **MAYORALTY OF MANIZALES**, Colombia (Government of Dr. Victoria Eugenia Osorio de Mejía), which expressed its willingness to go deeper into the formulation of gender policies and administer initiatives to enhance the participation of the women of Manizales, with visible results.
- With the **MAYORALTY OF BUENAVENTURA**, Colombia (through the ex-first lady Nubia Arteaga): similar to the foregoing. Among its results was the creation of the Council of Women.
- With the **MAYORALTIES OF VILLA DE EL SALVADOR** (Lima) and **HUANUCO** (peru), each with a differing degree of development of municipal programs directed towards women.
- With the **MAYORALTY OF SAO PAULO** (Luiza Erundina, Mayor) for the way in which it pioneered the transformation of local policies with ample democratic and gender considerations, through the international relations office of the Mayoralty.
- With **AMPE**, the Peruvian Municipal Association, which was willing to create a national activity network on the topic.
- With the **SUMBI**, Urban Services for Low Income Women, Working Group, of Peru. This NGO has achieved a high level of analysis and development of instruments for the introduction of gender considerations to public services and municipal policies.
- With **DESCO**, Peru. An NGO which has, among others, tackled urban, municipal and gender topics.
- With the **FLORA TRISTAN CENTER** in Lima Peru, which is devoted to gender studies and the promotion of female participation.
- With **EL CANELO DE NOS**, Chile, which has prepared very interesting research and studies on the promotion of women and local development.
- With **CEPLAES** and **CEPAM** in Ecuador. These NGOs have pioneered gender research and promotion activities directed towards women.
- With the **NATIONAL FORUM FOR COLOMBIA**, whose very interesting work on female citizenry has been a reference for the Program.
- With **CONADE**, the National Development Council of Ecuador. This institution is in charge of national planning and the

Program has undertaken with them joint efforts to incorporate the topic of Women and Local Government.

- With the **PROVINCIAL GOVERNMENT OF CORDOBA**, Argentina, an institution which has supported the Program in Argentina and offered its participation as a counterpart.

- With **G.T.Z.**, Ecuador, for the firm perspective of introducing the gender component to its activities of municipal strengthening.

With **INIDEM**, Bolivia. This is a Center dedicated to municipalist work and interested in developing the gender topic.

## **B.2.-DISTRIBUTION SEMINARS**

Four Seminars were programmed for the exchange of research results.

Two of them have already been carried out:

### **2.1.- Distribution Seminar in Colombia, from 10 - 12 March, 1992.**

The topics treated included the following:

#### 1.1- Profile:

"The Colombian woman and the municipalities: challenges and realities".

#### 1.2.- Case studies:

"The María Cano District and female leadership".

"Manizales: an appropriate context for the woman?".

### **2.2.- Distribution Seminar in Brazil, from 28 - 30 July, 1992.**

The topics treated centered on the following:

#### 2.1.- Profile:

"Local female executives"

#### 2.2.- Case studies:

"Santos: public policy of a mayoress"

As was said in the bulletin convoking the Meeting: the process of redemocratization which has occurred in Brazil during the 80's reinforced the debate on the autonomy of womens' movements in relation to political parties, as well as the debate on the institutionalization, at all the three levels of government into which the Brazilian States is structured, of the organizations entrusted with advancing, within the scope of public policies, those demands proper to women.

The Study Nucleus "Women and Public Policies" of the National Public Services School - ENSUR - carried out a case study and profile of the female mayors as part of a cooperative effort together with the "Women in Local Development" Program.

Two Seminars for the Presentation of Results are still pending:

**3.- Distribution Seminar in Uruguay, March, 1993, and**

**4.- Distribution Seminar in Argentina, in May, 1993.**

### **B.3.-REPLICATION SEMINARS**

Another four Seminars were programmed for presentation of the same results to neighboring countries.

One of them has already been carried out:

**3.1.- Replication Seminar in Paraguay** between 5 and 7 August, 1992, which took place in Asunción, and at which were presented the results of research on Brazil and which focussed on: "Women, Community and Municipality in Paraguay".

Pending are the following:

**3.2.- Replication Seminar in Venezuela**, reprogrammed for September, 1992, where the results of research carried out in Colombia will be presented.

**3.3.- Replication Seminar in Chile**, during the month of April, 1993, to present and analyze the results of research on Uruguay, and

**3.4.- Replication Seminar in Bolivia**, during the month of July, 1993, with the results of the research on Argentina.

### **B.4.- AN EVENT WHICH HAD NOT BEEN PROGRAMMED:**

Accepting the recommendation made by those Ecuadoreans who attended the First International Seminar carried out in Quito in March, 1991, and thanks to the financial support of RHUDO-USAID, the following took place:

**National Encounter on "Women in the Local Council: Innovative Solutions for the Ecuadorean Municipality"**, in the city of Quito on the 23d, 24th and 25th of June, 1992.

This Encounter was of a pioneering nature in Ecuador with the attendance of 25 Ecuadorean women who were local authorities, three

male mayors and some sixty delegates from NGOs, community groups, political parties, and social promotion institutions.  
Dr. María Arboleda says concerning this Encounter:

"At the level of local communities in Ecuador, women have become, over the last few years, the great protagonists of the urbanization and informal trade phenomena. Similarly, they constitute the majority of the participants of district and housing organizations and form a consistently greater part of the labor force in the market even though - as happens in other countries - they generally do so at a disadvantage. In addition, general studies indicate an increase in female family headship, because of male absenteeism due to a variety of causes, among them migration and abandonment of the spouse."

"In spite of the increasing importance of the political, social and economic presence of women in Ecuadorean public life, little has been achieved in the country in the formulation of national, regional and local policies directed to satisfying their needs and, consequently, in the concrete recognition of the woman as an autonomous social subject with specific representational and participation requirements."

"The National Encounter 'Women in the Council' treated this topic for the first time introducing, at the level of training, the use of presentations, dynamism and exercises used in alternative educational processes which made clear its Workshop nature. In addition this decision was taken so as to try out elements of a package for training in the formulation of gender policies and local development which **IULA/CELCADEL** is very interested in implementing as a follow-up to the project."

**SPECIAL ANNEX**

**INSTITUTIONS ASSOCIATED TO THE  
PROJECT**

**"WOMEN AND LOCAL DEVELOPMENT"**

INSTITUCIONES VINCULADAS AL PROYECTO "MUJER Y DESARROLLO LOCAL"

**ARGENTINA**

**CENTRO DE INVESTIGACION Y PERFECCIONAMIENTO EN ADMINISTRACION PUBLICA -CIPEAP-**

Sr. Don Raúl Emilio Morchio  
DIRECTOR  
Univ. Católica de Córdoba  
Obispo Trejo 323, 2o. piso  
5000 Córdoba-ARGENTINA

**CIPEAP-CIPAC**

Sr. Don Roberto Bazán  
DIRECTOR  
Univ. Católica de Córdoba  
Obispo Trejo 323, 2o. piso  
5000 Córdoba-ARGENTINA

**CENTRO DE INTERCAMBIO Y SERVICIOS PARA EL HABITAT CISCASA-ALAHUA**

Arquitectas  
Mirina Curutchet y Ana Falú  
cc.149, Suc. 9  
5009-Córdoba-ARGENTINA

**FUNDACION DEL SUR**

Sr. Don Carlos A. Dipasquale  
PRESIDENTE  
Joaquín V. González 2889 LANUS  
1824 Buenos Aires-ARGENTINA

**FUNDACION BARILOCHE**

Sr. Don Carlos Alberto Abalerón  
Casilla de Correo 138  
8400 San Carlos de Bariloche  
Prov. de Río Negro-ARGENTINA

**FUNDACION DEL SUR**

Sr. Don Horacio Caracotche  
DIRECTOR GENERAL  
Joaquín González 2889, LANUS  
1824 Buenos Aires, ARGENTINA

**FUNDACION DEL SUR**

Sr. Don  
Carlos Alfredo Di Pasquale  
PRESIDENTE  
Joaquín González 2889, LANUS  
1824 Buenos Aires-ARGENTINA

**FUNDACION DEL SUR**

Sr. Don Juan Luis Mérega  
DIRECTOR EJECUTIVO  
Joaquín V. González 2889-LANUS  
1824 Buenos Aires-ARGENTINA

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**UNIVERSIDAD NACIONAL DEL COMAHUE**  
Dirección de Educación Continua  
Av. Argentina 1400  
8300 Neuquen-ARGENTINA

**BARBADOS**

**CARIBBEAN POLICY DEVELOPMENT CENTRE**

Sra. Doña  
Joan French  
CO-ORDINATOR  
P.O.Box 616, Bridgetown  
Barbados, W.I.

**BOLIVIA**

**INSTITUTO DE INVESTIGACION Y DESARROLLO  
MUNICIPAL -INIDEM-**

Arq. Rodolfo Mercado Mercado  
DIRECTOR  
Bueno 144, Piso 2  
Casilla Postal 20954  
La Paz-BOLIVIA

**BRASIL**

**CEPIA-Cidadania, Estudo,  
Pesquisa, Informacao, Acao.**  
Sra. Doña Jacqueline Pitanguy  
PRESIDENTE  
Praia do Russel 694, 2o.  
22210 Río de Janeiro/JR  
BRASIL

**CEMINA-Centro Mulher, Informacao,  
Assessoria e Execucao de Projetos**  
Rua Barao de Flamengo, 22/304  
22210 Río de Janeiro/RJ  
BRASIL

**EMURB**

Empresa Municipal de Urbanización  
Prefeitura do Sao Paulo  
Rua Sao Bento, 405, 15 andar  
01011 Sao Paulo-BRASIL

**FUNDACION PREFEITO FARIA LIMA-CEPAM-**

Sr. Don José Aparecido de Araujo  
Chefe de Gabinete  
Avda. Professor Lineu Prestes, 913  
Cidade Universitaria  
Sao Paulo-BRASIL

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ESCUELA NACIONAL DE SERVICIOS URBANOS -ENSUR-**

Sra. Doña  
Mara Biasi Ferrari Pinto  
DIRECTORA  
Largo IBAM No. 1-Río de Janeiro  
22282-RJ-BRASIL

**COLOMBIA**

**ASOCIACION DE TRABAJO INTERDISCIPLINARIO -A.T.I.-**

Sr. Xavier Saenz  
DIRECTOR  
Asociación de Trabajo Interdisciplinario  
A.A. 1207 Bogotá D.E.-COLOMBIA

**CONSTRUYAMOS**

Sr. Don Javier Ramírez Soto  
DIRECTOR  
Calle 22F, No. 34-87  
A.A. 33682  
Bogotá-COLOMBIA

**CONSTRUYAMOS**

Sra. Arquitecta  
María Virginia Casasfranco  
COORDINADORA NACIONAL  
Calle 22 F, No. 34-87  
A.A. 33682  
Bogotá-COLOMBIA

**CASA DE LA MUJER**

Carrera 22, No. 12 A-36  
Barrio Tocomia  
Barrancabermeja-COLOMBIA

**ENDA-América Latina**

Sra. Doña  
Marie Dominique de Suremain  
DIRECTORA  
Calle 33 No. 16-22  
Aptdo. Postal 091369 c/ONU  
Bogotá-COLOMBIA

**FEDEVIVIENDA-Boletín VIVIENDO**

Luz Elena González  
RESPONSABLE  
Avenida Calle 40 No. 15-69  
Bogotá-COLOMBIA

**FUNDACION MARIO SANTO DOMINGO**

Carrera 45, No. 3401, Piso 2  
Apartado Aéreo 156  
Barranquilla-COLOMBIA

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JEFA Area de Ingreso y Bienestar-FES-  
Carrera 5ta., No. 6-05  
Apartado 5744  
Cali-COLOMBIA

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Sr. Don José David Tenorio  
DIRECTOR ADMINISTRATIVO  
Apartado 6178 y 46  
Cali-COLOMBIA

**INCCA**  
Univ. INCCA de Colombia  
Carrera 13, No. 24-15  
A.A. 14817  
Bogotá-COLOMBIA

Señoras  
**NOSOTRAS EN LA CIUDAD**  
Av. 39 No. 14-66  
Bogotá-COLOMBIA

**CORPORACION PROMOTORA DE LAS COMUNIDADES MUNICIPALES**  
**PROCOMUN**  
Dr. Edgar Reveiz  
SECRETARIO EJECUTIVO  
Carrera 4a., No. 10-84  
A.A. 018577  
Bogotá-COLOMBIA

**CHILE**

**EL CANELO DE NOS**  
Sra. Doña Teresa Quiroz  
COORDINADORA PROGRAMA MUJER  
Av. Portales 3020  
Paradero 6, Nos-San Bernardo  
Casilla 2-D  
San Bernardo, CHILE

**SUR -Profesionales Consultores-**  
Sra. Doña Andrea Rodó L.  
COORDINADORA Programa de la Mujer  
José Manuel Infante 85  
Casilla 323-V, Correo 21  
Santiago-CHILE

**ECUADOR**

**ACCION ECOLOGICA**

Sra. Doña  
Gina Chávez  
Mallorca 266 y Madrid, 2o. piso  
Casilla 17-15-246-C  
Quito-ECUADOR

**AGENCIA DE LOS ESTADOS UNIDOS PARA EL  
DESARROLLO INTERNACIONAL -AID-**

Sr. Don H. Robert Kramer  
SUBDIRECTOR  
Av. Colombia 1573  
Quito-ECUADOR

**AGENCIA DE LOS ESTADOS UNIDOS PARA EL  
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Av. Colombia 1573  
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Av. Colombia 1573  
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Responsable Administrativa  
Casilla 17-15-094 C  
Madrid 272 y Tolosa  
Quito-ECUADOR

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**CONADE**

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**CONADE**

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Moisés Tacle  
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San Gregorio 120 y Av. 10 de Agosto  
Quito-ECUADOR

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Berlín 180 entre 9 de Octubre y  
Av. Eloy Alfaro  
Casilla 17-21-1901  
Quito-ECUADOR

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Av. La Gasca 326 y Carvajal  
Casilla Postal 8311  
Quito-ECUADOR

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Edwin Piedra  
Apartado 17-01-1171  
Quito-ECUADOR

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Dolores Padilla  
DIRECTORA  
Pinto 145 y 6 de Diciembre  
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Av. 6 de Diciembre 2912 y Alpallana  
Casilla 6127 C.C.I  
Quito-ECUADOR

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DIRECTORA  
Casilla 17-15-0123-C  
Matovelle 128 y Pasaje San Luis  
Quito-ECUADOR

**CENTRO ECUATORIANO DE PROMOCION Y ACCION DE LA MUJER -CEPAM-**  
Sra. Doña Hanne Holst  
COORDINADORA  
Letamendi 203 y Eloy Alfaro  
8vo. piso, Of. 3  
Casilla 5994  
Guayaquil-ECUADOR

**CENTRO ECUATORIANO DE PROMOCION Y ACCION DE LA MUJER -CEPAM-**  
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Miriam Garcés  
DIRECTORA  
Ríos 2238 y Gándara  
Quito-ECUADOR

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DIRECTORA  
Alejandro de Valdez 252 y  
La Gasca  
Quito-ECUADOR

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DIRECTORA  
Carvajal 637 y Jamaica  
Quito-ECUADOR

**CEDIME**  
Junín 174 y Jiménez  
Quito-ECUADOR

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Ministerio de Bienestar Social  
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Quito-ECUADOR

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Guayaquil y Mejía  
Quito-ECUADOR

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Robles 538  
Quito-ECUADOR

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DIRECTORA  
Av. América 4000  
Casilla 17-11-06362  
Quito-ECUADOR

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Carrión 219 y Tamayo  
Casilla 17-12-00783  
Quito-ECUADOR

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DIRECTOR  
Av. América 5653 y Voz Andes  
Casilla 253  
Quito-ECUADOR

**Fundación NATURA**

Sra. Doña  
Vania Cobo  
DIRECTORA EJECUTIVA REGIONAL  
Av. América 5653 y Voz Andes  
Quito-ECUADOR

**FUNDACION MUJER Y SOCIEDAD**

Sra. Economista Zonia Palán  
DIRECTORA  
6 de Diciembre 3229 y Ponce Carrasco  
(mezzanine)  
Quito-ECUADOR

**INSTITUTO NACIONAL DEL NIÑO Y LA FAMILIA  
INNFA**

Sra. Doña  
Carmen Calisto de Borja  
PRESIDENTA  
García Moreno 1154  
Quito-ECUADOR

**INSTITUTO NACIONAL DEL NIÑO Y LA FAMILIA  
INNFA**

Sra. Doña  
Eulalia Flor  
DIRECTORA  
García Moreno 1154  
Quito-ECUADOR

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DIRECTORA EJECUTIVA  
Manuel Larrea 323 y Arenas  
Casilla 17-15-539 C  
Quito-ECUADOR

**INSTITUTO DE ESTUDIOS DE REGIMEN SECCIONAL ECUATORIANO -IERSE-**

Universidad del Azuay  
Cuenca-ECUADOR

**INSTITUTO LATINOAMERICANO DE INVESTIGACION SOCIAL -ILDIS-**

Sr. Reinhart Wettmann  
Calama 354 y Juan León Mera  
Casilla 17-03-367  
Quito-ECUADOR

**INSTITUTO DE CAPACITACION MUNICIPAL**

Sr. Don Carlos Augusto Paladines  
DIRECTOR  
Venezuela 976 y Mejía  
Quito-ECUADOR

**MUJERES POR LA DEMOCRACIA**

Comisión Coordinadora  
6 de Diciembre 3229 y  
Ponce Carrasco  
Casilla 348, Suc. 12 de octubre  
Quito-ECUADOR

**TIERRA VIVA**

Sr. Don Vicente Pólit  
Casilla 17-21-1907  
Italia 832 y Mariana de Jesús  
Quito-ECUADOR

**UNICEF**

Sra. Doña Rita Cevallos  
OFICIAL Proyecto MUJER  
Edificio Cominesa, 5o. piso  
Av. 10 de Agosto 5470  
Quito-ECUADOR

**UNICEF**

Sr. Don  
José Carlos Cuentas-Zabala  
REPRESENTANTE UNICEF EN EL ECUADOR  
Ed. COMINESA, 5to. piso.  
Av. 10 de Agosto 5470  
Quito-ECUADOR

**USAID-WID**

Sra. Doña Paula Goddard  
Women in Development Officer  
AID-Misión Ecuador  
Quito-ECUADOR

**UNIFEM**

Mary Mc. Govern  
OFICIAL  
Ed. Naciones Unidas  
Calle Foch, No. 265 y Av. 6 de Diciembre  
Quito-ECUADOR

**UNESCO**

Sr. Don Pedro Galindo  
REPRESENTANTE EN ECUADOR  
Veintimilla 450 entre Taqmayo y Plaza  
Quito-ECUADOR

**EL SALVADOR****MUJERES POR LA DIGNIDAD Y LA VIDA**

Sra. Doña  
Gloria Castañeda  
Urb. Venezuela, Av. Caracas No. 7 A  
San Salvador-EL SALVADOR, C.A.

**ESTADOS UNIDOS****FUNDACION INTERAMERICANA**

Sra. Doña  
Diane Edwards La Voy  
1515 Wilson Boulevard  
Rosslyn, Virginia 22209  
USA

**WID-AID**

Sra. Doña Rosalie H. Norem  
3725 A.NS AID  
Washington D.C.-USA

**WINDS**

Sra. Sonia Baires  
3700 Darkview Terr. N.E.  
Washington, D.C., 20017  
USA

**HONDURAS****ASOCIACION****BANCO MUNICIPAL AUTONOMO**

Sra. Licenciada  
Nubia Zúñiga de Valerio  
COORDINADORA  
Prog. de Desarrollo Municipal  
Apartado Postal 289  
Tegucigalpa M.D.C.-HONDURAS-C.A.

**INSTITUTO DE INVESTIGACION Y  
FORMACION COOPERATIVISTA -IFC-  
"Elías Villegas Reyes"  
Sr. Don Leonidas Avila  
DIRECTOR  
Apto. Postal No.1563  
Tegucigalpa F.M.-HONDURAS C.A.**

**PERU**

**ASOCIACION "AURORA VIVAR"  
Sra. Doña Ana María Díaz  
COORDINADORA  
Apartado Postal 11-0422  
Lima 5, PERU**

**CENTRO DE ESTUDIOS PARA EL DESARROLLO  
Y LA PARTICIPACION -CEDEP-  
Sr. Don Héctor Béjar  
DIRECTOR  
Faustino Sánchez Carrión 790  
P.O.B. 110201  
Lima 17-PERU**

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REGIONAL -RAIZ-  
Sr. Don Jorge Perazzo  
PRESIDENTE  
Av. Alfonso Ugarte No. 1002,  
Of. 708, BREÑA  
P.O.B. 1427  
Lima 5-PERU**

**CENTRO "FLORA TRISTAN"  
Parque Hernán Velarde 42,  
Lima 1, PERU**

**CENTRO DE INVESTIGACION, DOCUMENTACION  
Y ASESORIA POBLACIONAL -CIDAP-  
Sr. Don Luis Chirinos S.  
DIRECTOR  
Máximo Abril No. 541-Jesús María  
Lima 100-PERU**

**CENTRO PARA LA ERADICACION DE LA DROGA -CEDRO-  
Sra. Doña  
Carmen Masías  
SUBDIRECTORA  
Sánchez Cerro No. 2101  
Jesús María, Lima 11-PERU**

**CENTRO IDEAS**

Sr. Don Julio Chávez Achong  
DIRECTOR  
Av. Arenales 651  
Apartado 11-0170  
Lima-PERU

**CENTRO DE ESTUDIOS Y PROMOCION DEL  
DESARROLLO -DESCO-**

Sr. Don Marcial Rubio  
DIRECTOR  
León de la Fuente 110  
Lima 17-PERU

**Grupo SUMBI**

Sra. Doña Jeanine Anderson  
SECRETARIA EJECUTIVA  
Casilla Postal 949  
Roma 485  
Lima 27-PERU

**INICAM**

Av. Aramburu 715, San Isidro  
Apartado Postal 27-0187  
Lima-PERU

**INSTITUTO LIBERTAD Y DEMOCRACIA -ILD-**

Sra. Patricia Portocarrero  
CONSULTORA AID-US/WID  
Benavides 881  
P.O.Box 18-1420  
Lima-PERU

**INSTITUTO DE INVESTIGACION Y  
CAPACITACION MUNICIPAL -INICAM-**

Sr. Don Eduardo Buller  
DIRECTOR  
Av. Aramburu No. 715  
Lima 27-PERU

**PARAGUAY**

**FUNDACION PARAGUAYA DE COOPERACION  
Y DESARROLLO**

Sra. Arq. Astrid Gustafson  
DIRECTORA  
Presidente Franco 846  
Asunción-PARAGUAY

**INTENDENCIA MUNICIPAL DE ASUNCION -IMA-**

Dr. Carlos Filizzola  
INTENDENTE MUNICIPAL  
Mariscal López y Capitán Bueno  
Asunción-PARAGUAY

**URUGUAY**

**CIESU**

Sr. Don Carlos H. Filgueira  
DIRECTOR  
Maldonado 1858  
11.220 Montevideo-URUGUAY  
Casilla de correo 10587  
11.100 Montevideo-URUGUAY

**CENTRO LATINOAMERICANO DE ECONOMIA HUMANA  
-CLAEH-**

Sr. Don Javier Marsiglia  
DIRECTOR  
Zelmar Michelini 1220  
P.O.B. 5021  
11.100 Montevideo-URUGUAY

**VENEZUELA**

**FUNDACION PARA EL DESARROLLO DE LA COMUNIDAD Y  
FOMENTO MUNICIPAL -FUNDACOMUN-**

Sra. Ab. Yoy Rodríguez  
DIRECTORA ADJUNTA  
Casilla Postal 1090  
Chacaito  
Caracas-VENEZUELA

**INSTITUTO DE DESARROLLO DE LA  
ADMINISTRACION LOCAL -IDAL-**

Sr. Don Jesús Montes de Oca Nuñez  
DIRECTOR EJECUTIVO  
Apartado Postal 50037  
Caracas-VENEZUELA

**EUROPA**

**ALEMANIA**

**FEDERACION INTERNACIONAL DE MUJERES -FEDIM-**

Fed. Democrática Internacional de Mujeres  
Atn: Sra. Nancy Iglesias Mildenstein  
Singer SRT 51 (402)  
Berlín 1017-ALEMANIA

**BELGICA**

**FEMENILES NEWS**

Eva Eberhardt  
CONSULTORA  
D6 V/B/4  
Rue de la Loi 200  
B-1040 Druselas-BELGIQUE

**ESPAÑA**

**FEDERACION ESPAÑOLA DE MUNICIPIOS  
Y PROVINCIAS -FEMP-**

Sr. Don Luis A. Hernández H.  
SECRETARIO GENERAL  
Nuncio, 8  
28005 Madrid-ESPAÑA

**INSTITUT VALENCIA DE LA DONA**  
Conselleria de Cultura, Educacio  
y Ciencia  
GENERALITAT VALENCIANA  
Passeig de L'Alameda, 16  
46010 Valencia-ESPAÑA

**INGLATERRA**

**THE BARTLETT-UNIVERSITY COLLEGE OF LONDON**  
Sra. Doctora Karen Levy  
DEVELOPMENT PLANNING UNIT  
9 Endsleigh Gardens  
London, Wc. 1H OED  
INGLATERRA

**SUIZA**

**UNESCO**  
Advancement Woman Room E 12-73  
Palai des Nations 1211, C  
Ginebra 10, SUIZA

**AFRICA**

**KENIA**

**CNUAH-HABITAT**  
Programa Mujer y Asentamientos Humanos  
Sra. Doña Catalina Hinchey Trujillo  
COORDINADORA  
P.O.Box 67553  
Nairobi-KENIA

**HABITAT**  
P.O. Box 30030  
Nairobi-KENIA

**DIRECTORIO DE PERSONAS VINCULADAS AL PROGRAMA  
"MUJER Y DESARROLLO LOCAL"**

Sra. Doña  
Reina Artieda  
CONADE  
Manuel Larrea y Arenas  
Quito-ECUADOR

Sra. Doña  
Betty Amores  
Departamento de Menores  
Ministerio de Bienestar Social  
Robles 850  
Quito-ECUADOR

Sra. Doña  
Laura Acosta de Jarrín  
SUPLEMENTO LA FAMILIA  
Periódico EL COMERCIO  
Quiteño Libre 737  
Quito-ECUADOR

Sra. Doña  
Marcia de Acosta  
Periódico EL COMERCIO  
Av. Pedro Vice, Vice Maldonado 11515  
y el Tablón  
Quito-ECUADOR

Sra. Doña  
Milagros P. Arguelles Caouette  
9 Rosario Street  
Bacolod City 6100  
FILIPINAS

Sr. Economista  
Jesús E. Aranguren C.  
DIRECTOR  
Instituto de Capacitación Municipal  
ALCALDIA Ciudad de Maracaibo  
Maracaibo-Zulia-VENEZUELA

Sra. Planificadora  
Gladys Aristizábal  
P. Fortalecimiento Municipal-GTZ-  
Av. de los Shyris 1570 y  
Naciones Unidas  
Casilla 17-21-0914  
Quito-ECUADOR

Sra. Doña  
Livia Mercedes Aguilar  
CONCEJALA  
Municipio de Yantzaza  
Av. Iván Riofrío  
Yantzaza-ECUADOR

Sra. Doña  
Alicia Aizaga  
Ministerio de Bienestar Social  
Robles 850  
Quito-ECUADOR

Sra. Arquitecta  
Ana Lucía Alvear  
Centro de Investigaciones CIUDAD  
La Gasca 396 y Carvajal  
Casilla Postal 17-01-8311  
Quito-ECAUDOR

Sra. Doña  
Nubia Arteaga de Quiñonez  
Programa "Atención Integral a la Mujer"  
Municipio de Buenaventura  
Edificio CAM, Piso 7  
Buenaventura (Valle)-COLOMBIA

Sra. Doña  
Janeth Alvarez  
ASOCIACION MUTUALISTA BENALCAZAR  
10 de Agosto y Riofrío  
Quito-ECUADOR

Sra. Licenciada  
Talula de Aranguren  
Facultad de Ciencias Económicas  
Escuela de Administración y Contaduría  
UNIVERSIDAD DE ZULIA  
Av. Goajira, Núcleo Humanístico  
Maracaibo-Estado Zulia-VENEZUELA

Sra. Doña  
Ruth Alvarez de Landázuri  
PRESIDENTA  
Patronato Provincial de Pichincha  
Consejo Provincial de Pichincha  
Manuel Larrea y Ante  
Quito-ECUADOR

Sra. Doña  
Liba Fabiola Alvarez López  
CONCEJALA  
Municipio de Espejo-Carchi  
Calle José Grijalva s/n  
El Angel-Carchi-ECUADOR

Sra. Doña  
Judith Astelarra Bonomi  
VICE-DEGANA Facultat de Ciències  
Polítiques i de Sociologia  
Edifici B  
08193 Bellaterra (Barcelona)  
ESPAÑA

Sra. Doña  
Juana Cleotilde Arias Gonzáles  
CONCEJALA  
Municipio de Babahoyo  
Bolívar y General Barona  
Casilla Postal 17-62  
Babahoyo-ECUADOR

Sra. Arquitecta  
Clara Angel Ospina  
FEDEVIVIENDA  
Av. Calle 40 No.15-69  
Apartado Aéreo 57059  
Bogotá-COLOMBIA

Doctora  
Olga Patricia Arango  
DIRECTORA GENERAL  
CIDESCO  
A.A. 2001  
Manizales-COLOMBIA

Doctora  
Patricia Alameda  
PROCOMUN  
Cr. 4-calle 10  
Bogotá-COLOMBIA

Sra. Doña  
Patricia Altamirano  
ICDA-CIPEAP  
Obispo Trejo 323-piso 2  
Córdoba 5000-ARGENTINA

Sra. Doña  
Gladys Amaya de Jara  
CONCEJALA  
Municipio de Santa Rosa-EL Oro  
Guayas y Av. Javier Soto  
Santa Rosa-El Oro-ECUADOR

Sra. Doña  
Carolina Aspée  
Municipalidad de San Esteban  
Los Andes-CHILE

Señor Doctor  
Alan Andrade  
DIRECTOR GENERAL DE DESARROLLO  
Y ASISTENCIA SOCIAL  
Alcaldía Municipio Libertador  
Av. Baralt, Edif. LA NACIONAL, Piso 8  
Caracas-VENEZUELA

Sra. Doña María E. Alvarez  
Coordinadora Especial Mulher  
Prefeitura de Sao Paulo  
Cámara Municipal de Sao Paulo  
Viaduto Jacareí, 100  
Sao Paulo-BRASIL

Sra. Doña  
Mónica Aguilar Velasco  
UAT-JNV-BEV  
Centro Comercial Guillermo Baquerizo  
Mezzanine-General Barona y A. Calderón  
Babahoyo-ECUADOR

Sr. Doctor  
Leonidas Avila Chávez  
Instituto de Fomento Cooperativo  
Apartado Postal No. 15-63  
Tegucigalpa F.M.-HONDURAS  
Centro América

Sra. Doña  
Celeste Aliaga  
Municipalidad de El Callao  
Supe 521  
El Callao, PERU.

Sra. Doña  
María Teresa Arizabaleta  
RESPONSABLE DE LA MUJER-UCC  
Unión de Ciudadanos Colombianos  
Calle 8va., No. 9-36  
Cali-COLOMBIA

Sra. Doña  
Paz Alonso  
Asistente Social  
CLAEH  
Casilla Postal 5021  
11100 Montevideo-URUGUAY

Sr. Arquitecto  
Carlos Alberto Abalerón  
Casilla 138  
8400-San Carlos Bariloche  
Prov. Río Negro-ARGENTINA

Sra. Doña  
Alexandra Ayala  
CEPLAES  
6 de Diciembre 2912 y Alpallana  
Casilla 6127 CCI  
Quito-ECUADOR

Sra. Doña  
María del Carmen Berrocal de Alvarado  
Secretaría de Derechos de la Familia  
Municipio de San Miguelito, Paraíso  
Apartado Postal 6-1383  
Panamá-PANAMA

Sra. Doña  
Lolita S. de Baca

Sra. Doña  
Inés Botella  
PRESIDENTA  
Comisión Asuntos Municipales  
H. Cámara de Diputados de la Nación  
Buenos Aires-ARGENTINA

Sra. Doña  
Bionay Bravo Fernández  
Casilla 246  
Loja-ECUADOR

Sra. Doña  
Lucía Bastidas de Granja  
ASESORA INSTITUCIONAL  
Municipio de Quito  
Venezuela y Espejo  
Quito-ECUADOR

Sr. Don Azril Bacal  
Dpt. of Sociology  
Uppsala University  
Granitvagen 10 B, I  
Casilla Postal 752 43  
Uppsala-SUECIA

Sra. Doña Sara Baez  
TERRA NUOVA  
Salazar 831 y Toledo  
Casilla Postal 144  
Sucursal 12 de Octubre  
Quito-ECUADOR

Sra. Doña  
Lourdes Barragán  
CEPLAES  
6 de Diciembre 2912 y Alpallana  
Casilla 6127 CCI  
Quito-ECUADOR

Sra. Doña  
Silvana Bruera  
CIESU  
Casilla Postal 10587  
Maldonado 1858  
11200 Montevideo-URUGUAY

Sra. Doña  
Mónica Buchely Rodríguez  
CORPONARIÑO  
Carrera 23 No. 19-10, Piso 3  
Casilla Postal 14-76  
Pasto, COLOMBIA

Sr. Don  
Gerrit Burgwal  
CEDIME  
Junín 574 y Jiménez  
Casilla Postal 17-15-0018  
Quito-ECUADOR

Sra.' Arquitecta  
Nora Bricchetto  
CAMARA DE DIPUTADOS DE LA NACION  
Comisión de Asuntos Municipales  
Talcahuano 981, 2B  
Buenos Aires-ARGENTINA

Sr. Don  
José Luis Baquedano  
JEFE  
Dpto. Desarrollo Municipal  
BANCO MUNICIPAL AUTONOMO  
Apartado Postal 289  
Tegucigalpa-HONDURAS

Sra. Doña  
Angela Barba  
R. das Laranjeiras 462/1110  
2240, Río de Janeiro-BRASIL

Sra. Doña  
Amelia Bonifaz Herrera  
Fund.ACCION SOCIAL Y SOLIDARIDAD  
Dirección de Registro Civil  
Guayaquil y Mejía  
Quito-ECUADOR

Sra. Doña  
Vicenta Bosch P.  
ALCALDESA  
Bonrepós i Mirambell  
46131, Valencia-ESPAÑA

Sra. Doña  
Mercedes Bravo de Martínez  
SUBDECANA  
Facultad de Administración  
Universidad Central del Ecuador  
Plaza Indoamérica  
Quito-ECUADOR

Sra. Doña  
Rebeca Noemí Brito Samaniego  
CONCEJALA  
Municipio de Sucúa  
Sucúa-Morona Santiago-ECUADOR

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Dolores Benítez  
CONCEJALA  
Municipio de Santo Domingo  
Santo Domingo de los Colorados-ECUADOR

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Gabriela Bustamante  
CIAM  
Pinto 145 y 6 de Diciembre  
Quito-ECUADOR

Sra. Doña  
Eva Barkan  
Asistente de Dirección  
Revista NUEVA SOCIEDAD  
Apartado 61.712  
Caracas 1060 A, VENEZUELA

Sra. Doña  
Maruja Barrig  
ADEC-ATC  
Apartado Postal 4073  
Lima-PERU

162

Sra. Doña  
Sofía Patricia Botero Uribe  
COORDINADORA  
PNUD Antioquia  
Gobernación de Antioquia  
Antioquia-COLOMBIA

Sra. Doña  
Susana Balarezo  
IEE  
Carrión 555 b y Juan León Mera  
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Quito-ECUADOR

Sra. Doña  
Lucelena Betancur  
COORDINADORA  
Proyecto Cultura-NNUU  
Carrera 3a., No. 18-24, Piso 5o.  
Bogotá-COLOMBIA

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César Cano Alfonzo  
DIRECTOR DE PERSONAL  
ALCALDIA Ciudad de Maracaibo  
Maracaibo-Zulia-VENEZUELA

Sra. Doña  
Vania Cobo  
DIRECTORA EJECUTIVA REGIONAL  
Fundación NATURA  
Av. América 5653 y Voz Andes  
Quito-ECUADOR

Sra. Doña  
Gloria Camacho  
CEPLAES  
6 de Diciembre 2912 y Alpallana  
Casilla 6127 CCI  
Quito-ECUADOR

Sra. Doña  
María Cuvi  
CEPLAES  
6 de Diciembre 2912 y Alpallana  
Casilla 6127 CCI  
Quito-ECUADOR

Sra. Doña  
Gloria Canales de Castro  
Ministerio de Hacienda y  
Crédito Público  
Col. San José de la Vega,  
Casa No. 11, Bloque 52  
Tegucigalpa-HONDURAS

Sra. Arquitecta  
Enriqueta Cantos  
G.T.Z.  
Pasaje Arboleda 125  
Quito-ECUADOR

Sra. Arquitecta  
María Virginia Casasfranco  
COORDINADORA NACIONAL  
CONSTRUYAMOS  
Calle 22 F, No.34-87  
Bogotá-COLOMBIA

Sra. Doña  
Martha I. Castellón  
INIDEM  
Av. Bush No. 1654 entre  
Cairasco y Pasoscanqui  
La Paz-BOLIVIA

Sra. Doña  
Marisol Castañeda  
Aso. Comunicadores CALANDRIA  
Morales Alpaca 193  
Puerto Libre, Lima-PERU

Sra. Doña  
Lilia Cueva Villalba  
MUJER-ACCION Y SOLIDARIDAD  
Luis Felipe Borja 228  
Quito-ECUADOR

Sra. Doña  
Carmen Tulia Carmona Rentería  
Municipio de Cartago-Valle  
Cra. Calle 8 CAM  
Cartago-COLOMBIA

Sra. Arquitecta  
Mabel Cruz R.  
CONCEJAL MUNICIPAL  
Alcaldía de la Paz  
La Paz-BOLIVIA

Señorita  
Yhovanna Carrión  
Magnolia 185  
Quito-ECUADOR

Sra. Economista  
Fabiola Cuvi  
IECAIM  
Luis Felipe Borja 217, 4to piso  
(Altos de Optica "Los Andes")  
Quito-ECUADOR

Sra. Doña  
Angela García de Cornejo

Sra. Doña  
Tatiana Cisneros  
Cordero y Tamayo (esquina)  
Ed. Tuncahuán, 3er.piso  
Quito-ECUADOR

Sra. Doña  
Constanza Calderón  
GERENTE DE DIVISION DE OPERACIONES  
Banco Central  
10 de Agosto y Briceño  
Quito-ECUADOR

Sra. Doña  
Nancy Noemí Cabrera Ordóñez  
CARE INTERNACIONAL  
Miguel Riofrío 13-36  
y Bernardo Valdiviezo  
Loja-ECUADOR

Sra. Doña  
Marisol Cadena  
CASA DE LA CULTURA ECUATORIANA  
12 de Octubre y Patria  
casilla Postal 67  
Quito-ECUADOR

Sra. Doña  
Ellen Contreras Murphy  
Management Analyst  
Inter American Foundation  
1515 Wilson Boulevard  
Rosslyn, Virginia 22209  
USA

Sra. Doña  
Andrea Calderón  
P.O. Box 1146  
Mount Holyoke College  
South Hadley, MA 01675  
USA

Sra. Doña  
Mará Luz Calisto Ponce  
CONSULTORA COMUNICACIONES  
INNFA  
García Moreno 1154  
Quito-ECUADOR

Sr. Arquitecto  
Fernando Carrión  
DIRECTOR  
Dirección de Planificación  
I. MUNICIPIO DE QUITO  
García Moreno y Chile  
Quito-ECUADOR

Sra. Licenciada  
Elsa María Castro  
Lizardo García 431 y Gómez Rendón  
Guayaquil-ECUADOR

Sra. Licenciada  
Elsa María Castro  
Suecia 235 y Av. Los Shyris  
Quito-ECUADOR

Sra. Doña  
Consuelo Carranza  
UNICEF  
Ed. COMINESA, 5to. piso  
Av. 10 de Agosto 5470  
Quito-ECUADOR

Sra. Doña  
Marisa Carmona  
Faculty of Architecture  
Delft University of Technology  
Berlageweg 1  
P.O.Box 5043  
2600 GA Delft, The Netherlands

Sra. Doña  
Ximena Costales  
CIAM  
Pinto 145 y 6 de Diciembre  
Quito-ECUADOR

Sra. Socióloga  
Dolores Casco  
JEFA del Programa "Mujer Campesina"  
Ministerio de Agricultura y Ganadería  
Eloy Alfaro y Amazonas  
Casilla 17-21-1934  
Quito-ECUADOR

Sra. Doña  
Teolinda María Chávez Apolo  
CONCEJALA  
Municipio de Santa Rosa-El Oro  
9 de Octubre y Páez  
Santa Rosa-El Oro-ECUADOR

Sra. Doña  
Miriam Chamorro  
ALCALDIA MUNICIPAL DE IPIALES  
Parque 20 de Julio  
Ipiiales-COLOMBIA

Sra. Doña  
Rosa Chalco Calle  
Lizardo García 431 y Gómez Rendón  
Guayaquil-ECUADOR

Sr. Doctor  
Hernán Chaparro  
INVESTIGADOR - ILD  
Benavides 881  
P.O. Box 18-1420  
Lima-PERU

Sr. Licenciado  
José Chávez Zaldumbide  
Secretario del Presidente de la República  
PALACIO DE CARONDELET  
García Moreno y Chile  
Quito-ECUADOR

Sr. Ingeniero  
Gustavo Darquea  
Casilla 17-07-9304  
Quito-ECUADOR

Sr. Don  
Marcelo Dottì  
Dirección de Desarrollo Comunitario  
I. MUNICIPIO DE QUITO  
Venezuela y Chile  
Quito-ECUADOR

Sra. Doña  
Agridina de Dávila  
FACE  
Andagoya 455  
Quito-ECUADOR

Sra. Doña  
María de Lourdes de Durán  
VICEPRESIDENTA  
Patronato Provincial de Pichincha  
Consejo Provincial de Pichincha  
Manuel Larrea y Ante  
Quito-ECUADOR

Sr. Doctor  
Enrique de la Rúa  
MINISTRO de la Función Pública y  
Reforma Administrativa  
Gobierno de la Provincia de Córdoba  
Cortejarena 4223-Barrio Colinas del Cerro  
5000 Córdoba-ARGENTINA

Sr. Doctor  
Enrique de la Rúa  
MINISTRO de la Función Pública y  
Reforma Administrativa  
Gobierno de Córdoba  
Caseros 651, 8o piso  
5000 Córdoba-ARGENTINA

Sra. Doña  
Liege de Paula  
Coordenadoria Especial da Mulher  
Pavilhao Manoel da Nobrega  
Térreo-Cep. 04090  
Sao Paulo-BRASIL

Sra. Doña  
Galuth de la Torre  
Pasaje Miguel Arias 202 y Machala  
Quito-ECUADOR

Mr.  
Bernard Declève  
Habitat et Developpement  
Unité d'architecture  
U.CATHOLIQUE DE LOUVAIN  
Place Vinci, 1  
1348 Louvain la Neuve  
BELGICA

Sr. Don  
Ladislau Dowor  
Secretaría de Negocios Extraordinarios  
Prefeitura do Municipio de Sao Paulo  
Sao Paulo, BRASIL

Ilma. Sra. Doña  
Luiza Erundina  
PREFEITA  
Municipio de Sao Paulo  
Av. Paulista 2198-22o. andar  
01310 Sao Paulo-BRASIL

Sr. Don  
Edwin Echeverría Mena  
COMUNICACION SOCIAL  
Ministerio de Bienestar Social  
Robles 850 y Páez  
Quito-ECUADOR

Sra. Doña  
Violeta Espinoza  
UNION NACIONAL DE PERIODISTAS  
Iñaquito y Naciones Unidas  
Casilla Postal 820 A  
Quito-ECUADOR

Sra. Doña  
Rosita Echeverría

Sra. Doña  
Miriam Ernst  
CEPAM  
Los Ríos 2238 y Gándara  
Casilla 17-015-182 C  
Quito-ECUADOR

Sra. Doña  
Blanca Fiallos Peña  
DINAMU-MBS  
Lizardo García y Andrés Xaura  
Quito-ECUADOR

Sra. Economista  
Angela Mesquita Fontes  
Núcleo de Estudios de  
Mujer y Políticas Públicas-IBAM-  
Largo IBAM, 1  
Río de Janeiro, BRASIL

Sra. Doña  
Ercilia Susana Falconí  
CONCEJALA  
Municipio de Guaranda  
Convención 188 y García Moreno  
Guaranda-Bolívar-ECUADOR

Doctora  
Yolanda Floreano de Rosales  
CONCEJALA  
Municipio de Santa Elena  
9 de Octubre y Juan Montalvo  
Santa Elena-ECUADOR

Sra. Doña  
Jolie Franke  
NUFFIC  
Badhis Weg 251  
P.O.B. 90734  
2509 La Haya-HOLANDA

Sra. Doña  
Nelly B. de Figueroa  
Apartado 44 28  
Panamá 5, PANAMA

Sra. Doña Amelia Fort  
Grupo SUMBI  
Los Olivos 803  
Residencial San Felipe  
Jesús María, Lima 11, PERU

Sr. Don  
Edgar Freire  
Librería CIMA  
Pasaje Carlos Ibarra 200 y  
10 de Agosto  
Quito-ECUADOR

Sra. Doña  
Ramona Fernández  
CONCEJALA  
Municipalidad de El Alto  
Ceja de El Alto  
La Paz-BOLIVIA

Doctora  
Yolanda Floreano de Rosales  
CONCEJALA  
Municipio de Santa Elena  
9 de Octubre y Juan Montalvo  
Santa Elena-ECUADOR

Sra. Arquitecta  
Ana Falú  
CISCSA-ALAHUA  
cc.149, Suc.9  
5009-Córdoba-ARGENTINA

Doctor  
Carlos Filizzola  
INTENDENTE MUNICIPAL DE ASUNCION  
Municipio de Asunción  
Mariscal López y Capitán Bueno  
Asunción-PARAGUAY

Sr. Licenciado  
José Ferrín  
DIRECTOR DE MUNICIPALIDADES  
Ministerio de Gobierno  
Espejo y Benalcázar  
Quito-ECUADOR

Sr. Licenciado  
Luis Félix López  
SUBSECRETARIO  
Ministerio de Gobierno  
Espejo y Benalcázar  
Quito-ECUADOR

Sra. Doña  
Guiomar González Chica  
CONSTRUYAMOS  
Carrera 11 Bis. No. 18-20  
Santa Rosa de Cabal, RISARALDA  
COLOMBIA

Sra. Doña  
Twie Giok Tjoa  
Acting Permanent Secretary  
Ministry of Labour  
Afobakalaan 15  
Paramaribo-SURINAM  
América del Sur

Sra. Doña  
Luz Amparo Gelvez Reyes  
CONTRALORIA MUNICIPAL DE CUCUTA  
Palacio Municipal de Cúcuta  
Calle 11, Avs. 4 y 5, Piso 2  
Cúcuta-COLOMBIA

Sra. Doña  
María Elena Guerra  
AID  
Av. Colombia y Queseras del Medio  
Quito-ECUADOR

Sra. Doña  
Janeth del Carmen Gómez Armijos  
FUNDACION NUESTROS JOVENES  
Pío Jaramillo Alvarado, Barrio Los Cocos  
Loja-ECUADOR

Sr. Arquitecto  
Jorge García  
Centro de Investigaciones CIUDAD  
La Gasca 326 y Carvajal  
Casilla Postal 17-08-8311  
Quito-ECUADOR

Sra. Doña  
Maritza Guerrero  
CONCEJALA  
Municipio de Puyango  
Alamor-Puyango-LOJA-ECUADOR

Sra. Doña  
Dolores Gavilánez  
CONCEJALA  
Municipio de Mocha  
Mocha, Tungurahua-ECUADOR

Sra. Coordinadoras  
MUJERES POR LA DEMOCRACIA  
6 de Diciembre 3229 y  
Ponce Carrasco  
Casilla 348, Suc. 12 de octubre  
Quito-ECUADOR

Sra. Doña  
Patricia M. Galindo F.  
COORDINACION PROGRAMA BANMA-BID  
Banco Municipal Autónomo  
Apartado Postal 289  
Tegucigalpa, M.D.C.  
HONDURAS, C.A.

Sra. Doña  
Mariana González G.  
CIESU  
Casilla postal 10587  
Maldonado 1858  
11200 Montevideo-URUGUAY

Sra. Doña  
Mirtha González  
MUNICIPALIDAD DE SAN PEDRO SULA  
Casilla Postal 663  
1a. calle, 5a.Ave. S.O.  
San Pedro Sula-HONDURAS

Sra. Doña  
Bibliotecaria GIA  
Grupo de Invest. Agrarias  
Casilla 6122, Correo 22  
Santiago-CHILE

Sra. Doña  
Aída Gallegos de Moncayo  
Presidenta CECIM-ENC  
San Gregorio 120 y 10 de Agosto  
Quito-ECUADOR

Sra. Doña  
Alicia Hidalgo Palomino  
REGIDORA  
Municipalidad Prov. Huanuco  
Jr. General Prado 750  
Huanuco-PERU

Sra. Doña  
Solange Hevia  
SUR  
J.M. Infante 85  
Santiago-CHILE

Sra. Arquitecta  
Henriette Hurtado  
CIUDAD  
Casilla 17-08-8311  
La Gasca 326 y Carvajal  
Quito-ECUADOR

Srta. Ingeniera  
Irene del Rocío Hidalgo  
STI-Servicios Técnicos  
Ambato 228 y 29 de Mayo  
Santo Domingo de los Colorados  
ECUADOR

Sr. Ingeniero  
Nelson Herrería  
Casilla 17-12-317  
Quito-ECUADOR

Sra. Doña  
Rosa Aramita Jiménez Galán  
CONCEJALA  
Municipio de Sigsig  
Calle Rodil y Bolívar  
Sigsig-ECUADOR

Sra. Doña  
Marcia Jácome Ruiz  
FACULTAD DE ADMINISTRACION  
Universidad Central del Ecuador  
Plaza Indoamérica  
Quito-ECUADOR

Sra. Doña  
Narcisa Jurado Cobo  
Sociedad Alemana de Cooperación  
Técnica -GTZ-  
Av. Shyris y Naciones Unidas,  
Edif. ARTEPRACTICO  
Quito-ECUADOR

Sr. Don  
Andrés Jarrín  
URBANA CONSULTORES  
Coordero 1467 y Amazonas  
Quito-ECUADOR

Sra. Doña  
Carmen Rosa Jácome de Rodríguez  
CONCEJALA  
Municipio de Baños-Tungurahua  
Rocafuerte 137  
Baños-ECUADOR

Sra. Doña  
Gladys Amaya de Jara  
CONCEJALA  
Municipio de Santa Rosa-EL Oro  
Guayas y Av. Javier Soto  
Santa Rosa-El Oro-ECUADOR

Sra. Doña  
Felícita Jara  
CONCEJALA  
Municipio de El Triunfo  
Av. 8 de Abril, vía a Bucay  
El Triunfo-ECUADOR

Sra. Doña  
Susana Jaramillo Delgado  
CONCEJALA  
Municipio Isabela-Galápagos  
Puerto Villamil, Galápagos-ECUADOR

Sra. Arquitecta  
Maggie de Lama  
Municipalidad de Surquillo  
Jr. San Miguel 155  
Surquillo, PERU

Sra. Doña  
Erika Tatiana López Albán  
CORPONARIÑO  
Carrera 23, No. 19-10  
Casilla Postal 14-76  
Pasto-COLOMBIA

Sra. Doña  
Isabel Londoño  
28 Fernald Dv. Ap. 12  
Cambridge, MA 02138  
USA

Sr. Don  
Carlos Luna  
Av. Patria y 10 de Agosto  
Ed. Banco de Préstamos, 6to. piso  
Of. 605  
Quito-ECUADOR

Sra. Doña  
Elisa María Láinez Cabezas  
CONCEJALA  
Municipio de Santa Elena  
Olmedo y 10 de Agosto  
Santa Elena-ECUADOR

Srta.  
Elizabeth Lecaro Pazmiño  
Lizardo García 431 y Gómez Rendón  
Guayaquil-ECUADOR

Sra. Doña  
Eugenia de Labastida de Missik  
URBANA  
Cordero y Amazonas  
Quito-ECUADOR

Sra. Doña  
Rocío León Endara  
CONCEJALA ALTERNA  
Municipio de Ibarra  
Bolívar y García Moreno  
Ibarra-ECUADOR

Mme.  
Oda LeDent  
Unité d'architecture  
U. CATHOLIQUE DE LOUVAIN  
1348 Louvain la Neuve  
BELGICA

Sra. Doña  
Elisa María Laínez Cabezas  
CONCEJALA  
Municipio de Santa Elena  
Olmedo y 10 de Agosto  
Santa Elena-ECUADOR

Sr. Arquitecto  
Mario Lombardi  
CIESU  
Maldonado 1858  
Casilla de correo 10587  
11.200 Montevideo-URUGUAY

Sra. Doña  
Magdalena León  
I.E.E.  
Carrión 555-B  
Quito-ECUADOR

Sr. Don  
Jorge León  
FLACSO  
Casilla 17-11-6362  
Quito-ECUADOR

Sra. Doña  
Imma Llort  
Asociación las Segovianas para la  
Cooperación con Centro América  
c/Infantas No. 40, 1o.  
Madrid-ESPAÑA

Srta. Arquitecta  
Violeta López-Bernal, M.S.  
Department of Urban Planning  
Livingston Campus  
P.O.Box 5078  
New Brunswick- New Jersey 08903-5078  
USA

Sra. Doña  
Mónica León  
Casilla 17-15-109 C  
Quito-ECUADOR

Sra. Doña  
Jenny Londoño  
IADAP  
Diego de Atienza 252  
Quito-ECUADOR

16

Sra. Doña  
Nancy López  
MUNICIPIO DE QUITO  
Upano 369  
Quito-ECUADOR

Sra. Doña  
Jenny Londoño  
IADAP  
Diego de Atienza 252  
Quito-ECUADOR

Sr. Licenciado  
José Lasso  
UNICEF  
Ed. COMINESA, 5to. piso  
Av. 10 de Agosto 5470  
Quito-ECUADOR

Sra. Doña  
Cecilia Lincango  
CIAM  
Pinto 145 y 6 de Diciembre  
Quito-ECUADOR

Sr. Don  
Carlos Leyton Muñoz  
CEDER  
Casilla Postal 2097  
Arequipa-PERU

Sra. Doña  
Hilda Esther Moreno de Córdoba  
Municipio de San Miguelito  
Dirección de Desarrollo Social  
Apartado Postal 6-9472  
Panamá-PANAMA

Sra. Doña  
Amalia Mauro  
CEPLAES  
6 de Diciembre 2912 y Alpallana  
Casilla 6127 CCI  
Quito-ECUADOR

Sra. Doña  
Carmen Macías  
CEDRO  
Sánchez Cerro No. 2101  
Jesús María  
Lima 11, PERU

Sra. Doña  
Alejandra Mamblona  
ICDA-CIPEAP  
Obispo Trejo 323, piso 2  
Córdoba 5000-ARGENTINA

Sra. Doña  
Angeles Martínez M.  
Ronda de Atocha No. 10, 2do. D  
28012, Madrid-ESPAÑA

Sra. Doña  
María Telma. Mendoza  
MUNICIPALIDAD DE VILLANUEVA  
Frente al Parque Central  
Villanueva-HONDURAS

Sra. Doña  
Gladys Montaluisa  
I. MUNICIPIO DE CUENCA  
Acción Social Municipal  
Casilla 01202  
Mariscal Sucre y B. Malo  
Cuenca-ECUADOR

Sr. Doctor  
Luis Molinari Romero  
MINISTRO DE COORDINACION  
Cortejarena 4223  
Barrio Colinas del Cerro  
5000 Córdoba-ARGENTINA

Sra. Doña  
Cecilia Molina  
PERIODISTA  
Proyecto DLI-Pastoral de la Iglesia  
MUNICIPIO DE BIBLIAN  
Cañar-ECUADOR

Sra. Doña  
Isabel Madariaga  
Taller de Estudios Andinos  
Pedro Quintavalle 2386,  
Villa Empart, Casilla 1344  
Arica-CHILE

Señora Doctora  
Hilda Martínez Portocarrero  
DIRECTORA GENERAL DE DESARROLLO  
Y ASISTENCIA SOCIAL  
Alcaldía Municipio Libertador  
Av. Benalt, Edif. LA NACIONAL, Piso 8  
Caracas-VENEZUELA

Sra. Licenciada  
Aída Luz Moreno de Claros  
CONCEJAL MUNICIPAL  
Municipio de Tupiza-POTOSI  
Casilla Postal No. 1  
Tupiza-Potosi  
BOLIVIA

Señora Doña  
Victoria Eugenia O. de Mejía  
ALCALDESA  
Municipio de Manizales  
Calle 70, No. 27-152  
Manizales-COLOMBIA

Sra. Arquitecta  
Joan Mac Donald  
SUBSECRETARIA  
Ministerio de Vivienda y Urbanismo  
Alameda Bernardo O'Higgins 924, Piso 5o.  
Santiago-CHILE

Mr.  
Jean Francois Mabardi  
Unité d'architecture  
U. CATHOLIQUE DE LOUVAIN  
Place Vinci, 1  
1348 Louvain la Neuve  
BELGICA

Sra. Doña  
Elisa Ana Medina  
SECRETARIA ADMINISTRATIVA  
Municipalidad de Corrientes  
25 de Mayo 1138  
3400 Corrientes (Capital)  
ARGENTINA

Señora  
Maritza Morales P.  
SWISSAID-Proyecto Mujer Cayambe  
Pontevedro y Viscaya  
Quito-ECUADOR

Señora  
Selma Merino  
DIRECTORA DE COMUNICACION SOCIAL  
Ministerio de Bienestar Social  
Robles 850 y Páez  
Quito-ECUADOR

Señora  
Leyda Mendoza de Loor  
PRESIDENTA  
Patronato Social Municipal  
Casilla Postal 136  
Portoviejo-ECUADOR

Señora  
Norma Maldonado  
Sigsig-ECUADOR

Sra. Doña  
Mariella Mazzotti  
COORDINADORA Area MUJER-CLAEH-  
Zelmar Michelini 1220  
Casilla Postal 5021  
11100 Montevideo-URUGUAY

Sra. Doña  
Lucía Martínez Gaitán  
ALCALDESA  
Municipalidad de Cajica  
Calle 2da., No. 4-07  
Cajicá-COLOMBIA

Sra. Doña  
Claire Mongaugé  
PRESIDENTA  
Patronato Municipal de Amparo Social  
Calle Colón y Bolívar  
Ibarra-ECUADOR

Sra. Doña  
María Elena Marcillo García  
CONCEJALA  
Municipio de Jipijapa  
Sucre y Montalvo  
Jipijapa-ECUADOR

Sra. Doctora  
Hilda Martínez Portocarrero  
DIRECTORA GENERAL  
Ministerio de la Familia  
Torre Oeste, Pisos 39-40-41  
Parque Central  
Caracas-VENEZUELA

Sra. Doña  
Rótula Galud Mendoza  
CONCEJALA  
Municipio Santo Domingo  
Santo Domingo de los Colorados-ECUADOR

43

Sra. Doña  
Hilda Lucía Mendieta de Serrano  
CONCEJALA  
Municipio de Nabón-Azuay  
Nabón-ECUADOR

Sra. Doña  
Ruth Moreno A.  
CONCEJALA  
Municipio de Guayaquil  
Casilla Postal 4844  
Guayaquil-ECUADOR

Sra. Doña  
Ruth Moreno A.  
CONCEJALA  
Municipio de Guayaquil  
Casilla Postal 4844  
Guayaquil-ECUADOR

Sr. Don  
Aurelio Menéndez  
EDI Banco Mundial  
1818 HSF N.W.  
Washington D.C. 20433  
U.S.A.

Sra. Doña  
Carmen Noboa Tomalá  
CONCEJALA  
Municipio de Balao  
Balao-ECUADOR

Sra. Licenciada  
Alicia Noroña  
Calle De los Cactus  
Lote 64  
Ciudadela Monteserrín  
Quito-ECUADOR

Sra. Don  
Germán Niño  
A.T.I  
Casilla postal 12070  
Calle 30, No. 3A-24  
Bogotá-COLOMBIA

Sra. Doña  
MARÍA Navarro  
141 Beech St.  
Belleville N.J.  
07 109 USA

Sra. Doña  
Ligia A. Noboa  
FESO  
Casilla B 015  
Bélgica 213  
Quito-ECUADOR

Sra. Doña María das Gracias Neves  
COORDINADORA  
Núcleo de Estudios Mujer y  
Políticas Públicas, ENSUR-IBAM  
Largo IBAM, No.1, 22282  
Río de Janeiro-BRASIL

Sra. Doña  
Lucía Plácida Ortega  
Secretaría de Planeamiento Municipal  
Dirección Provincial de Vialidad  
25 de Mayo 1138  
3400 Corrientes (Capital)  
ARGENTINA

Sra. Doña  
Sylvia Oña de Larrea  
EEDE, Edif. Ciudad de Quito,  
Oficina No. 8  
Av. Naciones Unidas 193  
y 10 de Agosto  
Quito-ECUADOR

Sra. Doña  
Nelly L. Ochoa de Almeida  
CONCEJALA  
Municipio de Piñas  
Piñas-El Oro-ECUADOR

Sra. Doña  
Fanny Alicia Ortiz de Navarrete  
CONCEJALA  
Municipio de Montúfar  
Los Andes e Ibarra  
San Gabriel-ECUADOR

Sra. Doña  
Nancy Ochoa  
Grupo Editorial NORMA  
Gerónimo Carrión 315 y L. Plaza  
Casilla 17-01-2396  
Quito-ECUADOR

182

Sra. Doña  
Quinche Ortiz Crespo  
ASESORA-VICEPRESIDENCIA  
CONGRESO NACIONAL  
Palacio Legislativo  
Casilla 443, Suc. 12  
Quito-ECUADOR

Sr. Don  
Eduardo Paredes  
JATARISHUN  
MAdrid 272 y Tolosa  
La Floresta  
Quito-ECUADOR

Sr. Don  
Carlos Augusto Paladines  
DIRECTOR  
Inst. Capacitación Municipal  
Venezuela 976 y Mejía  
Quito-ECUADOR

Sra. Doña  
Alicia Ponce  
COORDINADORA-Subregión Andina-  
"Mujeres Latinoamericanas en Cifras"  
FLACSO  
Av. América 4000 y Abelardo Moncayo  
Casilla 17-11-6362  
Quito-ECUADOR

Sra. Economista  
Zonia Paían  
Fundación MUJER Y SOCIEDAD  
6 de Diciembre 3229 y Ponce Carrasco  
(mezzanine)  
Quito-ECUADOR

Sra. Doña  
Cecilia Pinargote de Sánchez  
CONCEJALA  
Municipio de Manta  
Casilla 4832  
Manta-ECUADOR

Sr. Don  
Edwin Patricio Piedra  
CENTRO DE EDUCACION POPULAR -CEDEP-  
La Isla y Cuba  
Quito-ECUADOR

87

Sra. Doctora  
Berenice Pólit  
ASESORA LEGAL CEDOC-CUT-  
Flores 846 y Manabí, 5to. piso  
Quito-ECUADOR

Sra. Doña  
Carmen Pasquel B.  
MUNICIPIO DE IBARRA  
Calle Bolívar y García Moreno  
Ibarra-ECUADOR

Sra. Licenciada  
Rosa Placencia Bermeo  
CONTADORA GENERAL  
MUTUALISTA BENALCAZAR  
10 de Agosto y Riofrío  
Quito-ECUADOR

Sra. Doña  
Mercedes Prieto Noguera

Arquitecta  
Evelia Peralta  
Proyectos Especiales  
DIRECCION DE PLANIFICACION  
I. MUNICIPIO DE QUITO  
García Moreno y Chile  
Quito-ECUADOR

Sra. Doña  
Orfidia I. Pastora  
MINISTERIO DE HACIENDA  
Dirección Crédito Público  
Apartado Postal 1942  
Tegucigalpa-HONDURAS

Sra. Doña  
Dolores Padilla  
CIAM  
Pinto 145 y 6 de Diciembre  
Quito-ECUADOR

Sra. Doña  
Berenice Pólit  
Flores 846 y Manabí, 5to.piso  
Ed. CEDOC-CUT  
Quito-ECUADOR

Sr. Doctor  
Blasco Peñaherrera  
Mariano Andrade 299 y P. Herrera  
Quito-ECUADOR

Sra. Doña  
Laura Pavón Jaramillo  
Carlos María Bustamanate 134  
Colonia Morelos  
Toluca-MEXICO

Ilmo. Señor  
José Ignacio Pérez Infante  
SUBSECRETARIO  
Ministerio de Asuntos Sociales  
José Abascal 39  
28071 Madrid-ESPAÑA

Sra. Doña  
Patricia Portocarrero  
Juan Fanning 481  
Miraflores-Lima 1-PERU

Sra. Doña  
María Helena Quiñonez  
FUNDACION CARVAJAL  
Av.2N No.2-22  
Cali-COLOMBIA

Sra. Doña  
María Inés Restrepo de Arango  
DIRECTORA de la Corporación  
"Antioquia Presente"  
Carrera 67, No. 48 D-63  
Medellín-COLOMBIA

Sr. Don  
José Rodríguez Aguirre  
ALCALDE  
Municipalidad de Villa El Salvador  
Lima, PERU

Sra. Doña  
María Lucía Roa de González  
GERENTE DE COMUNICACION  
PROCOMUN  
Carrera 4ta., No. 10-84  
Bogotá-COLOMBIA

23

Sra. Doña  
Lourdes Ramírez Mallis, Ph.D.  
DIRECTOR INTERNATIONAL EDUCATION  
Keene State College  
229 Main Street  
Keene, New Hampshire 03431-4183  
USA

Sr. Don  
Gustavo Riofrío  
DESCO  
Calle León de la Fuente 110  
Lima 27-PERU

Sr. Ingeniero  
Edwin Ripalda  
DIRECTOR  
Plan CIUDAD QUITUMBE  
I. Municipio de Quito  
Venezuela 688  
Quito-ECUADOR

Sra. Doña  
Marjorie Robles  
CONCEJALA  
Municipio de Salinas  
Casilla Postal 093613  
Salinas-ECUADOR

Sra. Doña María Mercedes Resso  
Jefa del Dpto. de Becas  
Universidad Nacional del Comahue  
Dirección de Educación Continua  
Av. Argentina 1400  
8.300 Neuquen-ARGENTINA

Sra. Doña  
Vilma Ramón Quezada  
CONCEJALA  
Municipio de Nabón-Azuay  
Calle Larga 7-121  
Cuenca-ECUADOR

Sra. Doña  
Sandra Ruiz Flores  
FUNDACION NATURA  
Av. América 5653  
Quito-ECUADOR

Sra. Doña  
Lucía Rosero  
CONSORCIO DE MUNICIPIOS DE NAPO  
6 de Diciembre 169 y Pazmiño  
Quito-ECUADOR

Ejfo

Sra. Doña  
Carmen María Ramírez  
Casilla Postal 17-10-71110  
Quito-ECUADOR

Sra. Doña  
Maritza Rebolledo  
Programa "Atención Integral a la Mujer"  
Municipio de Buenaventura  
Edificio CAM, Piso 7  
Buenaventura (Valle)-COLOMBIA

Sra. Doña  
Elaine Rodríguez Funes  
DIRECTORA DE FAMILIA  
Alcaldía de Caracas  
Av. Lacuna, Centro Ejecutivo Miranda, Piso 4  
Caracas-VENEZUELA

Sra. Doña  
Yoy Rodríguez  
FUNDACOMUN  
Casilla Postal 1090  
Chacaíto  
Caracas-VENEZUELA

Sra. Doña  
Lilian Rojas Orellana  
SWISSAID-Proyecto Mujer Cayambe  
Pontevedro y Viscaya  
Quito-ECUADOR

Sr. Abogado  
León Roldós Aguilera  
Córdoba 1004 y P. Icaza  
Of. 101  
Guayaquil-ECUADOR

Sra. Doña  
Lily Rodríguez  
CEPAM  
Ríos 22-38  
Casilla Postal 182-C  
Quito-ECUADOR

Sra. Doña  
América Reinoso  
Casilla Postal 1330  
Quito-ECUADOR

Sra. Arquitecta  
Silvana Ruiz Pozo  
CIUDAD  
Casilla 17-08-8311  
La Gasca 326 y Carvajal  
Quito-ECUADOR

Sra. Doña  
Myriam Rosero Medina  
CENTRO CULTURAL IDENTIDAD  
9 de octubre 1540 y Orellana  
Quito-ECUADOR

Sra. Doña  
Raquel Rodas  
Isla Isabela 1647  
Quito-ECUADOR

Sr. Doctor Alvaro Ruiz Moreno  
SUBSECRETARIO  
Gobierno de Córdoba  
Ministerio de la Función Pública  
Caseros 651, 8o. piso  
5000 Córdoba-ARGENTINA

Sra. Doña  
Ruby Rodríguez  
Av. Las Magnolias 303  
Quito-ECUADOR

Sra. Doña  
María Rosa Rodríguez  
Coruña 1831 y Noboa  
Quito-ECUADOR

Sra. Doña  
Eva Roeckner  
Municipalidad de La Molina  
Av. El Velero 175, La Molina  
Lima-PERU

Sra. Doña  
María Isabel Saad  
SUBSECRETARIA DE CULTURA  
Ministerio de Educación  
Mejía 318  
Quito-ECUADOR

Sr. Don  
Héctor Sanín Angel  
ASESOR GERENCIAL  
Cra.22, No. 85-98  
Edif. DINAMARCA A, Of. 407  
A.A 85460  
Bogotá-COLOMBIA

Sra. Doña  
Mercedes Sarrade  
Lizardo García 193 y Andrés Xaurá  
Quito-ECUADOR

Sr. Don  
Douglas K. Schoeder  
Compañeros de las Américas  
1424 K. St. Nw. 700  
Washington D.C. 20005

Sra. Doña  
Soad Salomon Hode de Facusse  
DIPUTADA  
Congreso Nacional Hondureño  
Apartado 211  
Tegucigalpa-HONDURAS

Sra. Doña  
Paola Sylva Ch.  
CEPP  
Av. Atahualpa 427  
Quito-ECUADOR

Sra. Doña  
Rosa E. Salamanca  
ATI  
Casilla Postal 12070  
Calle 30 No. 3A 24- Piso 3  
Bogotá-COLOMBIA

Sr. Don  
Tomaz Sudra  
HABITAT  
P.O.Box 30030  
Nairobi-KENIA

Sra. Doña  
Bertha Salazar  
CENAD  
Casilla 8043  
Madrid 509 y Ladrón de Guevara  
Quito-ECUADOR

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Sra. Doña  
María Rosario Sampedro  
Dpto. Estudios y Programas  
FEMP  
c/Nuncio, 8  
28005 Madrid-ESPAÑA

Sra. Doña  
Silvia Salgado Andrade  
CONCEJALA  
Municipio de Ibarra  
Bolívar y García Moreno  
Ibarra-ECUADOR

Sra. Doña  
María Salazar de Correa  
Fundación ACCION COMUNITARIA  
Robles 538  
Quito-ECUADOR

Sra. Licenciada  
Mariela Silva Rojas  
CONSTRUYAMOS  
Calle 6 No. 9-11, Piso 2  
Garzón (HUILA), COLOMBIA

Sra. Arquitecta  
Mayumi de Souza Lima  
DIRECTORA  
Empresa Municipal de Urbanización  
Rua San Benito 405, 15 Andar  
01011-Sao Paulo-BRASIL

Sra. Doña  
Cruz Aydée Salcedo de Collazos  
SECRETARIA GENERAL DE LA ALCALDIA  
Palacio Municipal de Cúcuta  
Calle 11, Avs. 4 y 5, Piso 2  
Cúcuta-COLOMBIA

Sra. Doña  
Marisol Sanjinés  
DIRECTORA DE COMUNICACION SOCIAL  
Alcaldía de la Paz  
La Paz-BOLIVIA

Sr. Don  
Vinicio Sandoval  
SAND ASOCIATES  
Grau No. 238  
Quito-ECUADOR

Sra. Licenciada  
Ligia Segovia  
SUB DIRECTORA EJECUTIVA  
Instituto de Fomento Municipal  
INIFOM  
Carretera "La Refinería"  
Managua-NICARAGUA

Sra. Doña  
Sylvia Saakes  
Embajada de los Países Bajos  
Managua-NICARAGUA

Sra. Doña  
María Augusta Sánchez Pérez  
COORDINADORA  
INSTITUTO NACIONAL DE PATRIMONIO  
CULTURAL  
Casilla 551  
Quito-ECUADOR

Sra. Doña  
Fátima de Souza  
IBASE-Trabalhos com mulher.  
Rua Vicente de Souza, 29  
22251 Río de Janeiro/RJ  
BRASIL

Sr. Don  
Maurício Silva  
EDI Banco Mundial  
1818 HSF N.W.  
Washington D.C.20433  
U.S.A.

Sra. Doña  
Teresita Stephanich  
Investigadora en Vivienda  
Cámara Paraguaya de Consultores  
Benjamín Constant 973, Ed. Arasá, piso 8  
Asunción-PARAGUAY

Sra. Doña  
Dagmar Schumacher  
OFICIAL ASISTENTE -UNIFEM-  
Mariscal Foch 265  
Quito-ECUADOR

Sra. Doña  
Carmenza Saldías B.  
A.A. 1641  
Manizales-COLOMBIA

Sra. Doña  
María Argentina Tapia de Velasco  
CONCEJALA  
Convención 188 y García Moreno  
Guaranda-Bolívar-ECUADOR

Sra. Doña  
Concepción Torres de Guerra  
Fundación Friedrich Neumann  
Casilla 17-12-00783  
Quito-ECUADOR

Sra. Doña  
Luzmila de Troya  
Barreto 317 y González Suárez  
Quito-ECUADOR

Sra. Doña  
Rosa María Torres  
ASESORA PRINCIPAL EDUCACION NO FORMAL  
UNICEF House / Education Cluster  
Three United Nations Plaza  
New York, New York 10017  
USA

Sr. Don  
Ramiro Tobar  
SECRETARIO TECNICO  
Comisión Nacional de  
Asentamientos Humanos -CONADE-  
Arenas y Manuel Larrea  
Quito-ECUADOR

Sr. Don  
Víctor Hugo Torres  
FLACSO  
América 4000 y Abelardo Moncayo  
Casilla 17-11-06362  
Quito-ECUADOR

Sra. Doña  
María José Troya  
Coruña 1831 y Noboa  
Quito-ECUADOR

Sra. Doña  
Hilda María Tapia  
DIRECTORA SERVICIOS ADMINISTRATIVOS  
ALCALDIA MUNICIPAL  
Parque 20 de Julio  
Ipiiales-COLOMBIA

96

Sra. Doña  
Lucrecia Tola C.  
Asistente LACUM  
USAID-RHUDO-SA  
Av. Gran Colombia 1573 y  
Queseras del medio.  
Quito-ECUADOR

Sra. Doña  
Ana Tallada  
CEDRO  
Sánchez Cerro No. 2101,  
Jesús María  
Lima 11-PERU

Sra. Licenciada  
Rosario Utreras  
Ed. PROINCO, 1er. piso, Of.201  
Robles y Amazonas esquina  
Quito-ECUADOR

Sra. Doña  
Gloria Germania Valencia Regalado  
CONCEJALA  
Municipio de Zamora  
Diego de Vaca y 24 de Mayo  
Zamora-ECUADOR

Sra. Doña  
Mercedes Lucinda Valverde E.  
CONCEJALA  
Municipio de Zaruma  
Zaruma-ECUADOR

Sra. Doña  
Soledad Valiente  
COMISIONADURIA ASUNTOS INTERNACIONALES  
Alcaldía Municipio Libertador  
Planeamiento Urbano  
Av. Baralt-Edif. La Nacional-Mezzanine  
Caracas-VENEZUELA

Sr. Economista  
César Verduga  
MINISTRO DE GOBIERNO  
Espejo y Benalcázar  
Quito-ECUADOR

Sra. Doña  
Silvia Vega  
COORDINADORA AREA MUJER  
CEPLAES  
6 de Diciembre 2912 y Alpallana  
Quito-ECUADOR

Sra. Doña  
Beatriz Vásquez Fuller  
COMISION INTERAMERICANA DE MUJERES  
San Gregorio 120 y Av. 10 de Agosto  
Quito-ECUADOR

Sra. Doña  
Elsa Velásquez Cortes  
Av. 12, No. 19-79  
Funza-CUNDINAMARCA  
COLOMBIA

Sra. Doña  
Nohora Cecilia Velásquez  
Av. 12, No. 19-79  
Funza-CUNDINAMARCA-  
COLOMBIA

Sra. Doña  
María Vinuesa  
COMADE  
Arenas y Manuel Larrea  
Quito-ECUADOR

Sra. Antropóloga  
Rocío Vaca Buchely  
INSTITUTO DE ESTUDIOS ECUATORIANOS  
Carrión 555 y Juan León Mera  
Casilla 147  
Quito-ECUADOR

Sra. Filósofa  
Jacqueline Villagómez  
Centro de Investigaciones CIUDAD  
La Gasca 326 y Carvajal  
Casilla Postal 17-08-8311  
Quito-ECUADOR

Sra. Doña  
Clarisa Valdés  
Escuela Trabajo Social  
P. UNIVERSIDAD CATOLICA E.  
Casilla Postal 9459  
Quito-ECUADOR

Srta.  
Lieke van de Wiel WME  
IULA-CELCADEL  
Casilla 17-01-1109  
Quito-ECUADOR

Sra. Doña  
Moema Viezzer  
REDE MULHER  
Caixa Postal 1803  
01051-Sao PAulo-SP  
BRASIL

Sra. Doña  
Alexandra Vela  
CORDES  
Suecia 277  
Quito-ECUADOR

Sra. Doña  
Mónica Villagómez de Anderson  
ASESORA LEGAL  
Aso. Nac. de Mutualistas Ecuatorianas  
18 de Septiembre 332 y  
Juan León Mera  
Quito-ECUADOR

Sr. Licenciado  
Marcelo Villamarín

Mrs.  
Saskia Wieringa  
Women in Development  
Institute of Social Studies  
Badhuisweg 251,  
Den Haag-HOLANDA

Sra. Doña  
Roberta (BJ) Warren  
GENESYS Projet Manager  
MANAGEMENT SYSTEMS INTERNATIONAL  
600 Water Street, S.W.NBU 7-7  
Washington, D.C. 20024  
USA

Sra. Doña  
Russela Zapata Zapata  
Centro IDEAS  
Arenales 651  
Distrito Ate Vitarte, LIMA  
PERU

Economista  
Stella Zarama Benavides  
CORPONARIÑO  
Carrera 23 No. 19-10, piso 4  
Casilla postal 14-76  
Pasto, Colombia.

Sra. Doña  
Jesuseth Zabala de Ludeña  
ALCALDESA  
Municipio de Cartago  
Carrera 6a., Calle 8, esquina  
Casilla 093  
Cartago, Valle del Cauca-COLOMBIA

Sra. Doña  
Olga María Zarza  
Of. Coop. Externa y Relaciones  
Internacionales  
MUNICIPALIDAD DE ASUNCION  
Mcal. López y Cptán. Villamayor  
Asunción-PARAGUAY