



THE LEGACY OF INSTRAW IN PROMOTING THE RIGHTS OF WOMEN

A HISTORICAL RECORD OF THE INSTITUTE
BETWEEN 1976 AND 2010



TRAINING CENTRE

United Nations Entity for Gender Equality
and the Empowerment of Women

UN WOMEN IS THE UN ORGANIZATION DEDICATED TO GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN. A GLOBAL CHAMPION FOR WOMEN AND GIRLS, UN WOMEN WAS ESTABLISHED TO ACCELERATE PROGRESS ON MEETING THEIR NEEDS WORLDWIDE.

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

The legacy of INSTRAW in promoting the rights of women. A historical record of the Institute between 1976 and 2010.

UN Women Training Centre






Av. César Nicolás Penson, #102A,
La Esperilla Santo Domingo,
Dominican Republic 10108
Phone: +1 829 954-0000
info.trainingcentre@unwomen.org
Web site: <https://trainingcentre.unwomen.org>

ISBN: 63214-033-3



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ACRONYMS AND ABBREVIATIONS

ACABQ	Advisory Committee on Administrative and Budgetary Questions
BT	Board of Trustees
CAWTAR	Centre of Arab Women for Training and Research
CPC	Committee for Programme and Co-ordination
CSW	Commission on the Status of Women
CWGL	Centre for Women's Global Leadership
DAW	Division for the Advancement of Women
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DIASA	International Drinking Water Supply and Sanitation Decade
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America
ECOSOC	Economic and Social Commission
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organisation of the United Nations
IIAP	International and Ibero-American for Administration and Public Policies
FLACSO	Latin American Faculty of Social Sciences
FP	Focal Points
F/U	Figure unavailable
GA	General Assembly
GAINS	Gender Awareness Information and Networking System
GE	Group of Experts
GEAR	Gender Equality Architecture Reform
GRULAC	Latin American and Caribbean Group
ICAO	International Civil Aviation Organisation
IDB	Inter-American Development Bank
ILO	International Labour Organisation
IN	INSTRAW News
INAMU	National Institute of Women- National Policy on Gender Equality and Equity
INSTRAW	International Research and Training Institute for the Advancement of Women
IOM	International Organisation for Migration
ISDEMU	Salvadoran Institute for the Advancement of Women
JIU	Joint Inspection Unit
MINUSTAH	United Nations Stabilisation Mission in Haiti
N/D	No date
NGO	Non-governmental Organisation
NIEO	New International Economic Order
OSAGI	Office of the Special Advisor on Gender Issues
ODIHR	Office for Democratic Institutions and Human Rights of the Office for Security and Cooperation in Europe

PAHO _____ Pan American Health Organisation
PPD _____ Programa de Prevención y Preparación ante Desastres (Disaster prevention and preparation programme)
PRIGEPP _____ Regional Programme for training in Gender and Public Policy
PROCASUR _____ Corporación Regional Programa de Capacitación en Desarrollo Rural (Regional corporation of the programme for training in rural development)
PROWESS _____ Promotion of the Role of Women in Water and Environmental Sanitation Services
SAIC _____ Spanish Agency for International Cooperation
SAIDC _____ Spanish Agency for International Development Cooperation
SG _____ Secretary-General of the United Nations
SNA _____ System of National Accounts
UN _____ United Nations
UN DESA _____ UN Department of Economic and Social Affairs
UN Women _____ United Nations Organisation dedicated to Gender and the Empowerment of Women
UNCSDHA _____ UN Centre for Social Development and Humanitarian Affairs
UNDP _____ United Nations Development Programme
UNESCO _____ United Nations Educational, Scientific and Cultural Organisation
UNFPA _____ United Nations Population Fund
UN-Habitat _____ United Nations Human Settlements Programme
UNICEF _____ United Nations Children’s Fund
UNIFEM _____ United Nations Development Fund for Women
UNMIL _____ United Nations Mission in Liberia
UNRISD _____ United Nations Research Institute for Social Development
UNSO _____ United Nations Statistical Office, now Statistics Division
UNU _____ United Nations University
USPHR _____ Universal System for the Protection of Human Rights
VITA _____ Vida, Interacción, Trabajo y Ambiente (Life, interaction, work and environment)
WEDO _____ Women’s Environment and Development Organisation
WHO _____ World Health Organisation

PREFACE

This publication, “The legacy of INSTRAW in promoting the rights of women. A historical record of the Institute between 1976 and 2010.” represents an attempt to pay tribute to the story of INSTRAW as well as to the women’s movements and governments which supported it.

Although this was a new departure, there were precedents for the establishment of INSTRAW in the extensive work that had been going on within the United Nations system and the international women’s movement. By clarifying and demonstrating that the inequalities between men and women are a historical and cultural construct, these efforts paved the way to establishing the principle of equality of rights and the need to take action to make this a reality.

The International Research and Training Institute for the Advancement of Women (INSTRAW) was set up in 1976, upon recommendation of the World Conference of the International Women’s Year held in Mexico City in 1975. Its headquarters in Santo Domingo, Dominican Republic, was inaugurated in 1981. The decision taken in 2010, to merge the four entities of the United Nations dedicated to the advancement of women (DAW, OSAGI, UNIFEM and INSTRAW) to create UN Women, entailed restructuring these organisations. As part of this process, in January 2011, the Santo Domingo offices became the UN Women Training Centre. While this new centre was being set up and its functions clarified it was recognised that INSTRAW’s work

needed to be carried over to and highlighted for the new entity in order to capitalise on the Institute’s experience of generating knowledge, good practice and techniques for training.

This publication sets out INSTRAW’s intellectual contribution and outlines its institutional history. It shows that INSTRAW produced high quality research work which remains topical to this day. It also developed a programme of training and dissemination of information to boost equality and women’s understanding. In its last few years the main focus was on research. We hope that this historical account will inspire more research as much still remains to be addressed, looked at in more detail and explored.

In addition, around 600 publications produced in the Institute have been made publicly available by the UN Women Training Centre. These have been organised into an online library and are accessible on the UN Women virtual campus, with the option of carrying out advanced searches and downloading in PDF format at <https://trainingcentre.unwomen.org/mod/data/view.php?id=1880>.

We hope that both this publication and the online library will serve to help record the past history of UN Women and the worldwide struggle by women for their rights. Although it does not claim to be exhaustive it provides an essential starting point for a closer look at the achievements of institutions like INSTRAW, in improving the status of women and girls.



Clemencia Muñoz-Tamayo
UN Women Training Center Director

INTRODUCTION

The United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) was set up in 1976 as an autonomous part of the United Nations (UN) by the Economic and Social Council (ECOSOC). It operated from the city of Santo Domingo, Dominican Republic. Its overall mandate was to help foster the right socio-economic conditions to enable women, and particularly those living in developing countries, to participate fully in development. Training, research and information (compilation and dissemination) were the three components of the Institute's mandate. In January 2011, together with other UN bodies dedicated to advancing the rights of women, INSTRAW was merged into UN Women. The former headquarters of INSTRAW in Santo Domingo became the new entity's Training Centre.

The main rationale for this account is to set out the institutional history of INSTRAW from the time it was set up in 1976 until it was converted into UN Women's Training Centre in 2011.

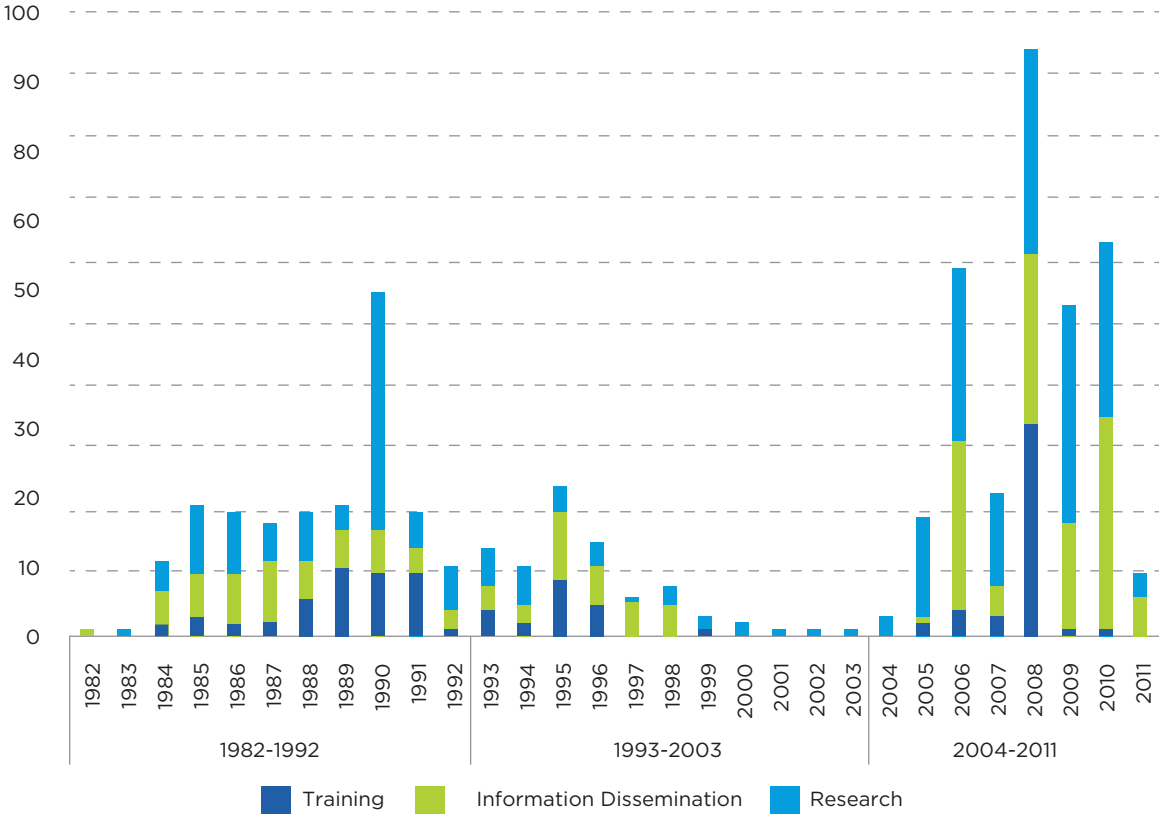
This is not the only attempt at this. Perhaps the main precursors were two INSTRAW evaluation reports, one published in 1991 and the other in 1999. The first was prepared at the request of the governments of Finland, Norway and the Netherlands and was designed to evaluate the performance of INSTRAW (Safilios-Rothschild et al., 1991). This report contained data and information gathered from interviews with the Santo Domingo staff as well as experts in the area of women and development. It also compared the output of the Institute with that of other UN agencies. Given the date of publication, it provides a useful tool for analysing INSTRAW's first decade of work (1982-1992). The second report, drawn up by the UN Joint Inspection Unit (JIU) at the request of ECOSOC, was chiefly intended to analyse the financial and personnel aspects of the Institute (Bouayad-Agha and Hernández, 1999). As in the case of the first report, this is a useful source of information for reconstructing INSTRAW's second decade (1993-2003).

The key question guiding the thrust of our work was whether INSTRAW managed, during its lifetime, to fulfil the mandate it was assigned when it was set up and if so how it achieved this. However, unlike Safilios-Rothschild et al. (1991) and Bouayad-Agha and Hernández (1999), our main aim was not to evaluate the Institute's activities in the light of its objectives. Since the Institute no longer exists, this kind of evaluation would be irrelevant. The aim was rather to highlight the work carried out by INSTRAW, in order to bring out and pass on the wealth of knowledge, good practice and training techniques developed in the past in light of the current objectives of UN Women and, in particular, its Training Centre. In other words, rather than indicating whether or not INSTRAW fulfilled its mandate and how, we concentrated above all on showcasing its legacy and what it has to offer the current struggle for the advancement of women at the international level. One of the consequences of this perspective is that we were particularly interested in the intellectual contribution of INSTRAW in the sphere of research, training and information: we believe that this constitutes the heart of its institutional legacy.

However, the focus of this publication was also influenced by factors beyond our control. At first we tried to include not only the materials the Institute produced but other aspects of its history, such as the financial and staffing situation. INSTRAW's output did not follow a linear trajectory (see Figure 1 and Table 1). Access to resources, both financial and human, was an ongoing problem throughout INSTRAW's lifetime and undoubtedly affected the volume of its output. For long periods of time, lack of resources undermined its capacity to do full justice to the mandate it had been assigned. In contrast, during those years when the Institute had sufficient means to carry out its activities, output soared and INSTRAW was able

to fulfil its mandate. In this respect, the ups and downs of its output were largely influenced by the fluctuations in its income. However, important as these factors are, during our research we realised that the compiled and analysed information did not permit us to go into the same level of detail that we had used in analysing the Institute's output. To address this problem we decided to take INSTRAW's financial and staffing situation into account wherever we could but the reader needs to be aware that this has only been treated in a summary, unsystematic fashion, unlike the analysis of the Institute's published materials.

Figure 1. INSTRAW's output 1982-2011 broken down by the components of its mandate



Source: Author's Figure based on UN Women (2014).
 Note: This Figure covers 610 documents which could be identified by type and year.

Table 1. INSTRAW’s output 1982-2011 broken down by the components of its mandate. Percentages

	1982-1992	1993-2003	2004-2011
Training	47	21	45
Dissemination	74	43	134
Research	79	22	145
Total	200	86	324

Source: Author’s Table based on UN Women (2014).

Note: This Table covers 610 documents which could be identified by type and year.

Apart from the above-mentioned 1991 and 1999 evaluation reports, our documentary analysis focusses exclusively on sources produced by INSTRAW in its main areas of work (research, training and information), between 1980 and 2012.¹ The selection criteria for the sources was that they should be core programmes to which substantial financial and human resources had been devoted. Less prominent publications were also compiled and reviewed but in less detail. The *magazine INSTRAW News* which appeared at regular intervals until 1998, proved especially valuable for analysing the period 1984-1998. The other useful source of information was the UN Yearbooks, which bring together discussions, reports and decisions by the General Assembly (UNGA) and ECOSOC on women and development in general and INSTRAW in particular. These Yearbooks provided the main pointers for our review of the reports presented by the SG, ECOSOC, the INSTRAW Board of Trustees and other UN agencies involved in the Institute’s field of activity. In addition, between September 2013 and November 2014, we carried out six semi-structured interviews (based

on a guide) with people directly involved in the work of the Institute. Because of time constraints we were unable to contact others who could have given evidence about the different stages in the life of INSTRAW; this could be followed up later as a separate exercise. It is therefore important to point out that most of the people interviewed and quoted in this report worked for INSTRAW during the period 2004-2011. Their evidence was of great value in developing precise questions, filling gaps and broadening information. Lastly, a publication that was particularly useful to us in providing an understanding of the overall historical context was *Women, Development and the UN. A Sixty-Year Quest for Equality and Justice* by Devaki Jain (2005), which offers an exhaustive analysis of the inclusion of women and development in the United Nations.

This historical record is divided into four chapters which correspond chronologically to the four phases in the history of the Institute. The first tells the tale of the creation of INSTRAW over the period 1976-1981, in other words, from its foundation to the inception of its activities as an independent entity, recounting the background, nature of its mandate, choice of Santo Domingo for its main offices, its financial and administrative structure

¹ By 2012 INSTRAW had already been merged into UN Women, but some of the publications which appeared between 2010 and 2012 were the result of work programmes initiated by the Institute beforehand so they can be viewed as belonging to the last phase of the Institute’s output.

and its first publications. Once INSTRAW was up and running, its history can roughly speaking be organised by decade, which is how we have set it out in chapters II, III and IV. The second chapter describes the activities carried out by INSTRAW during its first decade (1982-1992), strategies used to achieve its mandate, difficulties which arose and chief results of its work. This is the period when the Institute was gaining momentum and starting to produce publications. The third chapter looks at what we have referred to as INSTRAW in crisis (1993-2003). This describes the nature of

the crisis, factors which influenced it, strategies put into place to try and tackle it and its eventual resolution. The last chapter analyses the period of relaunch or revitalisation of INSTRAW from 2003 onwards, its main results in terms of output, and the merger process which gave birth to UN Women in 2011. Although the Institute's output grew over this period of time, particularly in comparison with preceding years, its activities as a whole became less global as they were focussed more particularly on Latin America and the Caribbean.

CHAPTER I

Creation of INSTRAW
(1976-1981)

Chapter I

Creation of INSTRAW (1976-1981)

Resolution 1998 (LX) of 12 May 1976 appointed the United Nations Economic and Social Council (ECOSOC), as the body to formally establish the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW).

INSTRAW and the United Nations Development Fund for Women (UNIFEM), were the first global institutions to be dedicated to women since the creation in 1946 of the Commission on the Status of Women (CSW). In 1976, when both organisations were set up, INSTRAW and UNIFEM were responding to a two-fold strategy: the Institute would be oriented towards training for the advancement of women while the fund would focus on improving the visibility of its output through the provision of financial and technical support for specific projects (Jain, 2005: 94).² Both organisations were offshoots of the International Women's Year (1975), the first World Conference on Women held in Mexico City the same year and the International Women's Decade (1975-1985), in short, an intense round of activity which took place approximately one year before the ECOSOC Resolution.

This chapter recounts the history of the creation of INSTRAW over the period 1976-1981, covering background, nature of its mandate and initial activities.

² Although the original spur for the creation of INSTRAW was the need to train women, it is clear, as we shall see in the following Chapters, that the Institute focussed largely on two areas: a) the development of research and tools for training and b) changing public policy. In short, it did not focus on the direct training of women.

Social, institutional and academic background

Although this was a new initiative, there were precedents for INSTRAW in the extensive efforts that had been made within the United Nations system to recognise the rights of women. The first precursor was naturally the Universal Declaration of Human Rights which established equality between men and women. Within the institutional structure of the United Nations, ECOSOC had set up CSW in 1946, which became the basis for the subsequent UN bodies dedicated to women.³

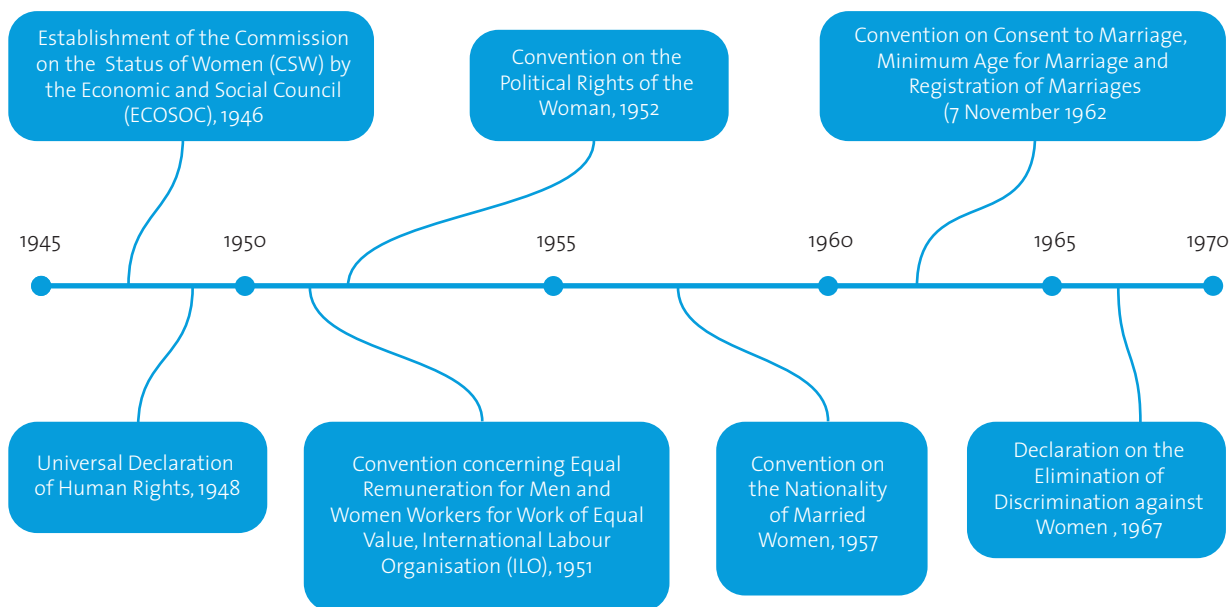
Between the time it was set up and the sixties, CSW played an instrumental part in various international conventions on women's rights, especially but not exclusively those on civil and political rights (see Timeline 1). These include the Convention of the International Labour Organisation (ILO) on Equal Remuneration for Men and Women Workers for Work of Equal Value (29 June 1951); the Convention on the Political Rights of the Woman (20 December 1952); the Convention on the Nationality of Married Women (29 January 1957); the Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages (7 November 1962); and the Declaration on the Elimination of Discrimination against Women (7 November 1967). The latter was a forerunner of the Convention on the Elimination of all Forms of Discrimination against Women adopted on 18 December 1979.

Thus, before the seventies had begun the ground had already been laid within the United Nations for the protection and defence of women's rights.

³ For a brief history of CSW, see: <http://www.unwomen.org/es/csw/brief-history>. Consulted in November 2014.

Timeline 1:

Main International Declarations and Conventions on the rights of women prior to the Mexico Conference: 1945-1967



The sixties and seventies was a period of change within the United Nations. In particular, the first steps were taken towards including the perspective of developing countries. 1960-1970 and 1970-1980 were declared respectively the First and Second Decades of Development, indicating that the theme of development had become part of the international agenda.

The international women's movement had an influence on the UN focus on women and development. As pointed out by Devaki Jain (2005), when women from recently decolonised countries entered the UN they introduced

significant changes in the organisation. Many of them had participated in their country's national liberation and women's movements. The Non-Aligned Movement, which had emerged in 1961 as an alternative to the bipolar world of the Cold War, was instrumental in the 1974 UNGA Declaration which brought into question the gaps which existed between developed and developing countries. This declaration also called for the establishment of a New International Economic Order (NIEO), by means of a Plan of Action, with the aim of fostering development for developing countries (UNYB, 1974: 307). The

Non-Aligned Movement became the favoured political platform for women from the South to generate consensus around their conceptions of development. This experience was decisive in transforming the debates, understanding and priorities of the United Nations, particularly in relation to development. The values of the Non-Aligned countries, women's engagement with the UN, and new ideas on development came together in the International Women's Decade (1976-1985), launched after the Mexico Conference (Jain, 2005: 43-44 and 80-84). Although the efforts undertaken during this ten year stretch did not produce all the changes hoped for, the Decade contributed to the recognition that development planning must include women and – as was to prove important when INSTRAW subsequently emerged- demonstrated the need to compile data and undertake research into the situation of women across the world (Momsen, 2010: 10).

Alongside the conventions championed by CSW, from the sixties onwards, the UNGA and ECOSOC also adopted a series of resolutions stressing the theme of women and development. The following resolutions illustrate this:

- Resolution 1777 (XVII), adopted by the UNGA 7 December 1962. This sought to launch a study leading to a 'unified, long-term' UN programme to promote women in developing countries. (UNGA, 1962b: 33).
- Resolution 961 E II (XXXVI), adopted by ECOSOC on 12 July 1963. This not only indicated the need for women to participate fully in the acceleration of industrialisation in developing countries but also declared the importance of women having the same opportunities as men in terms of accessing education, training and employment in professional and technical fields. (UNYB, 1963: 350).
- Resolution 1920 (XVIII), adopted by the UNGA on 5 December 1963. This referred to the participation of women in national, social and economic development. It underlined the importance of developing human resources to accelerate economic and social progress as well as the need for women to participate fully on the same footing as men (AG, 1963: 43-44).
- Resolution 2542 (XXIV), adopted by the UNGA on 11 December 1969. The Declaration on Social Progress and Development emphasised the importance of defending economic and social rights, decrying the gap between economically advanced and developing countries. In article 1 it pointed out: "All peoples and all human beings, without distinction as to race, colour, sex, language, religion, nationality, ethnic origin, family or social status, or political or other conviction, shall have the right to live in dignity and freedom and to enjoy the fruits of social progress, and should, on their part, contribute to it" (UNGA, 1969).
- Resolution 1513 (XLVIII), adopted unanimously by ECOSOC 28 May 1970. This resolution, devoted to economic rights and opportunities for women, highlighted the fact that the negative consequences of scientific and technological progress imposed a heavier burden on working women, and that training needed to be adjusted to technological progress and the requirements of economic development. On this basis, ECOSOC requested that Member States put into place flexible educational programmes of vocational training, look into the working environment and not cut back the employment of women. It also called on the Secretary General (SG) and the specialised agencies, especially ILO, to continue investigating the repercussions of scientific and technological progress on

women's working conditions. (ECOSOC, 1970: 13-14).

- Resolution 2716 (XXV), adopted by the UNGA on 15 December 1970. This set up what was known as the Programme of Concerted International Action for the Advancement of Women. Amongst the “minimum targets”, which it recommended should be met as far as possible during the Second Development Decade, were the following:
 - Elimination of illiteracy.
 - Equal access to formal education.
 - Equal access to training with a view to achieving full female participation in the economic and social life of their countries.
 - Equal pay for equal work.
 - Increased opportunities for involvement of women in all facets of agricultural development and agricultural services.
 - Health and maternity protection: paid maternity leave, childcare, access to mother and child health services, number of children and birth spacing.
 - Substantial increase in participation of women in public and government life at the local, national and international levels as well as training for such participation (UNGA, 1970: 88-89).⁴

The theme of women and development was ever more present in this set of Resolutions and especially in the Programme of Concerted International Action for the Advancement of Women in 1970. The latter stood out for various reasons. Firstly, it placed the promotion of women in development in a wider perspective: it brought in education, professional training and employment, health and maternity protection, and participation in administration and public life. Secondly, its emphasis on employment, education and health foreshadowed the main themes of the Second World Conference on Women (which was to be held in Copenhagen in 1980). Generally speaking, these years saw an increasing awareness of the need for research into the status of women and growing emphasis on training for development, which would become part of the changed international climate which eventually led to the creation of INSTRAW.

It should be pointed out that 1970 also saw the publication of the influential book by Ester Boserup, *Women's Role in Economic Development* (1970). This was the first book to take a detailed look at the issue of women and development, and it became a key stimulus for subsequent work. Before the seventies, there were two assumptions: one that the process of development affected men and women in the same way and secondly that economic productivity was identified with the monetary economy, which ignored most of the work performed by women, insofar as this was unpaid. Development policies enshrining the so-called ‘wellbeing focus’, which were predominant before Boserup, only addressed women in the context of their roles as wives and mothers, emphasising maternal and infant health policies and fertility reduction. There was an assumption that the benefits of growth would trickle down to impoverished groups, and that poor mothers would thereby benefit from the economic improvement of their spouses. The findings of Boserup undermined the assumptions

⁴ As can be inferred from these Resolutions, at the time it was thought that development and inequality were themes associated predominantly with the southern hemisphere.

of this focus. They showed that women did not always benefit from an increase in family income, were being confined to traditional roles and were experiencing a decline in social status (Momsen, 2010: 11-12).⁵ In due course, Boserup became a member of INSTRAW's first Board of Trustees.

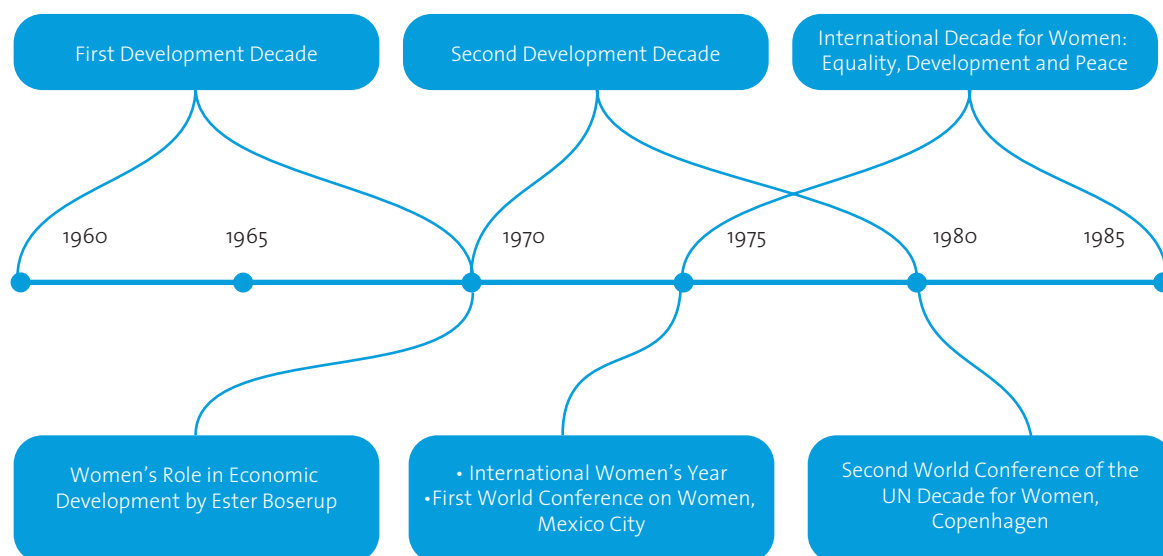
The creation of INSTRAW resulted from grassroots work, carried out by women in different entities in the UN system with the support of the international women's movement. These efforts formed the underpinnings of the women and development agenda. This is also evident in the documents produced by the global Conferences on Human Rights (Teheran, 1968) (SUPDH, 1968),

Population (Bucharest, 1974) and Food (Rome, 1974), in which the role of women was included in the themes discussed. In 1972, approximately two years after the launch of the Programme of Concerted International Action for the Advancement of Women and the publication of Boserup's research, CSW recommended the proclamation of International Women's Year and the holding of an International Conference on Women. Both steps, which were eventually implemented in 1975, provided the first impetus for the creation of an international institute for research and training (see Timeline 2).

⁵ Boserup's work initiated a wider debate on women, gender and development which has lasted until this day. The different approaches have tended to merge into ideas such as the integration of women in economic development; the relationship between development, gender and power; women as agents of social change; the incorporation of the points of view of under-developed countries in the South; the greater effectiveness of interventions which incorporate the gender perspective; social empowerment; and relationships between gender and the environment. For the chronology of the different approaches to gender and development see Momsen (2010: 12-15).

Timeline 2:

Main international events relating to women and development 1960-1985



International Women's Year and the Mexico Conference

The 1975 declaration of International Women's Year and the holding of the Conference in Mexico City served as a catalyst for the various social, institutional and academic movements which had been working away for the promotion of women's rights. The two events also gave rise to the International Decade for Women (1975-1985). These years were decisive in the creation of INSTRAW and its subsequent trajectory.⁶

⁶ Needless to say, the impact of the international context of these years extended far beyond INSTRAW's own history. To give just one example, following the Conference and the objectives set for the International Women's Decade, ECOSOC's regional commissions, including, from 1977 onwards, the Economic Commission for Latin America (ECLAC), incorporated the promotion of women into their programmes and organisational arrangements (González Martínez, n/d: 166).

Both events were part of the wider international debate on development. The results of the First Development Decade had not been encouraging: in general poverty had increased in developing countries and this rise in poverty had a marked impact on women. However, the International Strategy for the Second Development Decade (1970-1980) included women for the first time, calling for them to be fully integrated in the development effort. The above mentioned Programme of Concerted International Action designed for the advancement of women in all sectors, was adopted as part of the objectives set for this new Decade (Jain, 2005: 45).

Because they emphasised development and the status of women in developing countries, the International Women’s Year and the Mexico Conference represented a change of direction in relation to CSW’s earlier work on women’s political and civil rights. The idea that political and civil rights alone do not help achieve equity for women entailed a change of priorities for the United Nations (Jain, 2005: 32). In Jain’s words there was a view within CSW that development “wasn’t really an issue involving women, [...] focussing on economic development would divert the Commission [CSW] from its main objective of ensuring equal rights for women” (Jain, 2005: 35). Minerva Bernardino – a diplomat from the Dominican Republic and one of the four women signatories of the UN Charter in 1945–,⁷ expressed a similar point of view in an interview in 1985:

Women’s political rights are the key which opens the door to other rights. When you enjoy the right to vote and be voted for on an equal footing with men; you are almost there. Now it will be easier to achieve the rest. This was one of the first principles of the Commission on the Status of Women (IN, 1985b: 5).

7 It is worth noting that the Dominican Republic is the birthplace of one of the four women to sign the UN Founding Charter in San Francisco: Minerva Bernardino. At the national level she was a controversial figure as she started her diplomatic career under the dictatorship of Rafael Trujillo, but there is no doubt that she worked for human rights and the promotion of women. When she died in 1998, the New York Times published an obituary highlighting her work alongside Eleanor Roosevelt (United States), Jean McKenzie (New Zealand), Evdokia Uralova (Union of the Soviet Socialist Republics) and Ellen Wilkinson (Great Britain), sent as delegates by their countries to the first GA of the United Nations (1946) and with whom she collaborated in drafting “An open letter to the women of the world”, which called on women to play a more active part in politics and government (Crossette, 1998).

Three international movements came together at the United Nations when 1975 was designated International Women’s Year: the movement for the rights of women, the movement for human rights and the movement against colonisation (Antrobus, 2004). Over the course of the seventies, the United Nations had held or was holding not only the Second Development Decade but other Decades and Conferences on different themes on the international agenda such as Human Rights, Food and Population. In this favourable context, the proposal put forward by the Romanian Delegation to hold an International Women’s Year was accepted by the UNGA in 1972. The proposal had been suggested to CSW by the Women’s International Democratic Federation, introduced in the form of a resolution by women from Eastern and Western Europe and enthusiastically supported by women in North and South America (Jain, 2005: 499).

Once the proposal had been accepted, the International Year and Conference were very quickly organised. The themes for the Conference were to be “Equality, Development and Peace”. This event brought together different stakeholders active within the global movement for women’s rights: government officials, activists and academics. A great opportunity was offered to share ideas and experiences during the official meetings as well as in the ‘Tribune’, the corridors and other informal encounters, which brought together around 8000 participants, 70% of whom were women. The Conference also became a forum for women from countries in the South to challenge the feminist approach advocated by white women from the North and criticise the development model underlying their struggle for gender equity (Momsen, 2010: 13). This meeting of different perspectives and experiences provided the touch paper for the global women’s movement, while also paving the way for a network of contacts between women and organisations worldwide, enabling them to combine efforts and

hold conferences in the future. After the Mexico Conference, governments finally took on board the issue of women as their responsibility but also as a platform for international cooperation and debate (Shahani, 2004: 30).

Before the Conference opened there was a plethora of meetings, research initiatives and reports which were made available to participants and served to push certain themes to the fore. One of these meetings – the most decisive for the future INSTRAW- was a seminar organised as part of the annual meeting of the American Association for the Advancement of Science. It was held the week before the Conference and was attended by 98 women and men from 55 countries. As described by Irene Tinker (who eventually went on to become a member of INSTRAW’s first Board of Trustees):

The impact of the seminar was immediate. Background papers and workshop reports were distributed at both the official UN Conference and the NGO Tribune [...]. Several recommendations of the workshops were incorporated in the World Plan of Action [...]. The seminar made delegates aware of the need for further research on women and they established the [...] Institute (INSTRAW) (Tinker, 2004: 75).

The Conference produced the “Mexico Declaration on the equality of women and their contribution to development and peace” and a Plan of Action. The former indicated the need to transform the economic, political and social status of women. It also underlined the positive effects on development of enhancing the participation of

women in the decision-making process. From this perspective, women constituted an ‘enormous and revolutionary’ potential for economic and social change (UN, 1976: 2-3).

The Mexico Plan of Action established 30 principles. The ones most closely related to the creation of INSTRAW were principles 4, 6 and 8:

- **PRINCIPLE 4:** National non-governmental organizations should contribute to the advancement of women by assisting women to take advantage of their opportunities, by promoting education and information about women’s rights, and by co-operating with their respective Governments.
- **PRINCIPLE 6:** Women, like men, require opportunities for developing their intellectual potential to the maximum. National policies and programmes should therefore provide them with full and equal access to education and training at all levels, while ensuring that such programmes and policies consciously orient them towards new occupations and new roles consistent with their need for self-fulfilment and the needs of national development.
- **PRINCIPLE 8:** All means of communication and information as well as all cultural media should regard as a high priority their responsibility for helping to remove the attitudinal and cultural factors that still inhibit the development of women and for projecting in positive terms the value to society of the assumption by women of changing and expanding roles. (UN, 1976:4).

Reflecting its principles, this Plan of Action recommended the establishment of an international research and training institute for the advancement of women, which went on to become INSTRAW.

Mandate: research, training and information

INSTRAW was formally created under ECOSOC Resolution 1998 (LX) on 12 May 1976. Between 1976 and 1982, three themes dominated the work agenda of those responsible for setting it up (the SG, ECOSOC and the Board of Trustees) The first of these themes was substantive issues such as the purpose and terms of reference of the new Institute, its administrative, technical and financial structure, the creation of INSTRAW's own Board of Trustees and its *modus operandi*. The second was the negotiation of the Host Country Agreement which would ensure the Institute had physical headquarters. Thirdly, once the Board of Trustees had been appointed, there arose the issue of the first activities it would undertake, in compliance with its mandate.

Two main criteria underlay the Mexico Conference arguments for setting up the future INSTRAW. First of all, there was the lack of research, data and information which handicapped the formulation of development programmes and strategies to promote women. Secondly, there was the need to offer women the opportunity of training which was essential if they were to participate more effectively. It was on this basis that the Conference decided to recommend setting up, under the auspices of the United Nations, an international Institute which, in collaboration with other (national, regional and interregional) economic and social research organisations and other UN specialised agencies, would be oriented towards research into and training of women. It would be funded by voluntary contributions. The

Conference itself assigned three main aims to the new Institute:

- Undertake research and dissemination of information as the basis for the formulation of programmes and policies for the effective participation of women.
- Assist in the design of research for the monitoring of changes in the situation of women and the impact on their lives of economic, social and technological changes.
- Develop, adapt and provide training programmes for women, in particular those of the developing countries, which would enable them to undertake national research, to assume leadership roles within their own societies and to increase their earning possibilities (UN, 1976:103).

The work of the organs and actors involved in the setting up of INSTRAW was to take place within the framework set out by the Mexico Conference. One of the key outcomes of this work was a definition of the mandate that the United Nations would grant the new Institute for the promotion of women, that is, to carry out research, training and collection and dissemination of information.

The SG was requested by ECOSOC (ECOSOC Resolution 1959 LIX) to draw up a report on the establishment of the Institute. Following the guidelines of the Mexico Conference, a note by the SG of 13 November 1975 to the thirtieth session of the UNGA, points out the following:

The main aim of the Institute would be to conduct research as well as gather and disseminate information to help understand the interrelationship of

variables which affect the situation of women and can either facilitate or constrain their full participation in the development effort. It could offer leadership in the use of innovative techniques for this endeavour as well as identify the requirements and methods needed to integrate a component on women in all aspects of national policy formulation, planning and programme evaluation AG, 1975: 3).

In the same note, still in relation to the research and information components of the terms of reference, the SG suggested that the work of the Institute should meet the need expressed in the Mexico Plan of Action for an international effort devoted to “preparing] an inventory of social and economic indicators relevant to the analysis of the status of women, establish standards and guidelines for data collection and analysis and boost the exchange of information and dissemination of the findings of research” (AG, 1975: 3). He also suggested that the Institute should be “oriented towards generating conclusions of practical value for governments and other bodies while allowing realistic planning and evaluation of the status of women, the causes and processes of this evolution and the effects in terms of development efforts” (AG, 1975: 3).

In the field of training he stressed the need to pay “special attention to training research staff who may be expected to play important roles in the formulation of policies in their respective countries and in the organisation of research related to the aims of the Institute” (AG, 1975: 3-4). To achieve this he proposed that the Institute should have a small multidisciplinary staff recruited mainly from developing countries. He also suggested that the new Institute should use

advisors to carry out specific tasks and train junior fellows in research and other activities.⁸

The SG called for the convening of a Group of Experts of between five and ten people whose work would be financed by the Fund for International Women’s Year to support the establishment of the Institute, issuing recommendations on various issues (AG, 1975: 4). These included:

1. Purpose and terms of reference.
2. Administrative, technical and financial structure.
3. Establishment of a Board and its *modus operandi*.
4. Finance, based mainly on voluntary contributions from Member States, philanthropic and academic institutions, individuals and others (AG, 1975: 5).

In the opinion of the SG, the discussions by the Group of Experts on substantive themes were to focus on the working programme of the Institute, areas for priority attention and the criteria for selecting research projects. This work would be based on a wide ranging review of the research into women carried out within the United Nations in an attempt to identify existing needs (AG, 1975: 5).

⁸ The size of INSTRAW’s staff was a crucial factor throughout its existence: the Institute was to have a wide mandate involving multiple actors, countries and themes but paradoxically the means at its disposal were often insufficient for it to be able to fully comply with its global mandate.

The Mexico Plan of Action and the SG's recommendations provided input for the work of the Group of Experts which met at the United Nations HQ between 17 and 23 February 1976.⁹ Its recommendations, set out in a Report (Resolution 5822), fleshed out the guidelines already drawn up, including:

1. The Institute's research programme should be designed in such a way as to clarify the situation of women and their status in society, by improving the definitions, categories and concepts used in collecting statistics and other information on women.
2. The Institute should also develop general methodologies as guidelines for planning development and designing research projects.
3. The Institute should encourage other institutions to carry out research into the current and historic status of women in terms of social, economic, political and cultural life or carry out these activities itself.
4. The types of training should include symposia, seminars, on-the-job training and courses of different lengths many of which should be organised in collaboration with regional centres as well as national universities and institutes.
5. Part of the training should take place in relevant organisations of the UN system.

⁹ It has not been possible to identify from the documentation how many people were in the Group of Experts nor who they were and which countries they came from.

6. The Institute should be an autonomous UN body under the supervision of a council or board, whose membership would be drawn up according to the principle of equitable geographical distribution and the particular needs of developing countries.
7. The council or board should establish the general rules of procedure for the Institute, as well as those relating to the review and approval of its work programme and budget and report to ECOSOC.
8. The Institute's funding should be guaranteed for at least three years after it is set up. To do this it is estimated that an initial fund of 3 million dollars will be required (ECOSOC, 1976c: 8-9).

Finally, the Group of Experts expressed the view that the training programmes should be linked to their research programme. This had been implicit in the SG's notes but was set out explicitly in the Report.¹⁰

By means of these documents, ECOSOC laid the groundwork for the creation of INSTRAW. The ECOSOC Resolution provided some important pointers. In the first place, it ensured that there was coherence between the activities which the Institute carried out and those implemented by other United Nations organisations, as well as national and regional centres with similar objectives. In this respect, INSTRAW had to maintain a close relationship with CSW. In the

¹⁰ This aspect is worth mentioning because later on when it became part of the INSTRAW statutes the feedback between the two areas of work (research and training) became INSTRAW's distinctive *modus operandi* and remained so throughout its lifetime, at least to the extent that the resources available permitted it.

second place it paved the way for INSTRAW to work in phases. The first of these would be the compilation of existing material on current research and training needs. This decision turned out to be indispensable in terms of setting the pattern for future work: it made it possible to identify where gaps existed and map out a way forward from the work already completed by other institutions. This provided the model for the work INSTRAW carried out in its early years. Finally, ECOSOC stated that the Institute should be established by 1977.

Headquarters and organisational structure

After the Mexico Conference, the process of setting up INSTRAW went through a phase, under the responsibility of the SG and the Group of Experts supporting him, in which the structure, administration and mandate of the Institute was drawn up. The 1976 ECOSOC Resolution formally establishing INSTRAW, brought together the achievements of this preparatory work and included pointers to ensure the coherence of the Institute's activities and lay down its method of work.

At the same time, parallel negotiations were taking place over the Host Country Agreement which were to produce a decision on INSTRAW's headquarters. The atmosphere in which the Mexico Conference took place was to have an impact not only on the substantive content of the Institute's mandate but also on the choice of its headquarters. The main documents drawn up in Mexico (Declaration and Plan of Action), as well as the subsequent ECOSOC Resolution creating INSTRAW, called for the creation of a NIEO and highlighted the status of women in developing countries. These ideas influenced both the mandate to be assigned to INSTRAW and the choice of a seat for its operations. On the basis

that consolidating the pursuit of research, training and information (compilation and dissemination) in relation to the status of women would tend to focus on women in developing countries, it seemed logical that the new Institute should be based in a country in the South.

Although Austria, Dominican Republic and Tunisia had also shown interest in providing the headquarters for INSTRAW, the country chosen by UNGA Resolution 31/135 (16 December 1976) was Iran. After publication of the ECOSOC Resolution, the SG received Iran's proposal, dated 16 September 1976, to accommodate the INSTRAW HQ in Teheran. In addition to the building for the headquarters, the Iranian government offered to provide administrative and cultural services as well as a library. If accepted, Iran would contribute the sum of one million dollars to launch the Institute. (This would have been the largest donation that INSTRAW received in the early years of its existence) (Afkhami, n/d; ECOSOC, 1976b: 6).

Iran's bid to provide a home for the Institute was no accident. According to Mahnaz Afkhami, then Secretary General of the Women's Organisation of Iran (WOI), the country's delegation, chaired by Princess Ashraf Pahlavi (sister of the Shah of Iran who had served as President of the World Conference on Human Rights in 1968), played a crucial role in formulating the concepts and policies which went on to become part of the Plan of Action adopted by the Mexico Conference the year before. This is how Afkhami describes it:

The consultative committee producing the draft of the world plan of action for the improvement of the status of women was chaired by Princess Ashraf, head of Iran's press delegation to the conference. During the conference in Mexico City,

the main resolutions, which committed member nations, among others, to a Mid-Decade World Conference to monitor national progress and to establish the International Research and Training Institute for the Advancement of Women (INSTRAW), were initiated by Iran. (Afkhami, n/d).¹¹

Against this background, a United Nations delegation, made up of Gloria Scott and Helvi Sipila, two women who played an active part in the Mexico Conference,¹² visited Teheran in 1976 and found both the site and the facilities offered to be adequate (Scott, 2004: 21). Once Teheran had been approved as a location, the next step was to begin negotiating the Host Country Agreement which would cover accommodation, staff, immunities and privileges, donor institutions and other administrative aspects. Agreement was finally reached in May 1978 (ECOSOC, 1978). However, in the middle of the negotiations a socio-political change in Iran resulted in the founding of the Islamic Republic. On 12 January 1979, the Iranian

delegation to the United Nations addressed a verbal note to the SG withdrawing the offer to accommodate INSTRAW.

The process of choosing the headquarters had already been slower than planned by ECOSOC, which had hoped this would be set up no later than 1977 and the withdrawal of Iran's offer further delayed the establishment of the Institute. The work carried out between 1976 and 1979 had come to a sudden halt.

However, by May 1979, ECOSOC had begun to take new steps. On that date, just a few months after the withdrawal of Iran's offer, it recommended that INSTRAW be located in the Dominican Republic, following discussions to evaluate the offers made by Austria and Tunisia (Resolution 1979/11 of 9 May 1979) (ECOSOC, 1979a). The Dominican Government had shown interest back in 1976, at which time it had even looked into the necessary conditions for the building which would house the Institute (UNYB, 1979: 901). But in common with the government of Austria it had not taken its request further because of the Iranian offer. The UNGA finally accepted its candidacy on 17 December 1979 and the Dominican Republic officially became the seat of INSTRAW (Resolution 34/157) (AG, 1979c). The Host Country Agreement with the Dominican Republic was signed 31 March 1981 and approved on 30 September of the same year (Resolution 357, entitled "Agreement and Annex signed Between the Dominican Republic and the United Nations"), that is just over a year after its candidacy was accepted. The Institute was finally inaugurated on 11 August 1983. While this process was still underway INSTRAW had started its activities in New York.

11 WOI, supported by the government of Iran, had built up experience in the field of research into the socio-economic status of women. Some of its work pointed to the interrelationship between the improvement of women's status and the enhancement of their own situation, and that of their family and society. (Afkhami, n/d). In addition, Princess Pahlavi, who was representing her country's delegation at the World Conference on Human Rights held in Teheran in 1968, was elected president of the Conference. One of the Resolutions of this Conference (no. IX) pressed for the establishment of programmes to allow women to contribute to national development, through the promotion of vocational guidance, professional training at all levels and in all educational programmes, to ensure full participation in economic life. (UNYB, 1968: 643).

12 Gloria Scott was a pioneer of social planning and also the first Director of the World Bank Programme for Women. As part of the preparations for the Mexico Conference she took on the responsibility of organising regional seminars. Helvi Sipila was the first woman to be appointed Assistant-Secretary General, the role she had when she organised the Mexico Conference.



In view of the delay in the process of establishing INSTRAW, ECOSOC also made some alterations to its timetable for work on the organisational structure. At first, ECOSOC had felt it would be necessary to reach a Host Country Agreement before deciding on INSTRAW's HQ and only appoint members of the Board of Trustees and the Director later on. However, faced with the Iranian withdrawal, the organizational transactions were carried on in parallel with negotiation of the choice of HQ. As a result, the new Institute had an organizational structure before it had a base. The SG chose the members of the first Board of Trustees before the Host Country Agreement with the Dominican Republic was signed (see Timeline 3). Decision 1979/58 of 2 August 1979, seven months after the Iranian withdrawal and

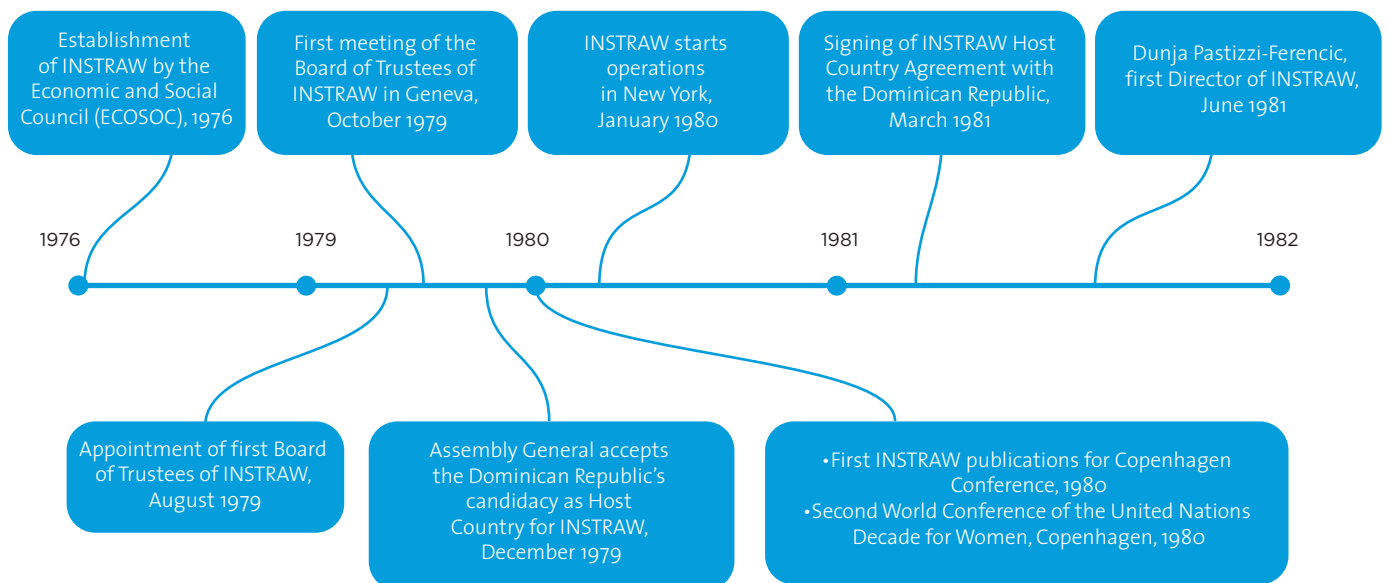
four months before the Dominican bid had been accepted, listed the following people as members of the Board of Trustees:

1. Bano, Gulzar (Pakistan).
2. Boserup, Ester (Denmark).
3. Devaud, Marcelle (France).
4. Espín de Castro, Vilma (Cuba).
5. Esquea-Guerrero, Emmanuel T. (Dominican Republic).
6. Hussein, Aziza (Egypt).
7. Monze, Lily (Zambia).

8. Takahashi, Nobuko (Japan).
9. Tinker, Irene (United States of America).
10. Tomšič Vida (Yugoslavia) (ECOSOC, 1979b: 29).

Timeline 3:

Creation of INSTRAW: 1976-1981



However, the appointment of the first INSTRAW Director was to take place after the agreement with the Dominican Republic. In June 1981 Dunja Pastizzi-Ferencic was appointed first Director of INSTRAW.

INSTRAW's first meetings, activities and publications, carried out with the initial funding and members of staff, took place before the Institute had a formal home. The Board of Trustees

first met in Geneva between 22 and 26 October 1979 and produced the "Programme of Work for the Biennium 1980-1981". The priorities set out in this programme included INSTRAW's potential contribution to the Second World Conference on Women due to take place in Copenhagen in July 1980. As was pointed out in the SG's report of 3 March 1980 (A/35/94), the Programme of Work outlined the following tasks:

1. Comprehensive survey of existing data and research activities carried out within the United Nations system and in international, regional and national institutions on women to identify gaps in knowledge for further research. Publication of the preliminary results of the survey and a report to the Institute's Board of Trustees recommending activities to be pursued by the Research Section.
2. Inventory of ongoing training activities for women within and outside the United Nations system, in order to identify areas where further effort is needed. Publication of the preliminary results of this inventory and a report to the Institute's Board of Trustees recommending activities to be pursued by the Training Section.
3. Publication of two booklets on i) selected successful national machineries for the advancement of women and ii) selected activities achieved by women.
4. Publication of an information bulletin on the Institute (UNGA, 1980:2).

First INSTRAW publications

INSTRAW began work in January 1980 in New York, with the newly appointed Board of Trustees chaired by president, Delphine Tsanga, and produced three publications before the year was up. The first two were on research and training, namely "Research on Women: An Inventory of United Nations Sponsored Activities" and "Training for Women. An

Inventory of United Nations Sponsored Activities". These two publications launched INSTRAW's catalogue of publications.

These materials were designed to support the activities of the Copenhagen Conference. They were the first publications to be produced by the new Institute and served as the Institute's calling card at the Conference. The documents were a compilation of the research and training projects related to women in developing countries which were then being carried out under the auspices of the United Nations (discounting research projects which had already been published or training activities which had been concluded). Within this framework, the objective was to move towards "state of the art" projects in both areas, with the principle that these "directories" or "inventories" should be regularly brought up to date in the future. It was originally intended that the research would include activities undertaken both inside and outside the UN system. The narrow margin of time between the launch of the Institute (January 1980) and the holding of the Conference (July 1980) made it impossible to meet this objective. However, within the space of just six months, INSTRAW managed to contribute towards the activities of the Conference with its first published material.

Reflecting the Copenhagen agenda, the first pieces of work focussed on employment, health and education. This approach was in line with the UNGA resolution (33/185 of 29 January 1979) which recommended that the sub theme "Employment, Health and Education" be adopted with emphasis on the drawing up of plans designed to involve women in development (UNGA. 1979a; UNYB, 1980: 899).

In addition to covering the themes championed by the Conference, the inventory of research projects included a section on the theme of

the “status of women” (legal status, situation within the family and society and integration into the development process) and another on “multidisciplinary studies” (studies which dealt with topics such as employment, health and education simultaneously). Its general objective was to “help to improve information [...] on research into the status of women, how often such research is carried out and its geographical distribution, and provide more information on the UN bodies which participate in this research” (INSTRAW, 1980: 8). It divided developing countries into the regions of Africa, Asia and the Pacific, Latin America and Western Asia and also had a section on Interregional studies. To compile and organise the information INSTRAW wrote letters to the UN bodies asking for information, which it complemented with material from other sources. A total of 437 current research projects were identified, with UNESCO, ILO and FAO as the three organisations undertaking the largest number of projects.

In its conclusions, the study on research activities indicated a few possible directions for future research by UN agencies, in particular the recently created INSTRAW. The research projects considered focused on employment, the status of rural women, nutrition, family health and the relationship between the fertility of women in developing countries and other aspects of their social situation (social status, professional activities, income, level of education). In general, research was focussed on the status of women in the rural environment, ignoring the work of women in industry, commercial activities and the specific skills of female work. The publication then made this comment: “it might be interesting to investigate the role women do and could play today in environmental protection, in the introduction of techniques to conserve energy and in the development of renewable resources.”

A total of 437 current research projects were identified, with UNESCO, ILO and FAO as the three organisations undertaking the largest number of projects.

(INSTRAW, 1980: 22).¹³ In terms of women’s overall health the main issues were birth control and child spacing, rather than the health of the women themselves. In relation to education it stated that: “it is “surprising how few studies deal specifically with the professional training of women. We feel this issue should be pursued further since professional training is one of the main means of enabling women to participate in development” (INSTRAW, 1980: 22). It was important to underline this last point, because, amongst other things, the new Institute was to view the training of women as one of the essential strands of its mandate. Finally, it also observed “the very small number of studies on the status of women in decision-making bodies” (INSTRAW, 1980: 23) and called for case studies to be carried out of women in political parties, public administration, planning organisations, pressure groups, and other bodies involving political participation. “This type of study –the document stated– would help to clarify the areas in which action is needed to enable women to fully participate in the development effort” (INSTRAW, 1980: 23).¹⁴

The study on training activities was prepared by writing official letters to UN bodies and agencies as well as through direct consultation. As in the case of the research inventory, a compilation was made of training projects currently being

13 We are underlining this aside from the research inventory because the theme of energy became one of INSTRAW’s core programmes in its first decade (1982-1992), as we shall show in the following Chapter.

14 Women’s political participation only became one of INSTRAW’s programmes in 2003-2010, that is towards the end of its lifetime, and even then it was focused on the local level. However, as we show in Chapter IV there was a large amount of published material at this level.

undertaken in developing countries. In addition to the three main categories (employment, health and education), the study added a fourth: “multifaceted training activities”, that is, projects which included more than one of the analysed categories. They divided the information received according to the type of project (university, professional, non-professional, short term) and developing region (Africa, Asia and the Pacific, Latin America, Western Asia and Interregional). A total of 400 training projects directed specifically at women in developing countries were identified. The bodies responsible for most activities were UNICEF and WHO, followed by FAO, UNDP and ILO.¹⁵

The inventory of existing training programmes showed very few programmes at the university level. The most common type of programme was in the non-professional sector (chiefly adult literacy, general training, basic and extension courses, training to improve household and family-related skills) and in the occupational sector (that is, training in specific activities that produce an income). In terms of employment, approximately 70% of projects were concentrated in rural areas or included an aspect of rural development. These were thus specific extension courses involving a low level of technical knowledge. Less than 5% of the projects provided technical training. Out of all the projects listed, 28% were devoted to health, which meant it was a priority area. However, nearly all focused on family planning, where training was at an intermediate, rather than high, level. There were very few projects on public health and the environment. In terms of education (including community development, political participation and teacher training), it emerged that this was the category which was most neglected by the UN agencies and that UNICEF was responsible for practically everything that was being done.

15 Although this varied from project to project, it often happened that more than one body would participate in an activity, as occurred in the research projects.

In its conclusions, the INSTRAW study underlined that organisations “prefer to sponsor training projects which are concrete, usually action-oriented” (INSTRAW, 1980: 15) and drew attention to the lack of training for political participation. The United Nations training activities were mainly directed at income-generating activities (particularly in rural areas), health, nutrition and family planning. There was a dearth of programmes in the areas of extension, science and technology (especially applied and intermediate), at university level and as a form of technical cooperation between developing countries.

The third study produced by INSTRAW was also closely linked to the Copenhagen preparatory activities. One of the Conference’s objectives was to review and evaluate the achievement of the minimum objectives set in the Mexico Plan of Action five years earlier. As a contribution to this evaluation, INSTRAW prepared the booklet “National Mechanisms for the Advancement of Women: Selected Case Studies (INSTRAW, 1980c). The establishment of multidisciplinary and multi-sectoral national mechanisms for the advancement of women (ministries; agencies; departments or divisions; commissions, committees or councils; political bodies or non-governmental organisations), was one of the minimum objectives set by the Mexico Conference. With the underlying objective that these mechanisms should help integrate women in the political, social, and economic life of their countries, the INSTRAW study described the structure and function of the mechanisms set up before and after 1975. On the basis of a small selection of case studies, which they ensured were regionally representative: Argentina, Bangladesh, Canada, Côte d’Ivoire, Cuba, Denmark, Egypt, Ghana, Hungary, India, Jamaica, Kenya, New Guinea, New Zealand, Poland, Seychelles, USSR, the aim was to describe the roles, objectives, composition and results of these mechanisms

within their political and social context. To do this, INSTRAW not only reviewed the different countries' published and unpublished documents but it made direct contact with national bodies or Governments, to whom it sent a questionnaire in February 1980 specifically designed to "generate a comprehensive and dynamic description of the roles and characteristics" of the selected entities (INSTRAW, 1990: 7). The study made use of preliminary data produced by the United Nations Centre for Social Development and Humanitarian Affairs (UNCSDHA). A total of 140 national mechanisms were found throughout the world and a directory or inventory was drawn up by region, in addition to the case studies.

After the Copenhagen Conference, INSTRAW's work gained new momentum with the signing of the Host Country agreement with the Dominican Republic and the appointment of Dunja Pastizzi-Ferencic as Director.

CHAPTER II

INSTRAW becomes
established (1982-1992)

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Once it had been set up in the Dominican Republic in 1983 under its first Director, Dunja Pastizzi-Ferencic, with input from activists, professionals and academics from all over the world, INSTRAW began work as a global institution. The initial period of consolidation lasted from 1982 to 1992. This chapter gives an account of the activities that took place during this first decade, the strategies it applied to carry out the mandate it had been assigned (research, training and information), the obstacles it encountered and its key accomplishments.

Status of INSTRAW when work got under way in Santo Domingo

The inauguration of the INSTRAW headquarters in Santo Domingo was covered in the press. A ceremony was held on 11 August 1983 at 10:30 am, in the building at number 102 A calle César Nicolás Penson, renovated and refurbished for its new role, in the presence of public figures such as the Minister for Foreign Affairs, José A. Vega Imbert, representing the Dominican Government; Enrique Iglesias, Assistant to the United Nations SG (Javier Pérez de Cuéllar); Dunja Pastizzi-Ferencic, Director of INSTRAW; Delfine Tsanga, president of the Institute's Board of Trustees. The importance of the event was underlined: "The Dominican Republic will be the third country in America to act as host to an agency of this kind. The other countries on the continent are: Canada, with the International Civil Aviation Organisation (ICAO), the United States with the United Nations Children's Fund (UNICEF),

the World Bank, the International Monetary Fund, UNDP and the United Nations Secretariat" (UN Women, n/d).

The formal launch of INSTRAW's activities was an important moment for the Dominican Republic. At the official opening ceremony, Minister Vega gave a short speech in which he first singled out the important part played by the Dominican Republic's First Lady, Asela Mera de Jorge Blanco, in the establishment of INSTRAW in Santo Domingo. He then went on to refer to the significance of the future work of the Institute for the Dominican Government, in the following statement:

More than a poetic inspiration, more than a combination of decency, innocence and fragility, more than a symbol of beauty or merely a means of procreation, a woman is a complete human being whose significance goes back to the origins of mankind. She has the same potential capacity as a man and together with him should play an active and dignified role, not only in creating life and supporting the family but in the development and improvement of nations (UN Women, 1983: 1-2).

After this, the Minister stressed how the creation of the Institute echoed the interests of the Government he was representing in the ceremony.

This had already set up a Department for the Promotion of Women because of its commitment to this goal. He concluded by praising the personal efforts of Emmanuel Esquea, Legal Adviser to the Head of the Executive, whose work had ensured that the establishment of INSTRAW in Santo Domingo had that day become reality.¹⁶

Under the Host Country Agreement between the United Nations and the Dominican Government, the latter assumed direct responsibility for the smooth functioning of INSTRAW. “The Government” –according to the Host Country Agreement– “shall provide at its own expense adequate premises and space for the Institute” (Art. 1). It handed over 1800 square metres of land and a building with annex jointly covering 890 square metres (GO, 1981: 717). This consisted of a space for offices (13 separate enclosed offices for the Director, Deputy Director, professional staff and consultants, as well as an open office space for secretarial staff) and other spaces: a conference room (equipped to provide simultaneous interpretation into three languages), two small meeting rooms, a library, a reception area, a staff lounge, an exhibition area, a documents reproduction area, storage areas, corridors and hallways, stairways and toilets.

The Dominican Government undertook to “at its own expense furnish, equip and maintain in good repair and make any necessary structural alterations to the premises and space which it provides to the Institute in a manner adequate to the efficient functioning of the Institute” (Art. 2, paragraph 1). Furthermore, “The Government shall make an annual contribution in local currency to the United Nations Trust Fund for the Institute as the Government’s share of the expenses of the Institute, in an amount agreed upon annually between the United Nations and the Government”

(Art. 2, paragraph 2). The INSTRAW staff would have the privileges and immunities set out in international agreements (Art. 4), the spaces would be inviolable and would be subject to the authority of the United Nations (Art. 4, paragraph 5), and the Dominican Government would provide police protection for the safety and tranquillity of the premises of the Institute (Art. 6, paragraph 1).

Once it started operating in Santo Domingo, INSTRAW was accountable to the Board of Trustees, composed of 11 members, proposed and appointed by ECOSOC (according to the principle of equitable geographical distribution), who would serve in their individual capacities for a term of three years (eligible for reappointment for a further term). They were joined on the Board by the following ex officio members (without a right to vote): a representative of the SG, the Director of the Institute (whose appointment was made by the SG, after consultation with the Board), representatives of each of the ECOSOC regional commissions and a representative of the Dominican Republic as Host Country. The role of the Board included: a) formulating principles, policies and guidelines; b) studying and approving the work programmes submitted to it by the Director; and c) considering methods for enhancing the financial resources of the Institute (INSTRAW, 1990: 4-5).

Under the leadership of Pastizzi-Ferencic (June 1981 to June 1990, the longest term served by any INSTRAW Director), the basis was laid for the first decade of the Institute’s work. The Board and Director together drew up a strategy. To comply with the mandate they developed a methodology for work centred on three main elements: 1) establishment of a close link between research and training; 2) forging of alliances with organisations both inside and outside the United Nations system, networking and establishment of focal points; and 3) showcasing of its results with the aim of influencing development planning and policy decisions.

16 As pointed out in Chapter I, Emmanuel Esquea, of the Dominican Republic was a member of the first INSTRAW Board of Trustees.

This methodology was closely linked to INSTRAW's Statutes, which had been submitted for consideration by the UNGA on 26 September 1984 (A/39/511) and subsequently approved. The functions of the Institute – which were to be implemented in conjunction with any related intergovernmental, governmental and non-governmental efforts – echoed the recommendations of the Mexico Conference:

- a. To conduct research and studies which would enhance the effective integration and mobilization of women in development; the research and studies programmes of the Institute, including, in particular, action-oriented ones, shall give particular attention to the problems facing women in developing countries and to the integration of women in the formulation, design and implementation of development activities at all levels;
- b. To establish training programmes, including a fellowship programme and advisory services, through which the Institute shall endeavour to raise awareness on issues concerning women and development and shall strive to achieve equal participation of women in all aspects of economic and social development and to increase the opportunities for women to acquire new skills in order to meet the challenges of rapid change in today's society;

- c. To establish and maintain a system of information, documentation and communications so as to enable the Institute to respond to the need for disseminating information worldwide on women's issues (INSTRAW, 1990: 2-3).

However, the impact of the INSTRAW programmes largely depended on the possibility of establishing alliances with other institutions, the presence of staff with experience in the various areas of work, and finance.

Alliances with other institutions were provided for in the Statutes. In this context, article VIII pointed out:

1. The Institute shall develop arrangements for active and close co-operation with the specialized and related agencies of the United Nations as well as with other organs, programmes and institutions within the United Nations system.
2. The Institute shall endeavour to develop arrangements for co-operation with other organizations or institutions involved in training and research activities which are relevant to the work of the Institute and which may be of assistance to the Institute in the performance of its functions (INSTRAW, 1990:12).

In terms of staffing, in addition to the INSTRAW 'officers', there was another group which included: 1) senior fellows (a limited number of individuals who were especially qualified in the INSTRAW areas of work, designated by the

Director in agreement with the Board and the SG, who served the Institute for periods not longer than one year); 2) junior fellows (the Institute was to have an ongoing programme of fellowships, which would be awarded according to the financial provisions of the Institute's programme budget; 3) consultants (people who contributed to the analysis and planning of the Institute's activities or worked on special assignments in connection with the Institute's programmes); 4) correspondents or focal points in other countries or regions (staff who helped maintain contacts with other institutions and carried out or advised on studies or research) (INSTRAW, 1990: 8-9).

As set out in article VI of the Statutes, finance was entirely dependent on voluntary contributions: "The activities of the Institute shall be funded by voluntary contributions from States, inter-governmental and non-governmental organizations, foundations and private sources." (INSTRAW, 1990: 10). This arrangement meant that the securing of financial resources to carry out its programmes remained a perennial problem for INSTRAW.¹⁷

The results of the Institute's work were less visible in the short term than the results of projects implemented by, for example, UNIFEM, founded by the UNGA the same year as INSTRAW. This was disheartening for donor institutions and had an impact on the volume of INSTRAW's annual output.

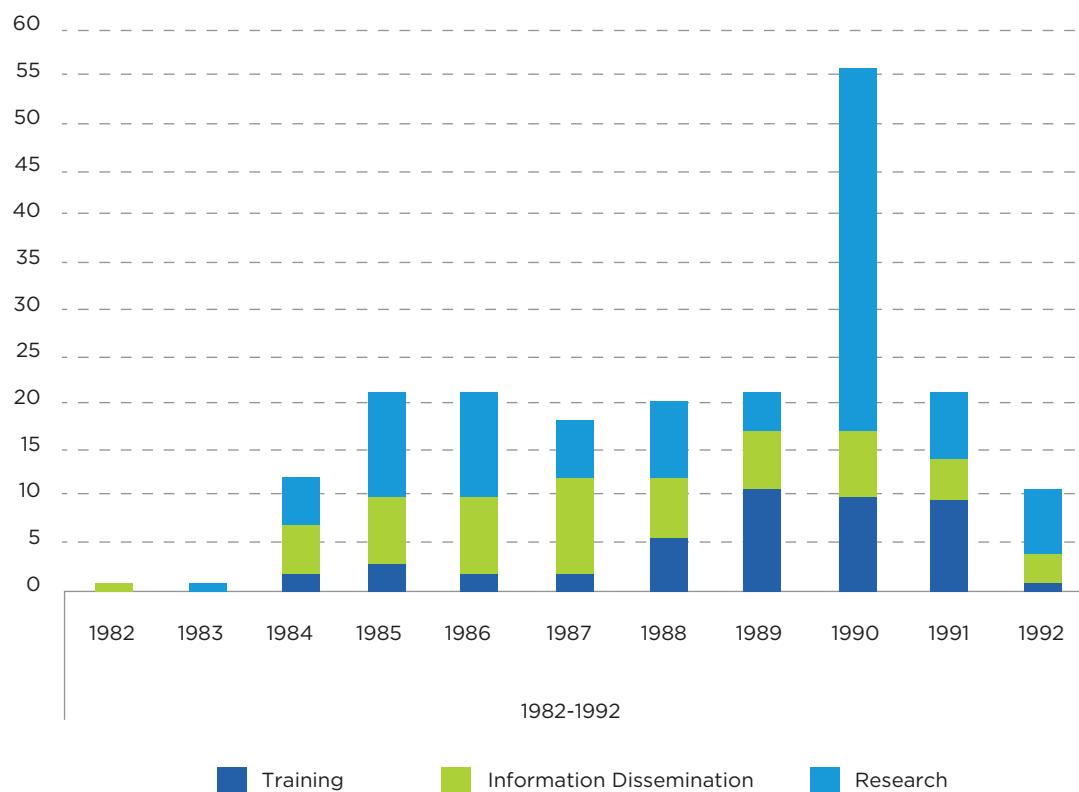
To give an example, in 1986 INSTRAW produced around 200 documents (including research, bulletins, magazines, flyers, posters, reports of meetings, seminars and training sessions) (see Figure 2). At the beginning of the same year, UNIFEM had 260 activities under way and received 181 proposals for new projects, of which its Consultative Committee recommended approval of 21 (UNYB, 1986: 795). The financial contributions received by the two institutions that year show a considerable gulf: while INSTRAW received 575,583 US dollars, UNIFEM managed to raise 4.9 million.¹⁸ Tinker has this to say about the Institute's financial situation:

Because raising funds for research is less compelling than assisting poor women, INSTRAW has struggled to find its place in the UN hierarchy, despite the fact that it is the only women's organisation with a seat in the General Assembly (Tinker, 2004: 74).

¹⁷ This is of necessity a brief account of the finance and staffing situation because the sources consulted did not enable us to give more detail. However, we have provided as much information as possible within the scope of this record.

¹⁸ As these are the data for a single year they are obviously not representative and cannot be used to compare the financial situation of INSTRAW and UNIFEM throughout the lifetime of both organisations. In Chapters III and IV we look at the issue of INSTRAW's funding in later years.

Figure 2. INSTRAW’s output 1982-1992 broken down by the components of its mandate



Source: Author’s Figure based on UN Women (2014).

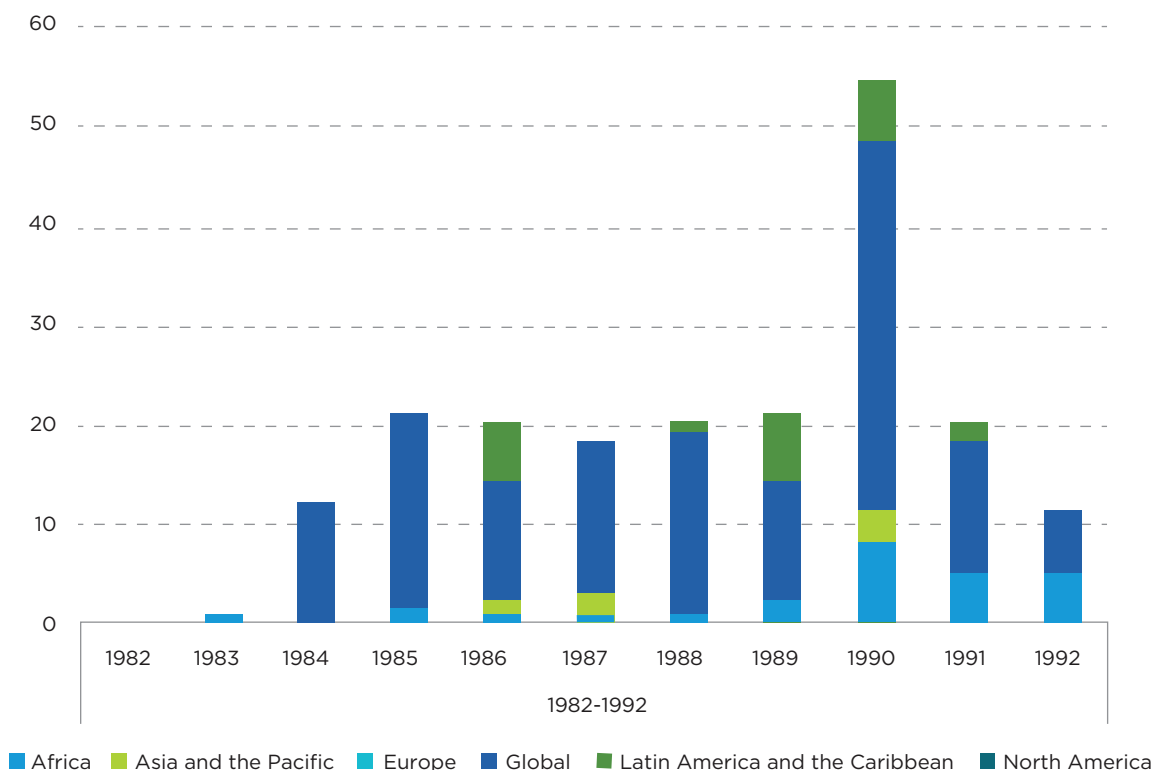
Note: This Figure covers 200 documents from this period which could be identified by type and year.

However, if we look at the content of the output, an argument could be made that, despite budgetary limitations, over the period 1982-1992 INSTRAW was, to a certain extent, able to draw on its status as the only entity in the United Nations with a mandate focused on research and training for women. Information gathering on the status of women was still at an early stage at the global level, as was the incorporation of the gender perspective into the plans and programmes of the UN system (see Figure 3). This meant less competition for financial resources. In addition, the

success of some of the early programmes carried out by INSTRAW after the Copenhagen Conference (1980), particularly Statistics, Indicators and Data as well as Water and Sanitation, helped maintain the flow of financial pledges during the eighties.¹⁹

¹⁹ More detail on these programmes can be found later in this Chapter

Figure 3. INSTRAW’s output 1982-1992 by region



Source: Author’s Figure based on UN Women (2014).

Note: This Figure covers 198 documents from this period which could be identified by type and year.

INSTRAW’s research, training and information goals

As we explained in Chapter I, INSTRAW’s first two publications were directories of the programmes and work under way within the UN system relating to research into and training of women. After identifying gaps in the subject area the Institute helped by both filling these gaps with new research, concepts and methodologies and by initiating training on women and development for planners, development professionals and grassroots

organisations. Although we cannot establish a direct relationship between the inventories published on research and training in 1980 and INSTRAW’s programme of work between 1982 and 1992, there are at least two connecting threads: a) the need to look beyond the rural sphere when considering the economic participation of women and b) the role of women in relation to energy and the environment.

In 1985, after it had been in operation for two years in its Santo Domingo headquarters, INSTRAW defined the main aim of its programmes of research, training and information as “ensuring that constant attention is paid to the integration

of women at all levels of development activity” (INSTRAW, 1985a: 3). Initially, the Institute had stressed the collection of data but as the years of the first International Women’s Decade went by and various pieces of research pointed in this direction, the training dimension began to take priority, bearing in mind the “pressing needs of developing countries in this area” (INSTRAW, 1985a: 3), although not at the expense of the research element. This began to be reflected in the volume of training materials being produced in the period 1988-1991 (see Figure 2).

The way INSTRAW conceived its own mandate in the areas of research, training and information was fundamental to the way its output grew.²⁰

Research

Although the bulk of INSTRAW’s work during the 1980s involved training, a fundamental underpinning of the Institute’s approach was the need to forge a strong link between training and research. Research was also a mechanism for compiling new data, generating proposals for policy makers and development professionals, and developing training materials. An article in INSTRAW News of 1986 had this to say:

Research is the building block of education since it directs the content of what is taught [...] In a world in which social change is increasingly planned, research and teaching play an important role in describing and understanding the reality to be changed [...] In this sense, Women’s

Studies are particularly relevant, because they contribute not only to the reconstruction of knowledge, but also to the construction of a new social order where women will have the place and importance they deserve. IN, 1986b: 14-15).

The study on “The Importance of Research and Training to the Integration of Women in Development”, published in 1985, described the nature of the Institute’s work in relation to development and the advancement of women as follows:

Due to the fact that understanding is a necessary condition for action, results can stimulate activities which would otherwise not be taken on, which means there is an instrumental link between the existing wealth of knowledge and a practical course of necessary action. One of the activities which can be generated by results is training. Training can be defined as a tool or strategy for ‘selective invention’, for the development of human resources to meet the challenges of a constantly changing environment [...] Both research efforts and training efforts are particularly relevant in terms of the integration of women in development as they offer pragmatic and constructive solutions for the incorporation of women [...] Training offers a dynamic tool which is particularly appropriate for women as a means of boosting their level of participation in development efforts, whilst they improve their opportunities for independence. (Marei, 1985: 5-6).

²⁰ In the following synopsis we shall explain how INSTRAW used specific programmes of work, to promote these general goals. Here, we only show how the mandate was conceived, not how it was implemented.

INSTRAW saw research as a component which drove the training process: “Research is required at all stages of the training process to evaluate needs and collect relevant data and information from the local population in order to design strategies and materials for training as well as for monitoring and evaluation” (INSTRAW, 1985a: 7). The underlying idea was that training courses would be linked to research programmes, ensuring that training was robust (since it was research-based) and research would become practical or applied in nature. The principle that research and training should proceed hand in hand became INSTRAW’s distinctive *modus operandi*.

Training

In 1985, INSTRAW outlined the objectives and features which would guide its training programmes. First of all, the training of women would have to be offered at all levels to boost employability and therefore ensure more equity in the development process. Secondly, training strategies would have to be sufficiently flexible to accommodate different situations and groups of women. Thirdly, in light of the speed of social change, it would be necessary to: a) take into account the impact of change on every aspect of women’s lives by adopting an inclusive view of development; b) design training programmes adapted to national development policies; c) ensure women had access to new work-based technology and training in order to update their skills and develop alternative sources of livelihood; d) establish ongoing communication between planners, policy makers, trainers and those at whom the programmes were aimed; e) give guidance as to methods of assessing and evaluating the adequacy of training methods (INSTRAW, 1985a: 5 and following).

“Research is required at all stages of the training process to evaluate needs and collect relevant data and information from the local population in order to design strategies and materials for training as well as for monitoring and evaluation” (INSTRAW, 1985a: 7).

In terms of approach, the Institute adopted a participant-centred focus which meant that trainers became just “facilitators” of the process of learning. Thus, formal classes gave way to what were then referred to as “new training techniques”, such as case studies, role play, dramatization, storytelling, music etc. (INSTRAW, 1985a: 7). At the same time, on-the-job training was encouraged since it could be adapted to local conditions; the same applied to making use of the infrastructure and human resources of the communities involved (INSTRAW, 1985a: 6). There was a balance to be sought between working with local organisations which facilitated logistics and using staff with experience and sensitivity to local conditions and the necessary perspective to design more effective training strategies.

A tool commonly used by INSTRAW was modular training packages which could be adapted for different audiences. The package would be made up of units and could be used as a whole or in part, depending on the needs of facilitators and audience. The learning process made use of audio-visual materials and group activities to resolve day to day problems. Lastly, individuals were trained to be trainers to produce a multiplier effect and save money.

In 1993, INSTRAW published the Portfolio on Gender Training, one of whose modules describes the Gender Sensitive Training Strategies (INSTRAW, 1993a). This used the “investigative or discovery approach” of feminist teaching (based on the theory that “the personal is political”). According

to this document, “the student takes charge of his or her own learning, whilst the main role of the instructor is to facilitate this process” (INSTRAW, 1993a: 8).

Information: compilation and dissemination

The research and training components were reinforced by the programme of compilation and dissemination of information, whose main tool was the biannual magazine INSTRAW News (in Spanish, French and English), as well as by attendance at and participation in national and international conferences and meetings.

The main features of the information component were based on Sub-Programme 14: “Information, Documentation and Communications”. This programme defined as an objective the phased introduction of a system for compiling, processing and disseminating information on the activities of the Institute as well as for collecting the data and information required to initiate and reinforce measures to advance women (IN, 1984b: 21).

However, the objectives of this component continued to be refined and expanded throughout the eighties. By 1990, INSTRAW had three main aims. First was to establish a mechanism to systematise and facilitate access to information generated at the international level. Second was to support the process of gender sensitisation and education. The third aim was to contribute to the development of cooperation in terms of information and act as a link between the regional and global levels (IN, 1990a: 10).

The learning process made use of audio-visual materials and group activities to resolve day to day problems.

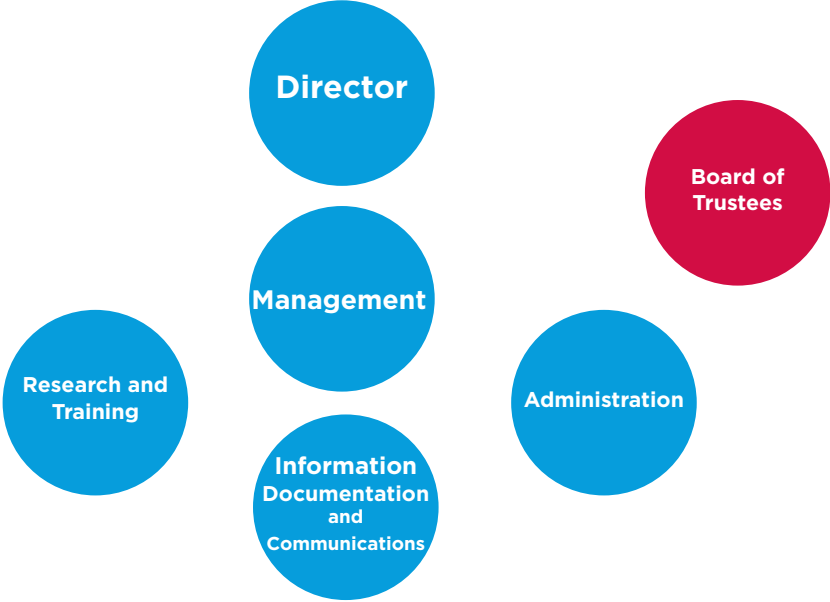
A computerised system was set up to communicate with the outside world. In addition, articles, studies and guides were published to sensitise the media to gender. A library and documentation centre was created with reference material for work programmes organised according to the United Nations usual cataloguing system (INSTRAW, 1987a: 34-35; IN, 1990a: 10). In the mid-eighties, the Institute set up its own printing facility to save money and eliminate dependence on external services. This printed bulletins, research studies and INSTRAW News. Press briefings, posters, brochures and radio and TV programmes were also produced.

However, according to a 1990 report commissioned by the Foreign Ministries of Finland, Norway and the Netherlands, (Safilios-Rothschild, et al., 1991), an in-house evaluation by the Communications Officer of the Institute had pinpointed technical and organisational problems in the information services. The Information, Documentation and Communications Unit (see Table 2 showing the relationship between the various units of the Institute) was reported to be unable to provide the correct information requested by senior management and the Research and Training Unit, and to need training in software packages. Overall, the Institute’s level of computerisation was inadequate. The Research and Training Unit did not have time to provide guidance and bibliographic searches for the establishment of bibliographies needed to underpin a publication policy. The report went on to say that in terms of reference material on the Institute, no record existed of the books and documents in the Documentation Centre, books and registers were organised on an intuitive

rather than a systematic basis which made it hard to locate them, and the necessary material for the research and training programmes was lacking. An experienced librarian was needed. Finally, in relation to information networks, the Institute’s mailing list was disorganised and out of date, exchange of information with academic institutions and the communications and information centres of other United Nations entities was weak and, although INSTRAW maintained a good channel of communication with international newspapers and magazines in Spanish speaking countries, the same was not true of those based in English and French speaking countries.

“The student takes charge of his or her own learning, whilst the main role of the instructor is to facilitate this process.”
 (INSTRAW, 1993a: 8)

Table 2: INSTRAW Organigram



Source: Author’s Table based on IN (1990a: 20-21).

The problems listed in the report were linked to the lack of financial resources and the uncertainty faced by staff. As the report itself mentions, by 1990 only six people were working in the Communications and Publications unit, on contracts of 2 months (Safilios-Rothschild, C. et al., 1991: 67-68). The limited financial resources had repercussions on INSTRAW's human resources and its capacity to make progress in terms of information management.

Alliances, networking and focal points

The network mode of operations to advance women's rights had flourished at the Mexico Conference but was not a new strategy. It had developed spontaneously inside and outside the United Nations and its benefits were also noticeable at the Nairobi Conference in 1985.

Networking and using focal points, both locally and internationally, became INSTRAW's main strategy for publicising its activities. Both the mandate of the Institute and its Statutes establish it as a working methodology. By 1982, the Board of Trustees had approved it as an operating principle, defining it as "the implementation of programmes through a series of co-operative arrangements with organisations both within and outside the United Nations" (UNYB, 1982: 1151). In 1988, INSTRAW News dedicated an issue to "Networking for women in development", defining it as "interaction based on a shared sense of a common purpose" (IN, 1988b: 1).

Networking provided a bridge between 'mainstream thinking' and grassroots activities. It influenced policy makers and ensured policies were implemented by building on feedback at the grassroots level. This was one of its key advantages. In addition, INSTRAW's funding was based on voluntary contributions, and networking made it necessary to collaborate with organisations with

which it would otherwise have had to compete for funds, since these were often directed at the same type of activities. Reflecting this, INSTRAW drew up the following 10 principles for networking:

1. Form wide functional coalitions around well-defined tasks.
2. Explain the logic for and provide information on the results of your work.
3. Disseminate the results obtained to the grassroots.
4. Lay down new criteria for the administration of networks.
5. Intensify capacity building of participants in the development process, and especially those responsible for development decisions, to help them understand the issue of women in development.
6. Explore new forms of financing such as joint programming, cost sharing etc.
7. Extend and consolidate networks for future use by new generations: put women in development on the curriculum and make it an integral part of the educational process.
8. Greater use of new forms of communication technology: rural radio, low power television and the use of computers.
9. More interaction between countries and regions. Build bridges in the South. (South-South co-operation, technical co-operation between

developing countries, economic co-operation between developing countries, Commission for the South, etc.)

10. Build bridges with mainstream thinking. Channel the grassroots experiences upwards and influence policies that come down from above (IN, 1988b: 3-5).

INSTRAW established networks with organisations inside and outside the United Nations. During its first decade, the main Institute programmes –Statistics, Indicators, and Data; Water and Sanitation; and Sources of New and Renewable Energy– made use of this strategy.²¹ Cooperation could take the form of co-funding and co-organisation. INSTRAW established networks with both United Nations specialised agencies and regional commissions, especially in Africa. Other examples of co-operation were the national mechanisms, largely set up after the Mexico Conference: government departments, offices and desks established to deal with women’s issues (INSTRAW, 1980c).

INSTRAW also set up networks of focal points, which were institutions or individuals designated to maintain links between organisations and/or individuals active in the field of women and development. They would serve to identify priorities within their field of activity, conduct joint activities and spread the work of the Institute

²¹ As will emerge later in this Chapter, a particularly important feature of this first decade was the co-operation with agencies such as the United Nations Statistical Office (UNSO), with which INSTRAW developed the programme on Statistics, Indicators and Data on Women. Commenting on the results of this programme, issue number 11 of INSTRAW News noted that “the joint efforts of researchers and activists from South and North were needed to revise some key statistical concepts and definitions (productive and domestic work, informal sector) which were fundamental for understanding and measuring the economic contribution of women” (IN, 1988b: 1).

(INSTRAW, 1989c: 2). The network of focal points was composed of government, academic, research and non-governmental bodies put forward by their individual governments. The focal points would carry out different activities: request INSTRAW publications; respond to the needs of the Institute; provide regular information; hand out academic grants and internships; assist activities on behalf of INSTRAW; organise joint projects; provide technical assistance to the Institute; finance Institute activities and, lastly, carry out fund raising activities on behalf of INSTRAW.

However, the above mentioned 1990 internal evaluation made the following comment:

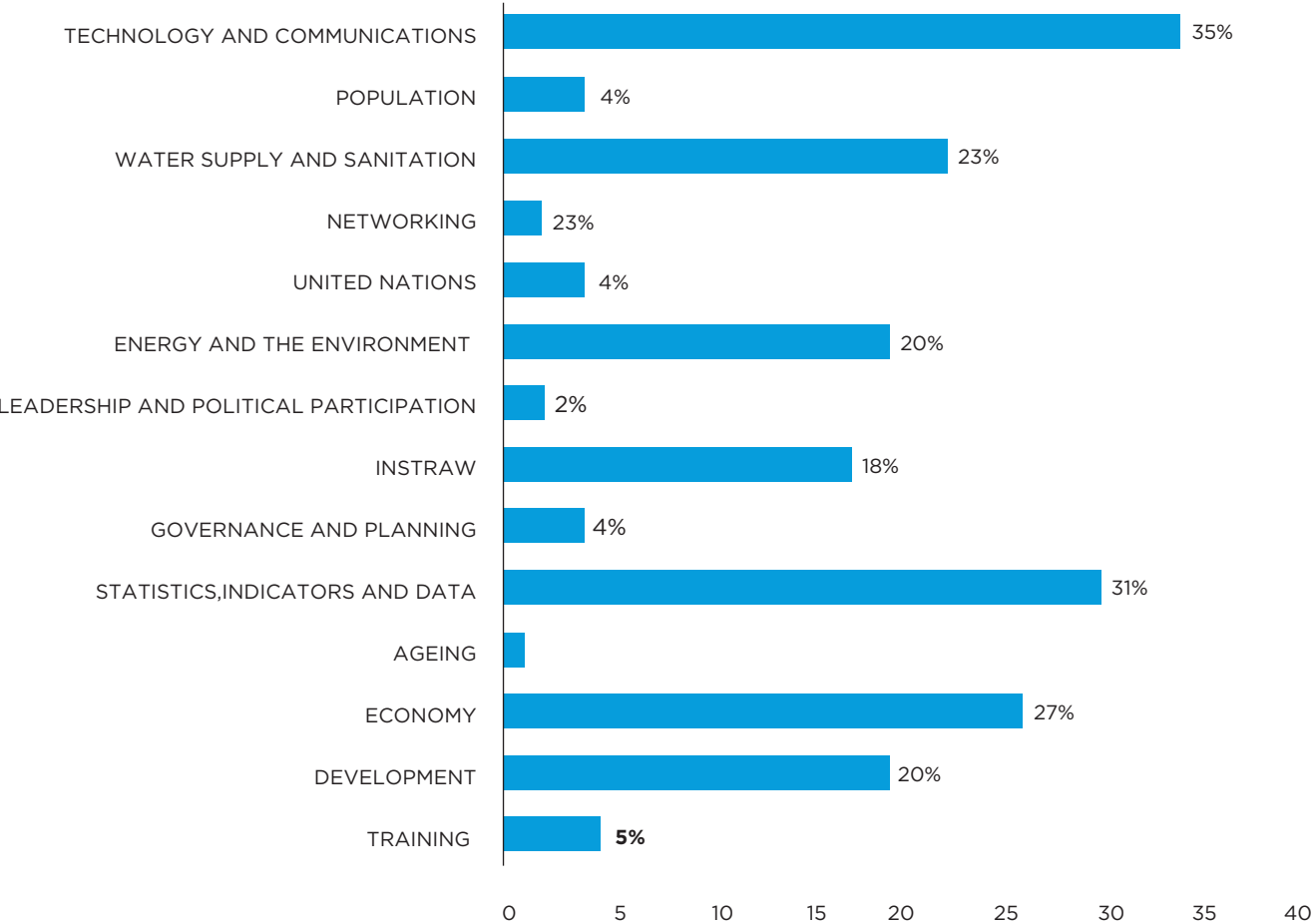
The major activity reported by almost all the 24 Focal Points who report any activity is requests for INSTRAW publications and/or regular provision of news and publications to INSTRAW. Technical and substantial assistance to INSTRAW as well as attending meetings and seminars on behalf of INSTRAW are activities rarely performed by FP’s. (Safilios-Rothschild, et al., 1991: 63).

INSTRAW’s output in the period 1982-1992 was made up of research, training packages and manuals, reports on meetings of experts, training seminars and workshops, the magazine INSTRAW News, programmes of work and policy guidelines (UN Women, 2014). These publications followed the guiding principles drawn up by the main bodies responsible for the Institute (ECOSOC, UNGA, Board of Trustees), as well as the World Conferences. To achieve this output INSTRAW forged alliances with other entities, inside and

outside the United Nations. Special mention should be made of the UN Statistical Office (UNSO), ILO's Turin Centre and the training carried out by the Institute as a member of the Task Force on Women of the International Decade on Water Supply and Sanitation in Development (IDWSSD) Work was completed on a whole range of subjects

in the period 1982-1992 : statistics and indicators, water and sanitation, sources of new and renewable energy, women and the international economy, technology, communications, ageing, informal work, credit, food supply, population and development planning, amongst others (see Figure 4).

Figure 4. INSTRAW's output (1982-92) by subject



Source: Author's Figure based on UN Women (2014).
 Note: This Figure covers 196 research, training and information documents from this period which could be identified by type and year.

However, the most significant subjects and programmes to be taken on in the eighties were undoubtedly a) Statistics, Indicators and Data on Women; b) Women and the Informal Economy; c) Women and the International Economy; d) Water and Sanitation; and e) Sources of New and Renewable Energy. These projects were all focussed on the situation of women in developing countries.

Statistics, Indicators and Data on Women

In 1952, the United Nations published “A System of National Accounts and Supporting Tables” (System of National Accounts, 1993). The System of National Accounts (SNA) was used to record each industrialised country’s economic activities based on paid work in the formal market. By 1992, the SNA had been revised three times (1958, 1964 and 1968). Then, in the eighties, INSTRAW participated in a further revision of the system, with input based on the experience of its experts in statistics, indicators and informal work. This co-operation resulted in the 1993 SNA.

The Mexico Conference Plan of Action recognised that under the existing narrow conception of work and production, women had been left out of national statistics. The Plan therefore proposed the following action:

166. A scientific and reliable data base should be established and suitable economic and social indicators urgently developed which are sensitive to the particular situation and needs of women as an integral part of national and international programmes of statistics.

167. All census and survey data relating to characteristics of individuals [...] and household and family composition should be reported and analysed by sex.

168. In the collection of such data special efforts should be made to measure [...] the economic and social contribution of housework and other domestic chores, handicrafts and other home-based economic activities.

169. The United Nations system should extend the scope of its standards for data collection tabulation and analysis to take the above recommendations into account.

National statistical offices should adhere to the standards established by the United Nations and its specialized agencies.

170. The United Nations should prepare an inventory of social and economic indicators relevant to the analysis of the status of women as soon as possible and not later than 1980 (UN, 1976).

In the 1985 “Nairobi Forward-looking Strategies for the Advancement of Women” the following was established:

The remunerated and, in particular, the unremunerated contributions of women to all aspects and sectors of development should be recognised, and appropriate efforts should be made to measure and reflect these contributions in national accounts and economic statistics and in the gross national product. Concrete steps should be taken to quantify the unremunerated contribution of women to agriculture, food production, reproduction and household activities (cited in IN, 1985a: 10).

The Statistics, Data and Indicators programme was a response to this debate. It was based on a set of preliminary findings by the Economic Commission for Latin America (ECLAC) (Safilios-Rothschild et al., 1991: 25). In the first place, the activities carried out by women inside and outside the household were underestimated economically so they were not included in the statistics. In the second place, the available data was inexact or incomplete, which meant that women ended up being considered inactive in terms of their labour inputs, in spite of the fact their work was indispensable to the family, community and State. In the third place, the concepts they used involved sexist prejudices such as the treating of men as ‘heads of family’ par excellence, so that women could only play this role in the absence of a man. Finally, the concepts used referred to the industrialised world where production took place in the market and work was paid.

The programme was implemented in two phases: 1982-1983 and 1984-1985. In the first phase, INSTRAW worked in close alliance with UNSO.²² The work consisted of compiling indicators as well as reviewing concepts and methodology. This gave rise to two statistical reports: “Compiling Social Indicators on the Situation of Women” (INSTRAW, 1986a) and “Improving Concepts and Methods for Statistics and Indicators on the Situation of Women” (INSTRAW, 1988a). The first reviewed concepts, sources and socioeconomic indicators on the status of women, based on statistics and indicators produced within the United Nations system. The second looked at concepts, sources of data and types of user. It also explained the complementary role of the census, sample surveys and vital registration which could be used to build up a reliable image of the needs of women and their participation in development. The evaluation report by Safilios-Rothschild et al. had the following to say about these two reports:

These two publications have set the scene for the implementation of changes in the area of statistics on women. In this way INSTRAW reinforced the work that UNSO wanted to undertake, emphasized the point of view and the needs of women’s organizations and machineries as users of statistics and helped increase the legitimacy and visibility of this important work. (1991: 26).

22 To give an example of this co-operation, a staff member of UNOS, with technical experience in the area and knowledge of how both entities worked, later joined the INSTRAW staff (Safilios-Rothschild et al., 1991: 26).

The second phase of the programme consisted of examining existing problems in the area of statistics and indicators and in the implementation of regionally adapted training programmes (IN, 1984b).

The programme on Statistics, Indicators and Data on women launched both the research and training components of INSTRAW and the networking and alliance building modes of operation. In terms of networking, INSTRAW organised meetings of experts to introduce improvements through the exchange of ideas and knowledge.²³ In addition, members of INSTRAW staff, together with consultants and other United Nations offices, produced reference documents underlining the scope of the research.²⁴ Finally, in addition to collaborating with UNSO, INSTRAW developed materials in conjunction with entities such as the statistical offices of ILO, the Department of International Economic and Social Affairs of the United Nations (DIESA), UNDP and UNICEF.²⁵

The preparation of training materials, workshops and seminars was carried out in co-operation with statistical offices, government departments and other institutions which formed part of the mechanisms established at the national level. The Institute organised these events with international bodies such as the UN regional

economic commissions (ECA, ESCAP, ECLAC, etc.), which helped with the logistics, widened the geographical coverage of the programme and allowed development professionals to acquire experience in gender sensitisation.

In relation to training, the programme focused on raising awareness of better methodologies, compiling statistics on women, the features of the information to be gathered and their use in development, particularly in terms of advocacy. It also increased the awareness of those individuals responsible for drawing up, strengthening and/or revising statistical frames of reference (national census, United Nations SNA, survey interviewers etc.). INSTRAW put pressure on these groups to revise national and international standards. Some training workshops went well beyond sensitisation and compilation of statistics and included discussions on methodological and conceptual problems as well as concrete alternative solutions (Safilios-Rothschild et al., 1991: 24).

In terms of information and, in particular, its dissemination, the national and international meetings and fora in which INSTRAW participated, were summarised, with details on the programme and progress achieved, in the 1990 report (Safilios-Rothschild et al., 1991: 27). Similarly, in a special tenth anniversary edition, INSTRAW News devoted two articles to the theme: “INSTRAW 10 years on: A new society for men and women” and “Statistics on Women” (IN, 1990a: 2-7 and 26). The Institute disseminated posters and brochures with pictures and data revealing the unseen work by women.

The programme on Statistics, Indicators and Data enhanced the visibility –to use the title of Boserup’s well known book– of the role of women in economic development. The programme helped improve the international systems of classification and ensure not only that the activities of carrying water, looking after others, working in the home

23 Regular meetings were held during the eighties: Meeting of Expert Group on improving statistics and indicators on the situation of women (New York, 1983); ECE/INSTRAW Conference of European statisticians on Statistics and Indicators of the Role and Situation of Women, (Geneva, 1985); Expert Group Meeting on Measurement of Women’s Income and their Participation and Production in the Informal Sector (Santo Domingo, 1986) (see INSTRAW, 1986b); Regional meeting with ECE on Statistics and Indicators of Measurement of Women’s Work (Greece, 1988); Intergovernmental meeting EEC/INSTRAW on statistics on women (Geneva, 1989).

24 This material includes the following: León and Arriagada (1986); INSTRAW (1986a); INSTRAW (1988a); INSTRAW (1989a); Sicherl (1989); INSTRAW (1991a).

25 For more detail on the materials developed and co-operation of INSTRAW with national and international entities, see UN Women (2014).

and producing food, handicrafts and industrial objects, usually carried out by women, would no longer be left out of the economic statistics but that the support provided by women to families, communities and States would be recognised. Policy makers would have to take into account the economic role of women when they planned for and assigned resources. The vast scope of the programme was reflected in the publication of documents which guided the compilation of data, so it became more inclusive and methodologies and concepts were adapted to regional needs. These guides proved useful in the planning, monitoring and evaluation of projects and this in turn fostered recognition of INSTRAW and led to requests on the part of governments and other institutions for training programmes.

The team finds, and this opinion has been reinforced by the comments of the persons interviewed in the UN system, that the research on women's contributions to the informal sector and the preparation of technical handbooks on the subject are very relevant to users' needs. And they are timely as new concepts are being applied in order to define the informal sector and women's economic contributions; and the need is being felt for revisions of international classifications and for expanding the production boundary of the SNA. In terms of relevance to user groups, all INSTRAW papers [...] are quite useful to both producers and users of statistics in that they provide them with the needed methods and tools (1991:32).

Women and the Informal Economy

The programme on Statistics, Indicators and Data on women was closely interwoven with the issue of the relationship between women and the informal economy. During the eighties INSTRAW strove to promote a programme of research on this. Its aim was to develop methodologies which could be used to quantify the participation of women and their contribution to the informal sector, to ensure that SNA were sensitive to the contribution of women (Safilios-Rothschild et al., 1991: 27-29). The first meeting of experts was held in October 1986, in the Santo Domingo headquarters (IN, 1986b: 8-9).

This programme also relied on close feedback between the research, training and dissemination of information components. The Safilios-Rothschild et al. report stated that:

In this context, INSTRAW together with UNSO prepared a few working papers which were presented to the group of international experts responsible for revising the SNA. The result was the publication of the 1993 SNA (System of National Accounts, 1993: 985-993). The new instrument focused on defining the production boundary in terms of including informal production of goods and services, extended the SNA to satellite accounts (which used alternative concepts of output and income to those of the main framework) and recognised that the distinction between formal and informal sectors of the economy was important for many developing countries.

The subject of women and the informal sector, satellite accounts and the production boundary were issues worked on and publicised by INSTRAW.

In addition, the Institute had participated in redefining ILO's international classification of occupations (INSTRAW, 1989a). Although we cannot claim that the innovations in the SNA were a direct and exclusive result of INSTRAW's work, there is no doubt that this contributed to the changes. The Inter Secretariat Working Group on National Accounts thanked INSTRAW for its participation (System of National Accounts, 1993: 14).

Women and the International Economy

In 1983 a series of analytic studies were carried out on the role of women in international economic relations, focussing on the "interconnections between the microeconomic and macroeconomic levels and the impact on role and position of the woman." (Joeques, 1987: 205). Vida Tomšič, who was a member of INSTRAW's Board of Trustees at the time, raised the problem as follows:

The influence of international economic relations on the status of women and on people in general was strongly emphasised from the very beginning of the UN Decade for Women. A great deal of in depth research is needed in this area to enable us to examine worldwide economic and political trends and how they are likely to affect us – through the political, military, and above all economic pressures, to which developing countries are exposed, and to undertake appropriate action (Tomšič, 1990: 5).

In 1985, INSTRAW published a series of reports on subjects such as commerce, money and finance, technology, industry and agriculture.²⁶ These were technical studies which later served as the basis for Susan P. Joeques 1987 book *Women and the World Economy*, which looked at the position of women in the context of the global, national, local and household economy. This served as a basis for identifying solutions to the problems generated by the global recession, as well as for the work that INSTRAW went on to develop throughout the decade in areas such as credit, technology, rural women and development and co-operatives.

Sectoral programmes

One of the strategies used by INSTRAW to implement research and training programmes was to analyse the specific role of women in particular development sectors. These were referred to as sectoral programmes and were deliberately on a smaller scale than the programme on Statistics, Indicators and Data.

Between 1988 and 1989, INSTRAW grouped these sectoral programmes together within the cluster of groups which organised research and training activities (INSTRAW, 1988b). The sectoral programmes were as follows: a) the role of women in the International Decade on Water Supply and Sanitation in Development (IDWSSD) (Programme 11); b) Women and Sources of New and Renewable Energy (Programme 12); c) Women in Business and Management Activities in Industry (Programme 13); d) Women and Agricultural and Food Strategies (Programme 14).

26 The following is a list of these reports: Gidwani (1985); North-South Institute (1985); Stern (1985); Berio y Molina (1986); Okeyo (1985); Bryceson (1985).

Out of these four programmes, those on Water and Sanitation and Sources of New and Renewable Energy were the largest in scale in terms of duration, alliances established and the combination of research, training and information dissemination components. Their catalytic effect became evident when they managed to ensure women were included on the working agendas of the action plans issued by the two international UN Conferences devoted to these themes, principles which were reiterated in 1985 in the Nairobi Strategies (UN, 1986).

a) Water and Sanitation

In November 1980, the UNGA proclaimed the International Decade on Water Supply and Sanitation in Development (IDWSSD) to cover the period 1981 to 1990 (UNYB, 1980: 898). Resolution 25 of the Copenhagen Conference of the same year urged Member States and international organisations to advance the IDWSSD objectives, since “women of the world may spend as much as one third of their work [time...] locating and transporting water for drinking, agriculture, food production and preparation and family hygiene” (UN, 1980: 87).

A 1989 article in INSTRAW News pointed out that 80% of the decade’s disease and illness were caused by inadequate water supply and sanitation facilities. These conditions take a toll on poor people, especially women. It also supplied other data, underlining the link between water and the situation of women in developing countries:

In 1980, three out of five persons in developing countries [...] had no access to safe drinking water, and only one out of four had some sort of sanitation facility [...] Women as the primary water carriers, managers, end-users and family health educators, play a paramount role in [water supply and sanitation] management. By virtue of their domestic functions, they are in constant contact with polluted water and are therefore the group most vulnerable to water-related diseases. (IN, 1989b: 2-3).

In light of the Copenhagen Resolution and the importance of the issue for the advancement of women, in April 1982 INSTRAW proposed to the Steering Committee for Co-operative Action for IDWSSD, that an interagency Task Force on Women and IDWSSD should be set up (IN, 1984b: 8). The proposal was accepted and the Institute and UNICEF jointly assumed responsibility for the Secretariat of the Task Force (UNYB, 1982: 1150), chaired by UNDP within the framework of the Programme for the Promotion of the Role of Women in Water and Environmental Sanitation Services (PROWESS).

The programme was implemented between 1982 and 1994. An information brochure published by INSTRAW in 1984 made the following comment on the issue of women, water and sanitation: “The opportunity cost in terms of time wasted and energy expended in this drudgery is tremendous and hardly leaves room to perform the numerous other chores and social functions expected of women, let alone [allowing them to] find time for the income generating activities which are so vital to the survival of their families” (IN, 1984b: 6). It also stated that:

Taking a larger view, it must be realised that unless women are perceived as an integral part of the income generating labour force, much of the potential that can be generated from the time and energy economised may be wasted by the community. Similarly, the potential for benefits that can accrue from increased hygiene and sanitation may not be forthcoming unless these aspects are recognised and incorporated into water supply and sanitation projects in accordance with the very specific role that women play as producers and users (INSTRAW, 1985b: 7).²⁷

INSTRAW produced reports on seminars and workshops, modular training packages, documents publicising information (INSTRAW, 1991b) and a meeting of experts (IN, 1984b) to gather information, debate ideas and make recommendations for programmes and projects (UN Women, 2014). However, unlike in other programmes, the water and sanitation programme strategy of holding meetings of groups of experts did not produce a set of concepts, methodologies and alternatives which would go on to become global exemplars. To publicise the work, the Institute included at least one article on water and sanitation in each issue of INSTRAW News throughout the decade (1984-1992) and may well have prepared articles for newspapers and magazines, in addition to press releases (IN, 1984b).

27

See IN (1984b: 8-11), IN (1989b) and INSTRAW (1994a: 2).

“The opportunity cost in terms of time wasted and energy expended in this drudgery is tremendous and hardly leaves room to perform the numerous other chores and social functions expected of women, let alone [allowing them to] find time for the income generating activities which are so vital to the survival of their families.”

The programme on water and sanitation placed emphasis on the training component.²⁸ Two main tools were developed. The 1986 Multimedia Training Package on Water and Sanitation, produced in collaboration with the ILO Turin Centre, was drawn up for development planners and high level officials working on programmes and projects related to water. The second was an extension of the first and was published in 1989 in conjunction with the Fondation de L'EAU (France). This was designed for a rural, illiterate audience. Both packages provided the basis for workshops and seminars, most of which were held in Africa.

In acting as the Secretariat for the Task Force for the Nairobi Conference (in conjunction with UNICEF), INSTRAW was responsible for drafting a working paper which became “Women and the International Water Supply and Sanitation Decade” (INSTRAW, 1985b). It was also responsible for the Panel on “Water and Women” at the NGO Forum.

28 However, this emphasis should be treated with caution. It may be the case that some research reports and work have been lost as there is evidence that the Institute produced at least two working papers which were submitted to international meetings and were not recorded by UN Women (2014). The first, called “Participation of Women in the Development and Use of Water”, was presented to the International UN Colloquium on Technical Co-operation between Developing countries in 1983; the second, “International Water Supply and Sanitation Decade: Focus on Women”, was submitted to the Press Briefing on IDWSSD the same year (INSTRAW, 1994a: 13).

However, unlike the Statistics, Indicators and Data programme, this programme was mainly aimed at training and it did not have the support of an associated research programme, as was noted by Safilios-Rothschild et al. (1991: 40). In addition, neither INSTRAW nor the ILO Turin Centre had staff specialised in this area. The linking of training and research, which was one of INSTRAW's strategies for implementing its mandate, did not happen in this case. The constraints were clear in the quality of the training packages: the modules lacked the benefit of field experience and "operationality" at the national level (Safilios-Rothschild et al., 1991: 43).

The output of this sectoral programme was no bigger than other programmes, despite the fact that INSTRAW had been focussing on water and sanitation for over a decade. Furthermore, the investment of human resources was not reflected in training materials that set a standard in the area. However, INSTRAW together with UNICEF, did manage to set up and chair the Secretariat of the Women's Workforces.

b) Sources of New and Renewable Energy

In common with the above programmes, the programme on Sources of New and Renewable Energy was implemented throughout the eighties. It was part of the Nairobi Plan of Action (1981), which pointed out that: "Changing sources of energy should include an investigation of the social dimensions, including the role of women as both agent and beneficiary of the development process, in light of their special responsibilities as producers and users of energy, particularly in rural areas" (Quoted in INSTRAW, 1986b: 41).

In 1983, INSTRAW drew up a report entitled "Women and Energy in the Implementation of the Nairobi Programme of Action" which, in keeping with INSTRAW's mandate, identified four areas of work: a) compilation, analysis and dissemination of information; b) identification of areas for research and training, as well as the establishment of links between experts and sources of funding; c) assistance to national and international bodies (governmental and non-governmental) in integrating the gender component in the development of energy policies, plans and programmes; d) preparation and dissemination of training packages and materials (INSTRAW, 1984a: 14-15). Throughout the eighties, INSTRAW produced a series of documents on the subject of women and energy.²⁹

In 1985, INSTRAW organised a meeting of experts in Santo Domingo on the subject of women and energy. This meeting produced recommendations for "incorporating issues relating to women in projects, programmes and activities linked to harnessing and using new and renewable sources of energy" (INSTRAW, 1986b: 13-19). INSTRAW used these recommendations to draw up a survey on training needs relating to women and new and renewable sources of energy, which pointed to the lack of suitable training materials (IN, 1988a: 5; Safilios-Rothschild et al., 1991: 47). To make good this deficiency a modular training package was developed again through a working partnership between INSTRAW and the ILO Centre in Turin (INSTRAW, 1991c). This was completed in 1991 and was designed for planners, project administrators, professionals and leaders of women's

²⁹ The following are some of the documents prepared by INSTRAW in co-operation with other institutions: INSTRAW (1984b); INSTRAW (1986c); INSTRAW (1987b); IN (1988a); INSTRAW (1989b).

organisations. It was subsequently tried out in Egypt, Ethiopia and Tanzania, with the support of the Economic Commission for Africa. Between 1989 and 1990, the Institute held at least six seminars and/or training workshops based on the modular package (four in Africa, one in Dominican Republic and another in Yugoslavia). As in the case of the programme on Water and Sanitation, the programme on New and Renewable Sources of Energy was chiefly geared towards training, without any support in terms of research.

To disseminate information, in 1988 INSTRAW News devoted a whole issue to the subject of energy (IN, 1988a) and ran several articles during the decade. In addition, in conjunction with the NGO “VITA”, it implemented the project “Improving the links between women and the sectoral policies, programmes and projects on New and Renewable Sources of Energy”, which included field research in six African countries. As a result, the Governments of Malawi and Zambia produced studies in this area with support from the Institute and funding from UNDP.³⁰

To evaluate the contribution made by INSTRAW through this programme it must be borne in mind that the Nairobi Plan of Action did not include any financial or institutional commitment. In other words, neither was a new body set up to direct the programme nor was there firm financial support (INSTRAW, 1984b: 3), all of which had repercussions on the general scope of the programme, regardless of any activities that INSTRAW was able to carry out.

“In 1985, INSTRAW organised a meeting of experts in Santo Domingo on the subject of women and energy.”

30 Véase, Department of Energy, Ministry of Power Transport and Communications of the Government of Zambia (INSTRAW, 1992).

CHAPTER III

INSTRAW in Crisis: 1993-2003

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By the beginning of the nineties, INSTRAW had achieved stability as an institution. As pointed out in a 1999 report drawn up by the Joint Inspection Unit (JIU):

Indeed, professional posts were fully filled in the 1988-1989 biennium, contributions to the Trust Fund were buoyant (more than \$2.3 million in 1990), and the Institute had developed a medium-term plan for the period 1990-1995 in response to the Nairobi Forward-looking Strategies for the Advancement of Women. But radical changes lay ahead (Bouayad-Agha and Hernández, 1999: 13).

The “radical changes” that the Institute faced began in 1993 and continued until 2003. In spite of all the achievements of its first decade, INSTRAW went through a drawn out and complex crisis during this period that severely affected its performance. The objective of this chapter is to describe INSTRAW’s critical situation between 1993 and 2003, the factors which influenced it, the effects and strategies implemented to try and overcome it and lastly, how it was resolved.

From the proposed merging of INSTRAW and UNIFEM to the ratification of the Institute’s mandate: 1993-1995

In 1993, following a recommendation by a high level panel on restructuring the economic and social sectors of the UN, the SG, Boutros-Boutros Ghali, proposed a merger between INSTRAW and UNIFEM (UNYB, 1993: 1036). The declared objective was to strengthen the programmes for the advancement of women and improve the efficiency of both organisations (UNYB, 1993: 1031).

There were at least two elements in play behind the SG’s proposal. Firstly, the end of the Cold War meant new topics of global concern had appeared on the international agenda, such as environmental sustainability, poverty, traffic in illegal substances, children, migration and human rights. Secondly, in 1990 and 1991, the main donors in the UN system were going through a period of financial turmoil which undermined the capacity of Member States to meet their financial commitments. There was a real possibility that the system would be declared bankrupt (UNYB, 1990: 1005).

Strengthening programmes for the advancement of women by streamlining the activities carried out by the various UN bodies was not a new objective. In 1985, ECOSOC had asked the SG to draw up a medium term plan on women and development, based on the recommendations made at the Nairobi Conference (UNYB, 1985: 942). It had also asked the Committee for Programmes and Coordination (CPC) to undertake an inter-organisational analysis of existing activities and

resources related to the advancement of women (ECOSOC, 1985; UNYB, 1985). In the early nineties, reforms had gone some way towards achieving “a system which was more effective and efficient” and to meet “the need to stimulate international economic cooperation and [...] promote the development of developing countries” (UNGA, 1990: 49; UNGA, 1991: 3; UNGA, 1992: 1).

The SG’s proposed merger therefore was part of a wider plan to overhaul the UN’s economic and social components. Before the proposal was converted into a decision, INSTRAW’s Board of Trustees recommended that the SG set up a working group to study possible options for a merger (UNYB, 1993: 1036). The process was over in a matter of months. The working group met in May 1993 and drew up a report approving the proposal on the grounds that INSTRAW and UNIFEM were complementary institutions. In July that year, ECOSOC also agreed to the merger but said its definitive approval was subject to the preparation of a preliminary report analysing the legal, financial and administrative implications of a merger and consideration of the issue by the UNGA.

In November 1993, the SG presented a report setting out the analysis sought by ECOSOC. UNGA Resolution 48/111, adopted a month after the SG’s report, stressed that the main objective of any restructuring should be to strengthen programmes for the advancement of women as well as to make the work undertaken by both organisations more efficient in terms of function, structure and cost-effectiveness. Recognition was also given to INSTRAW’s key role in preparing the Fourth World Conference which was to take place in Beijing, and it was stated that INSTRAW and UNIFEM should maintain their comparative advantages. To this end the SG was requested, through the Advisory Committee on Administrative and Budgetary Questions (ACABQ) to produce a new report setting out: a) a clear

analysis of the benefits of a merger; b) an estimate of the costs involved in implementing it (recurrent, non-recurrent and related to the transition); c) details of the organigram of both institutions and the new proposed structure, which would include the reporting arrangements; d) staffing implications; e) a report on consultations held with the Government of the Dominican Republic, INSTRAW’s Host Country; f) analysis of potential duplication of training activities between the two institutions. Lastly, ECOSOC would be requested to submit its final recommendation during its forty ninth session, so this could be considered and a decision taken by 31 December 1994.

The proposed merger set out by the SG in his new report envisaged the establishment of a single executive structure for both organisations, based in New York (INSTRAW’s move was planned for 31 March 1995) (UNGA, 1994b). INSTRAW and UNIFEM were to maintain separate mandates and separate Trust Funds, as they would receive separate contributions. There was also a proposal to eliminate duplication in terms of management, administration, information and communication. Lastly, the resources saved by the merger were to be used in part to strengthen both research and training (UNYB, 1994: 1183).³¹

However, in September 1994, the Advisory Committee assessed the SG’s report and felt that it did not satisfy the requirements of Resolution 48/111. The Advisory Committee stressed amongst other things that the report did not give a clear picture of the objectives of the merger nor its advantages, particularly in the financial sphere. It neglected to compare the relative costs of New York and Santo Domingo or how the resources

³¹ Because of the connection with the eventual creation of UN Women and the establishment of the Training Centre in Santo Domingo, it is worth pointing out that the proposal envisaged that the INSTRAW facilities in Santo Domingo would be used to implement training programmes on behalf of INSTRAW and UNIFEM, following agreement with the Government of the Dominican Republic.

saved by the merger would be used to strengthen research and training. Furthermore, the Advisory Committee pointed out that the merger would entail a loss of 19 INSTRAW jobs (in management, administration and information) as well as the transfer of nine posts from Santo Domingo to New York. Only two jobs would be left in Santo Domingo (one professional post and another in general services). On this basis, the Advisory Committee reached the following conclusion: “the Advisory Committee feels that the Secretary General should find other grounds to justify INSTRAW’s capacity to carry out research and training activities, especially those carried out in Santo Domingo” (UNGA, 1994b: 2).³² Clearly, the Advisory Committee felt that staff cuts together with ambiguity over the capacity to fulfil the research and training mandate, seemed to point to a weakening of INSTRAW.

In addition to the lack of sufficient information on the “legal, technical and administrative consequences of the merger”, needed for the UNGA to take a decision (UNGA, 1996a: 3), there were other factors at work. Firstly, developing countries in general and the Latin American and Caribbean countries in particular were exerting pressure to ensure the Dominican Republic retained the only UN entity to be headquartered in the region. As we pointed out in Chapter I, one of the reasons it was decided to locate the INSTRAW headquarters in Santo Domingo was that there was a case to be made for locating an Institute devoted to development in a developing country. In a report drawn up in 1995, the Joint Inspection Unit inspector, Erica-Irene Daes, made the same point: “INSTRAW should remain in its present location, since the vast majority of women, and

³² In addition to these incongruities the Advisory Committee also found that paragraph 17 of the report established that the Santo Domingo facilities would be used by both INSTRAW and UNIFEM for training activities whilst paragraph 33 indicated that these facilities would be used for “general services, documentation, printing and administration” (UNGA, 1996: 3).

“INSTRAW should remain in its present location, since the vast majority of women, and the most pressing problems for women, are in the developing world. Therefore, at least one of the specific United Nations women’s units should be based there as well.” (Daes, 1995: 93)

the most pressing problems for women, are in the developing world. Therefore, at least one of the specific United Nations women’s units should be based there as well” (Daes, 1995: 93).

In addition, although the Fourth World Conference on Women held in Beijing (1995) did not deal explicitly with the subject of a merger between INSTRAW and UNIFEM, it endorsed the mandates of both institutions and underlined the importance of their work in terms of implementing the Plan of Action. In relation to INSTRAW, when discussing the objectives of the Plan, in paragraph 334, it stressed the need to boost the research and training activities:

INSTRAW has a mandate to promote research and training on women’s situation and development. In the light of the Platform for Action, INSTRAW should review its work programme and develop a programme for implementing those aspects of the Platform for Action that fall within its mandate. It should identify those types of research and research methodologies to be given priority, strengthen national capacities to carry out women’s studies and gender research, including that on the status of the girl child, and develop networks of research institutions that can be mobilized for that purpose. It should also identify those types of education and training that can be effectively supported and promoted by the Institute (UN, 1995a: 155-156).

The doubts expressed by the Advisory Committee, combined with the pressure exerted by Latin American and Caribbean countries, and the Beijing Plan of Action meant that in Resolution 50/163 of 22 December 1995 (AG, 1996b), the UNGA eventually ratified INSTRAW's mandate.

By the end of 1995, the merger proposal put forward by the SG in 1993 had faded away and INSTRAW was allowed to continue as an independent entity. However, the debate over a merger between INSTRAW and UNIFEM had raised at least two issues. The first was that it was going to be necessary to streamline the relationship between the bodies working to advance women within the UN. Resolution 50/162 had already recommended that interaction between the bodies devoted to women be reviewed and rationalised “within the context of ongoing efforts to revitalise the Economic and Social Council in pursuance of a stronger, more unified programme for the advancement of women ” (AG, 1996a: 3).³³ The second issue was that discussion on changes to institutional gender architecture within the UN should remain open. As was recommended in the same Resolution 50/162, proposals on the institutional structure and mandates of the various bodies dealing with the advancement of women should be considered part of the “general restructuring exercise of the United Nations” (AG, 1996a: 3).

33 See also: ECOSOC Resolution 1996/39, of 26 July 1996, praising the Institute for its continuous and close cooperation with the specialised agencies and other bodies related to the UN system, as well as the CSW Resolution on INSTRAW (E/CN.6/1996/66), which underlined the need for the Institute to ‘continue developing its active and close co-operation with the specialised agencies and bodies related to the UN system and with other institutions’ (ECOSOC, 1996: 72).

The crisis pre 1999 and fresh efforts to relaunch

Three years after ratification of the INSTRAW mandate, the situation remained critical. In January 1999, the then Director of INSTRAW, Yakin Ertürk, wrote as follows to Dunja Pastizzi-Ferencic (first INSTRAW Director):

Things are looking bleak for INSTRAW, at least for the time being. We only have enough finance to see us through until the end of August to complete the programmes in operation. A concrete decision needs to be taken by ECOSOC about the future of the Institute. In the meantime I am calling missions, friends etc to begin to generate ideas and backing for our effort to save the Institute in its most viable form (Fax of 13 January 1999).

The Director was not alone in worrying about this. In 1998, ECOSOC asked the JIU to carry out an evaluation of INSTRAW, analysing the reasons for and implications of the financial and staffing situation. The same request was addressed to the Director of the Institute in co-operation with the Board of Trustees (ECOSOC, 1998). Both reports were to be submitted to the ECOSOC meeting towards the end of 1999.

The Institute report indicated that the proposed merger had accelerated the downward trend of donor contributions. In addition, the delay in reaching a decision had had an adverse effect on INSTRAW's ability to attract and maintain qualified staff, or achieve a satisfactory level

of implementation of its programmes. It was a vicious circle: “the lack of funding undermined the sustainability of the Institute’s operations, leading to falling implementation rates for programmes which in turn affects its ability to attract sufficient finance and human resources” (UNYB, 1999: 1107). The financial problems affected the situation of staff. In 1998 and 99 there was a freeze on the recruitment of professional staff (including heads of Unit) and eight general service positions were cut (producing a reduction of around 80% in staff). In addition, the Institute had been forced to close its in-house printing facilities (ECOSOC, 1999a).

The JIU report also traced the origin of INSTRAW’s situation to the merger proposal. It confirmed that since its inception the Institute had suffered from lack of professional staff and that staff grading levels were low in comparison with other UN institutions for the advancement of women (Bouayad-Agha and Hernández, 1999: 26). General service staff could barely aspire to a professional career within the UN system as contracts were shaped by the short term programming of the Institute.

However, the JIU recommended that INSTRAW should continue. It was the only UN organisation with the mandate to undertake research, train and provide information with a view to the advancement of women. In addition, the financial and staffing crisis it was going through was externally induced. This recommendation was endorsed by the SG in July 1999 (UNGA and ECOSOC, 1999). During the same period, national representatives appealed for the revitalisation of INSTRAW. According to a UN press release dated 28 July 1999, Estrella G. Callangan, representative of the Philippines pointed out that:

Primary education and basic training made it possible to combat poverty, especially in developing countries. INSTRAW was vital in tackling these areas and should be revitalised. The representative went on to say that there was a huge need for research, training and networking on women’s rights and gender equality. The report on this issue should be adopted by consensus and INSTRAW had to be supported politically and financially (UN, 1999).

The same position had been taken by Honduras, whose representative declared that INSTRAW should be revitalised, which would require the full backing of the Secretary General. The Institute had much to offer in terms of research and training efforts designed to achieving a better and more egalitarian situation for women (UN, 1999).

At this critical moment, which the ratification of its mandate in 1995 had not managed to avert, INSTRAW continued to receive support.

Against this background, ECOSOC adopted Resolution 1999/54 requesting that the SG (ECOSOC, 1999b), in consultation with the Institute’s Board of Trustees, draw up a new structure and working method for the Institute. The proposal was ready in a few months. On 27 October 1999 the SG presented the report on the new structure and working method. The proposal consisted of adapting the research, training and information components to the new possibilities offered by the latest information and communication technologies. In response, the UNGA adopted Resolution 54/140 on the “Revitalisation and Strengthening of the International Institute of Research and Training for the Advancement of Women” (AG, 2000b).

The new working method would involve the creation of a Gender Awareness Information and Networking System (GAINS). As described in report A/56/135 of the SG:

GAINS is an integrated knowledge and information management system, a one-stop web site with interactive features. It has a database, contact network, search function for gender-related topics and online fora [...] The site will be designed to help government institutions, non-governmental organisations, women's associations and gender-issue co-ordinators in both developed and developing countries, access data and knowledge management services. It will provide a range of services, including constantly updated news on publications, research and training on gender issues, a 'showcase for good practice' and in the longer run a search facility for concrete themes (AG, 2001: 17).

To put this into practice, the Institute channelled its meagre human and financial resources into developing this platform, to the detriment of other activities. Between 2000 and 2003 only five research publications were produced (labour migration, incorporation of the gender perspective into the political agenda, gender and new technologies and violence against women). INSTRAW News was no longer published, perhaps because GAINS was intended to become the main channel of communication and dissemination of

information.³⁴ INSTRAW managed to develop the basic GAINS structure: a page with direct access to the web, with interactive elements to support INSTRAW's basic services such as research, establishment of networks and training. In a note in 1999 the SG pointed out to the UNGA that it was essential to keep developing and reorienting the platform due to the "experimental nature of the project, the lack of technical knowledge and resources and short time frame available" (AG, 1999: 2).

The financial and staffing difficulties continued, however. Between 2000 and December 2003 the position of Director remained vacant and responsibility for management was undertaken by the Office of the Special Advisor of the SG on Gender (OSAGI). Financially, INSTRAW depended on special subsidies which came out of the United Nations regular budget (UNYB, 2002: 1166). During 2001, INSTRAW implemented a fund-raising strategy with the help of a consulting firm. This included drawing up a list of potential new donors, publicity and communications materials, public dissemination of GAINS and preparation of a portfolio of projects for which non-governmental funds were to be sought. The UN Secretariat held meetings with donors, presented GAINS to delegations and NGOs and continued to seek funds from Member States (UNYB, 2001: 1055). However, by 2002 the main donors were cutting back their contributions and the fundraising effort had fallen short of expectations. It also proved difficult for INSTRAW to enter into joint activities with other entities in the system since it could no longer guarantee implementation.³⁵

34 INSTRAW News appeared regularly from 1984 to 1998.

35 For example, UNICEF had proposed to INSTRAW that it finance a database on gender based training, but this project could not be implemented because of the Institute's lack of money and staff (AG, 1999: 2).

Between 1999 and 2003, doubts as to its viability did not stop efforts to relaunch or revitalise the Institute.³⁶ However, in 2003, the situation changed when the Latin American and Caribbean group (GRULAC) requested that ECOSOC revitalise INSTRAW.³⁷ Before the year was over and after the post had remained vacant for an extended period of time, the position of Director was finally assigned to the eminent ambassador Carmen Moreno.³⁸ Shortly beforehand, ECOSOC amended the sections of the INSTRAW Statutes dealing with the composition of the Board of Trustees and the appointment of Director and the professional staff (articles III and IV) (ECOSOC, 2003: 4-7).

The Board of Trustees became an Executive Board made up of government officials, appointed by Member States (two for each of the five geographic regions of the UN system) and agreed by ECOSOC. The Director of the Institute, the Under-Secretary-General for Economic and Social Affairs, a representative of the Host Country and of each of the ECOSOC regional commissions served as ex officio members of the Board. The Director would be appointed by the SG in consultation with the Executive Board.

Output

The debate over an INSTRAW-UNIFEM merger did not lead to the merger but to a ratification of INSTRAW's mandate. However, the debate had a significant impact on the Institutes's activities. Firstly, given the global background of economic crises, the uncertain future of the organisation dissuaded the main donors from making new commitments. The tight financial situation meant staff were leaving, particularly professional staff, and morale was low (Bouayad-Agha and Hernández, 1999: 13). Even the Director's position remained unfilled for some of this time (such as: 1994, 1999 and 2002-2004). Secondly, the drop in financial pledges received by INSTRAW had begun to limit the number of activities it could implement (see Table 3).

36 During this period attempts were made to find new methods of funding INSTRAW, ranging from a merger with UNIFEM or the United National University (UNU), all of which were ruled out. In 2002, the UNGA adopted Resolution 56/125, establishing the Working Group on Future INSTRAW Operations. This group met between July and August of that year. In its conclusions it dismissed the closing down of INSTRAW and did not favour a merger with UNIFEM or UNU.

37 Interview with Carolina Taborga, 17 October 2013. Carolina Taborga is currently UN Women's Representative in Paraguay. When Carmen Moreno left INSTRAW, Taborga acted as officer in charge.

38 Carmen Moreno was Director of INSTRAW from the end of 2003 to mid-2008.

Table 3. INSTRAW's output and contributions received: 1993-2003

Year	Number of Research publications	Number of Training publications	Number of Information Dissemination publications	Contributions in US\$
1993	6	4	4	1.574.686
1994	6	2	3	1.488.288
1995	4	9	11	1.330.262
1996	4	5	6	1.103.395
1997	1	0	5	810.720
1998	3	0	5	810.233
1999	2	1	0	602.150
2000	2	0	0	201.408
2001	1	0	0	N/A
2002	1	0	0	N/A
2003	1	0	0	N/A

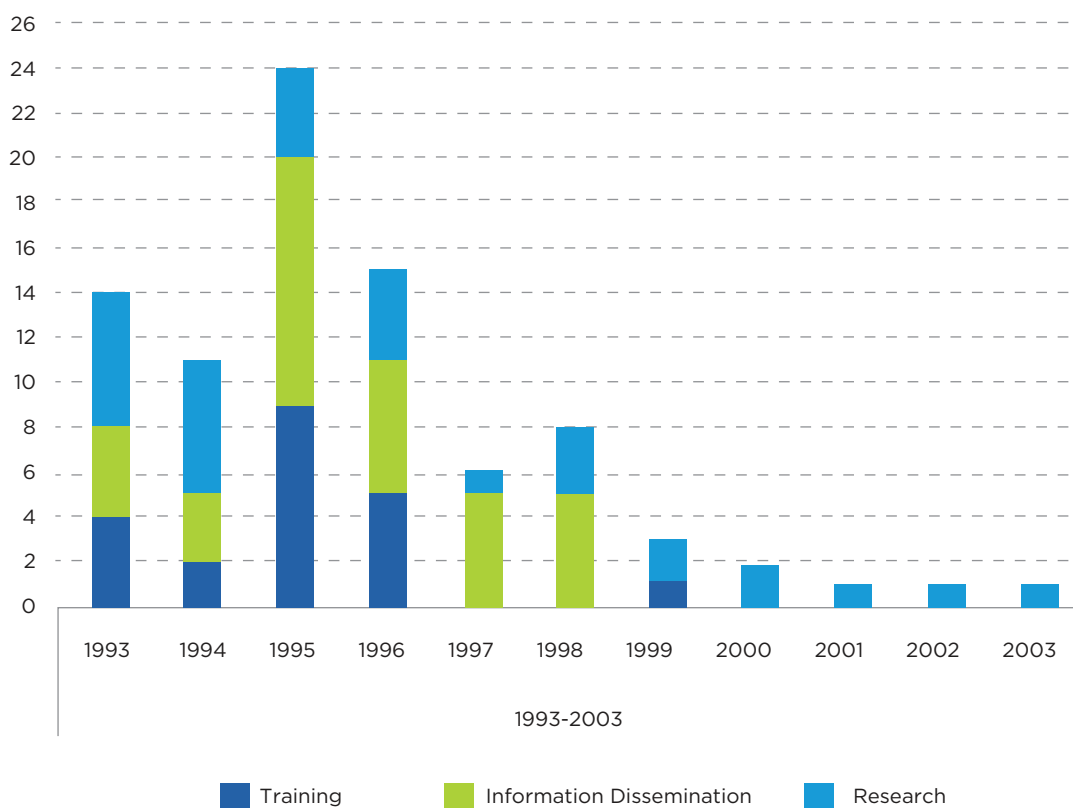
Source: Author's Table based on information in UN Women (2014); UNGA (2000a); Safilios-Rothschild et al. (1991) and UNYB.
Note: N/A not available.

Between 1993 and 1995, with the merger on the table, INSTRAW tried to continue working along the lines set up the previous decade despite its few activities and publications. One of the Institute's main activities was participating in the 1995 Beijing Conference. INSTRAW helped prepare the draft of the Platform for Action, attended

regional preparatory meetings and organised two panels for the Conference and four workshops (held in the parallel fora set up by NGOs) (UNYB, 1994). This year was its most prolific in terms of output of the whole period (see Figure 5).³⁹

³⁹ The 1995 publications are as follows: 1) in dissemination and information: INSTRAW (1995a), IN (1995b), INSTRAW (1995b), INSTRAW (1995c), INSTRAW (1995d), INSTRAW (1995e), IN (1995a), INSTRAW (1995f), INSTRAW (1995g), INSTRAW (1995h) and INSTRAW (1995i); 2) in research: Mehra et al. (1995), Niemi (1995), INSTRAW (1995j) y UN (1995b); 3) in training: Burns (1995), Dueñas-Loza et al. (1995a, 1995b, 1995c, 1995d, 1995e and 1995f), INSTRAW (1995k), Howard and Schieber (1995).

Figure 5. INSTRAW’s output 1993-2003, broken down by the components of its mandate



Source: Author’s Figure based on UN Women (2014).

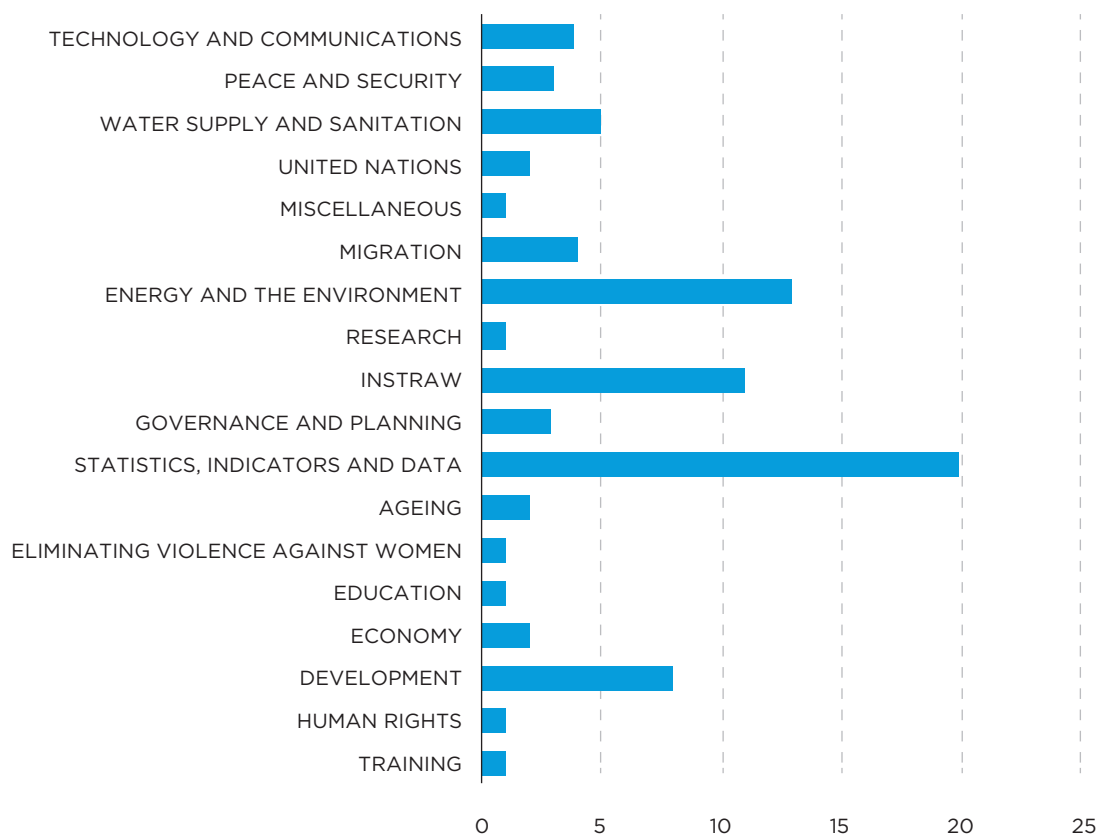
Note: This Figure covers 86 documents from this period which could be identified by type and year.

As part of the programme on Statistics and Indicators, research was carried out in at least twenty areas (see Figure 6). Of particular interest are two pieces of work commissioned by the Economic Commission for Europe (ECE) and part financed by INSTRAW. The first, on the situation of women and men in Europe and North America, provided a statistical picture of subjects such as population, home, health, paid work, education, crime and decision-making (UN, 1995b).

The second focussed on statistics on the use of time in the same region (Niemi, 1995). Apart from these two pieces of work, the Institute continued to develop its research topic on domestic production and satellite accounts and embarked on a new area of work, migration (INSTRAW, 1994b; INSTRAW, 2000; INSTRAW, 2001).⁴⁰

⁴⁰ The subject of migration became an important work topic after 2003. We analyse this in more detail in Chapter IV.

Figure 6. INSTRAW's output 1993-2003 by subject



Source: Author's Table based on UN Women (2014).

Note: This Table covers 83 documents from this period which could be identified by type and year.

INSTRAW started working on the topic of Energy and the Environment, but this remained on a smaller scale than the programme on Water and Sanitation of the previous decade. The training package on Water and Sanitation was extended to include a module on Women and Waste Management (INSTRAW, 1993b). Following the Rio Summit Declaration on Environment and Development (1992), the notion of “sustainable development” had become part of the international agenda and INSTRAW’s work

reflected this. In addition to devoting space in various issues of INSTRAW News to the subject, in 1995 the Institute produced a training package on Women, Management of the Environment and Sustainable Development, in collaboration with the ILO International Training Centre in Turin (Dueñas-Loza et al., 1995a; 1995b; 1995c; 1995d; 1995e; 1995f).

In 1994, INSTRAW included in its work programme the concept of enabling individuals or bodies to realise their potential, which later became known as “empowerment”, meaning the “capacity to exercise control” (IN, 1996: 13). INSTRAW took on the idea of potential and empowerment as a strategic area that had evolved from work the Institute had carried out the previous decade, in particular its work on women and development, the issue of gender training in 1993 and studies on women and credit. On this same basis, girls and the political participation of women had been included in INSTRAW programmes since 1996.

However, between 1996 and 1999, after the INSTRAW mandate had been ratified, the Institute’s situation still failed to improve. Its support for the plans of action of the different World Conferences including Beijing, was largely limited to the publication of articles and issues of INSTRAW News dedicated to human rights, the Earth Summit, the year of the family, population or children. The Institute’s magazine itself revealed how critical the situation was: the number of articles produced was drastically cut as were the pictures and references to international meetings on women and development.

In addition, it proved impossible to activate the system of feedback between research and training, one of the basic ingredients of INSTRAW’s *modus operandi*.

The meagre research output over this period – two pieces on ageing (INSTRAW, 1993c; INSTRAW, 1999a), two on women and communications (Cordero, 1994; Burns, 1995), one on technology (Huyer and Sikoska, 2003), five on the situation of women and development (INSTRAW, 1993d; INSTRAW, 1993e; Moreland, 1994a and 1994b; INSTRAW, 1996a), four on women and time-use (IN, 1994b; Niemi, 1995; INSTRAW, 1995j; UN, 1995b), and two on migration (INSTRAW, 1994b; INSTRAW, 1996b) – could not serve as the basis for

new packages, so that the few training activities carried out used packages produced the previous decade.⁴¹

The years between 1993 and 1999 saw 25 pieces of research, 21 training activities and 34 information dissemination initiatives (see Figure 5). In 1999 only two research publications were recorded, one in training and none in the area of information.⁴² The main themes developed by INSTRAW during the period 1993-2003 were statistics, indicators and data (20), followed by energy and the environment (13) and eleven on INSTRAW itself (see Figure 6). In comparison with the previous decade, output was slowly but surely declining, except in 1995, the year of the Beijing Conference.

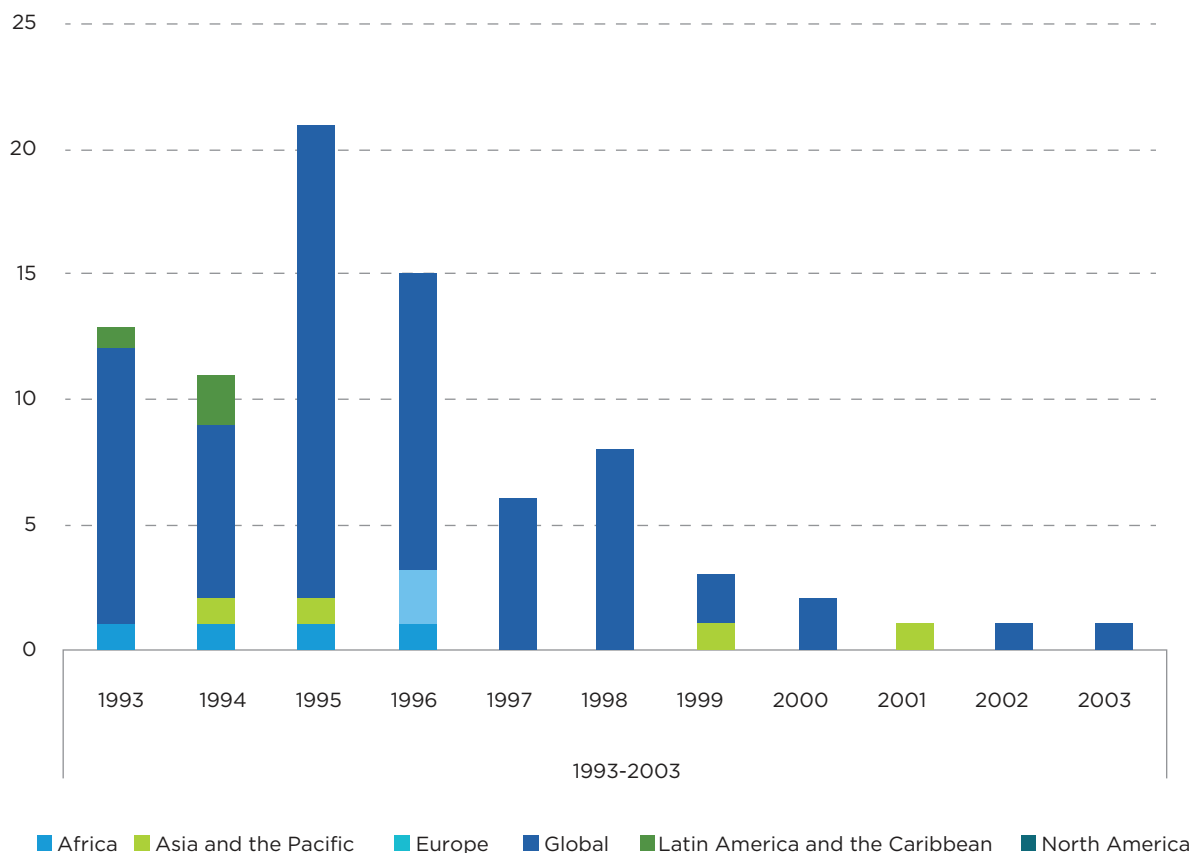
41 It has proved difficult to ascertain the real number of products and/or activities carried out in the field of dissemination of information since many were not recorded. Those found in UN Women (2014) only include INSTRAW News and the bulletins, flyers and posters which were kept. We do not have information on attendance at meetings, fora, international conferences, dissemination of material over the internet etc which could provide a truer picture of INSTRAW’s work in this field.

42 Although there is always the possibility that documentation has been lost, the other sources we checked made no reference to a publication that year.

The regional distribution of output was as follows: a) four activities in Africa (INSTRAW, 1993f; INSTRAW, 1994c; National Training Seminar on Women, Water Supply and Sanitation; INSTRAW, 1995f); b) four in Asia and the Pacific (INSTRAW, 1994d; INSTRAW, 1995k; INSTRAW, 1999b; INSTRAW, 2001);

c) three activities in Latin America and the Caribbean (INSTRAW, 1993d; Cordero, 1994; INSTRAW, 1994a); and d) two activities in Europe (INSTRAW, 1996c; INSTRAW, 1996d). The bulk of the activities (62) were developed at the global level (see Figure 7).⁴³

Figure 7. INSTRAW's output 1993-2003 by region



Source: Author's Figure based on UN Women (2014).
 Note: This Figure includes 82 reports produced over this period which can be identified by type and year.

From 2003 onwards, however, after a decade in crisis, INSTRAW would begin a new stage of its history.

43 The activities were: IN, 1993; INSTRAW, 1998a; INSTRAW, 1993g; INSTRAW, 1993h; INSTRAW, 1993i; INSTRAW, 1993j; INSTRAW, 1993k; INSTRAW, 1993c; INSTRAW, 1993a; INSTRAW, 1993l; INSTRAW, 1993b; IN, 1994a; IN, 1994b; INSTRAW, 1994e; Moreland, 1994a; 1994b; INSTRAW, 1994b; INSTRAW, 1994f; INSTRAW, 1995a; 1995b; IN, 1995b; INSTRAW, 1995c, 1995d, 1995e; IN, 1995a; INSTRAW, 1995f; INSTRAW, 1995g; INSTRAW, 1995h; INSTRAW, 1995i; Mehra et al., 1995; Niemi, 1995; Burns, 1995; Dueñas-Loza et al., 1995a, 1995b; INSTRAW, 1996e; IN, 1996; INSTRAW, 1996f; INSTRAW, 1996g; INSTRAW, 1996h; INSTRAW, 1996i; INSTRAW, 1998b; UN, 1996; INSTRAW, 1996a; INSTRAW, 1996b; INSTRAW, 1996j; INSTRAW, 1996k; INSTRAW, 1997a; IN, 1997a; INSTRAW, 1997b; INSTRAW, 1997c; IN, 1997b; IN, 1998b; INSTRAW, 1998c; INSTRAW, 1998d; INSTRAW, 1998e; INSTRAW, 1998f; INSTRAW, 1999a; Hilka, 1994; INSTRAW, 2000a; INSTRAW, 2000b; INSTRAW, 2002; Huyer and Sikoska, 2003.

CHAPTER IV

Relaunch of INSTRAW

(2004-2010)

Chapter IV

Relaunch of INSTRAW (2004-2010)

In 2003, with an amended organisational structure and under a new Director, Carmen Moreno, INSTRAW embarked on a new phase of its history (see Table 4). Between 2003 and 2004, the Institute focused on developing a new strategic plan for its revitalisation and took steps to find different sources of funding, still to be on a voluntary basis. Then began a phase of intense activity, in line with the strategic plan. In contrast to the previous decade, INSTRAW's output of research, training

and information materials soared over these years. However, work was suspended in 2010: the restructuring of the UN which had begun in the nineties included in its remit the institutional gender architecture and INSTRAW would end up being incorporated, alongside other UN entities working on women's issues, into what was to become known as UN Women.

Table 4. INSTRAW Directors

Directors	Time Period
Dunja Pastizzi Ferencic, Yugoslavia	1980-1991
Margaret Shields, New Zealand	1991-1993
Martha Dueñas Loza, Ecuador	1994-1997
Yakin Ertuk, Turkey	1997-2000
Eleni Stamiris (Acting Director), Greece	2000-2002
Carmen Moreno; Mexico	2003-2008
Kenneth Edwards, Guayana	4 to 27 May 2009
Sergai Zelene V., Russia	22 June to 29 November 2009
Yassine Fall, Senegal	1 July 2010 to March 2011
<p>Note: According to administrative records the position remained vacant from some time in 2002 until December 2003. In the years when there was no Director there was an acting official who carried out this role on a temporary basis.</p>	

This Chapter sets out to describe how the period of relaunch or revitalisation came about, recount the main results in terms of output and explain the merger process which completes the story of the Institute and gave rise to UN Women.

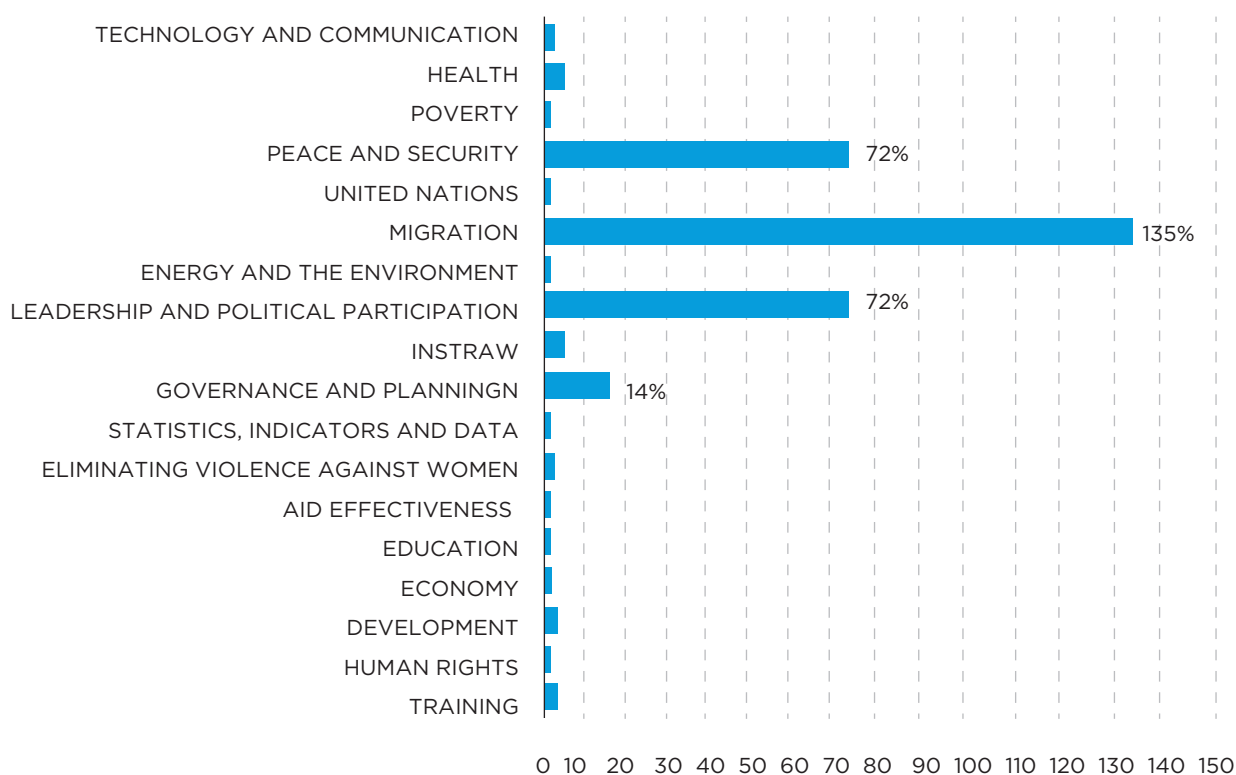
Towards a new strategic plan

INSTRAW's strategic plan was the result of collaboration between various organisations. Together with the UN Population Fund (UNFPA) and the Pan-American Health Organisation (PAHO), INSTRAW initiated the setting up of a working group to define the objectives of the plan. Other organisations such as international women's

groups, participated.⁴⁴ It was important that the programmes to be implemented were innovative, were not being undertaken by other agencies and would help mobilise resources.⁴⁵ The conclusion reached was that INSTRAW's work should be focused on three areas: 1) gender, remittances and migration; 2) political participation of women at the local and municipal level; and 3) gender, peace and security.⁴⁶

This last area had been highlighted in Resolution 1325 of the Security Council in 2000, which called for the adoption of a gender perspective to security to include the needs of women and ensure that they could participate in all aspects of security. Between 2004 and 2010, the Institute's output was to focus largely on these themes (see Figure 8).

Figure 8. INSTRAW's output 2004-2010 by topic



Source: Author's Figure based on UN Women (2014).

44 Interview with Hillary Anderson, 10 September 2013. Anderson was the Communications Officer between June 2004 and March 2009 and responsible for INSTRAW between March and July.

45 Interview with Carolina Taborga, 17 October 2013; interview with Carmen Moreno, 18 November 2014.

46 In the interview given by Moreno, she explained that the strategic plan required resources to be focused on these areas and an innovative approach to be adopted. Training and research had to be concentrated on subjects that would have an impact or were strategic and which were not being looked at by other institutions. (Interview with Carmen Moreno, 18 November 2014).

As can be seen, between 2004 and 2011, 135 documents were produced on migration and 72 on subjects such as peace and security as well as leadership and political participation.

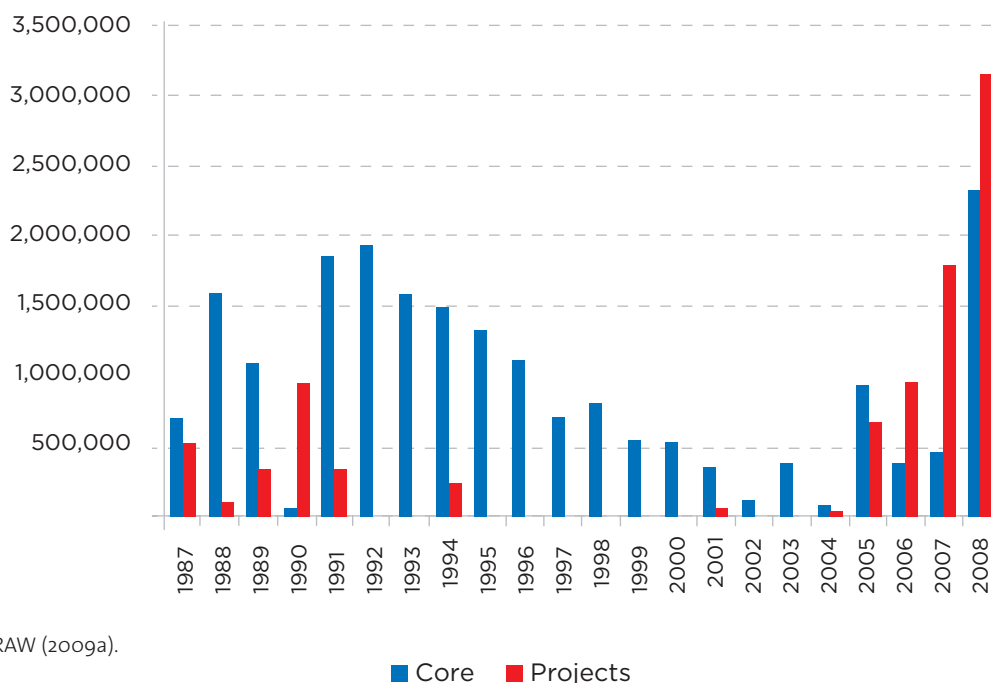
In 2004, INSTRAW managed to set up separate sources of funding to enable it to undertake programmes in the planned areas. The governments of Italy and Mexico made substantial contributions to the migration programme. The main sources of funding were: 1) Spain, with approximately six million one hundred thousand dollars; 2) Italy and Norway with almost five million dollars; 3) the Netherlands with almost four and a half million dollars; 4) The United States with almost one million seven hundred thousand dollars; and 5) Japan with almost one million four hundred thousand dollars (UN Women, n/d). The main source of finance was the Spanish Agency for International Development Cooperation (AECID)⁴⁷, whose resources were channelled primarily towards the programme on political participation, but also supported the issue of migration. At that time, the Spanish Government was implementing what was known as the “Gender in Development” Strategy. Leire Pajín Iraola, then Secretary of State for International Cooperation, explained the Strategy as follows:

[The Strategy] takes the Beijing Platform for Action as its route map but it is also a feminist strategy which proves that gender theory and the Gender in Development (GID) approach flow from the feminist spring, both as a social and radical movement and in terms of their rich theoretical underpinning [...] The Strategy returns to the focus on rights as a way of overcoming poverty and recognises that incorporating gender entails redistribution of power, as it implies specific action to empower women, as a way of achieving formal and actual equality (San Miguel, 2007).

From 2005 onwards, the contributions INSTRAW received from its various donors rose year on year until in 2008 they reached the highest level of funds ever received by the Institute (see Figure 9). However, over this same period of time, the number of donors went down and resources were concentrated mainly in Latin America and the Caribbean, which affected the global reach of the Institute.

⁴⁷ In October 2007, AECI became known as AECID (Agencia Española de Cooperación internacional para el desarrollo).

Figure 9. UN - INSTRAW Core and Extra Budgetary Funding (1987-2008)



Source: INSTRAW (2009a).

INSTRAW’s personnel situation also began to evolve. The Executive Board – which, as we have seen, replaced the Board of Trustees from 2003 onwards– had only approved three posts at the professional level (Director, Social Affairs Officer and Communications Officer).⁴⁸ The rest of the staff, made up of the team of consultants and interns, were usually on short term contracts (from one to three months, renewable for up to two years). After a decade in turmoil, the need to deliver concrete results became a fundamental constituent of the Institute’s strategy. However, an atmosphere of synergy and commitment developed between management staff, those on permanent contracts and interns.⁴⁹ In the view of

the Director, Carmen Moreno, during this period of time they managed to run the Institute under a form of “collective management”.⁵⁰

The partnership policy which had been a feature of INSTRAW’s working method since its inception was extended and diversified. Within the United Nations, the Institute set up alliances with entities such as UNDP,⁵¹ IOM,⁵² UN Habitat⁵³ and UNIFEM.⁵⁴

48 Apart from these professional posts, positions had also been approved for general service staff.

49 Interview with Carolina Taborga, 17 October 2013. Interview with Amaia Pérez Orozco, 13 September 2013. Pérez Orozco was an INSTRAW consultant on gender and migration.

50 The motto of the “collective management” was “Making a Difference in Women’s Lives” (Interview with Carmen Moreno, 18 November 2014).

51 In particular, INSTRAW collaborated with UNDP in Vargas (2010).

52 Three activities were carried out with IOM: 1) two research projects (INSTRAW, 2007a and INSTRAW, 2008a); and 2) a dissemination and information activity (INSTRAW, 2008b).

53 The Institute also collaborated on four research projects with UN Habitat: Ayales and Madrigal (2010), Vasallo and Ayales (2010), Arboleda (2010) and Massolo (2010).

54 INSTRAW collaborated with UNIFEM on the following four research projects: López Castañeda (2010a, 2010b, 2010c and 2010 d).

and at the governmental level it established relationships with Austria, Costa Rica, Italy, Japan, Mexico and Norway. There was also a surge in partnerships with non-governmental organisations such as International Alert,⁵⁵ Latin American Social Sciences Institute (FLACSO),⁵⁶ the Centre of Arab Women for Training and Research (CAWTAR).⁵⁷ This framework made it possible for INSTRAW to expand its scope, boost its capacity to publish new research and ensure it had an impact on local and national capacity building.

With new sources of funding, a staffing structure (albeit without fixed contracts), and a wider and more diverse framework of alliances, INSTRAW was ready to start implementing the objectives of its strategic plan (see Figure 10).

Figure 10. INSTRAW's documents 2004-2011 broken down by the components of its mandate



Source: Author's Figure based on UN Women (2014).

55 This NGO worked with INSTRAW in Popovic et al (2010).

56 The Institute collaborated twice with Flacso: in a group of experts (Bonder and Rodríguez, 2009) and a joint research programme with Flacso-Ecuador (Genta and Contreras, 2011).

57 Seven research projects were developed jointly with CAWTAR: INSTRAW (2009b), INSTRAW (2009b), INSTRAW (2009c), INSTRAW (2009d), Mchichi (2009), INSTRAW (2009e) and Najar and Kerrou (2009). They also collaborated on an INSTRAW dissemination exercise (2008).

The Institute's work on migration, political participation and peace and security placed the situation of women in a global perspective. The implementation of these programmes followed a cycle which started with deliberation, gathering of information and development of new methodologies and conceptual frameworks. Case studies and capacity building programmes were then carried out. A range of approaches were used to disseminate information such as virtual fora and meetings, courses and workshops, establishment of "communities of practice",⁵⁸ conferences, radio and TV programmes and production of documentaries. Use of the internet as the primary means of contact and dissemination made it possible to save money, which in turn made it feasible to produce more working papers and studies, as well as hold virtual meetings between experts and policy makers. Training strategies also changed. The traditional courses and workshops gave way to a new focus on training based on the idea of "capacity building", that is, the strengthening of participation by women and enhancement of their organisational capacity and of peer-to-peer dialogue to spread good practice.⁵⁹ etc. Virtual dialogues, closely linked with the establishment of communities of practice were widespread in the sphere of gender training, helping clarify concepts, develop methodologies and draw up recommendations (INSTRAW, 2008g; INSTRAW, 2009g; INSTRAW, 2010). In addition to the establishment of virtual communities, the support of academics in the use of theoretical tools and frameworks on gender and development as well as the participation of Governments with a firm commitment to implement programmes

with a gender perspective, all contributed to the work of the Institute.

In short, between 2004 and 2011, the Institute produced 145 documents on research, 134 on information dissemination and 45 on training.

Output

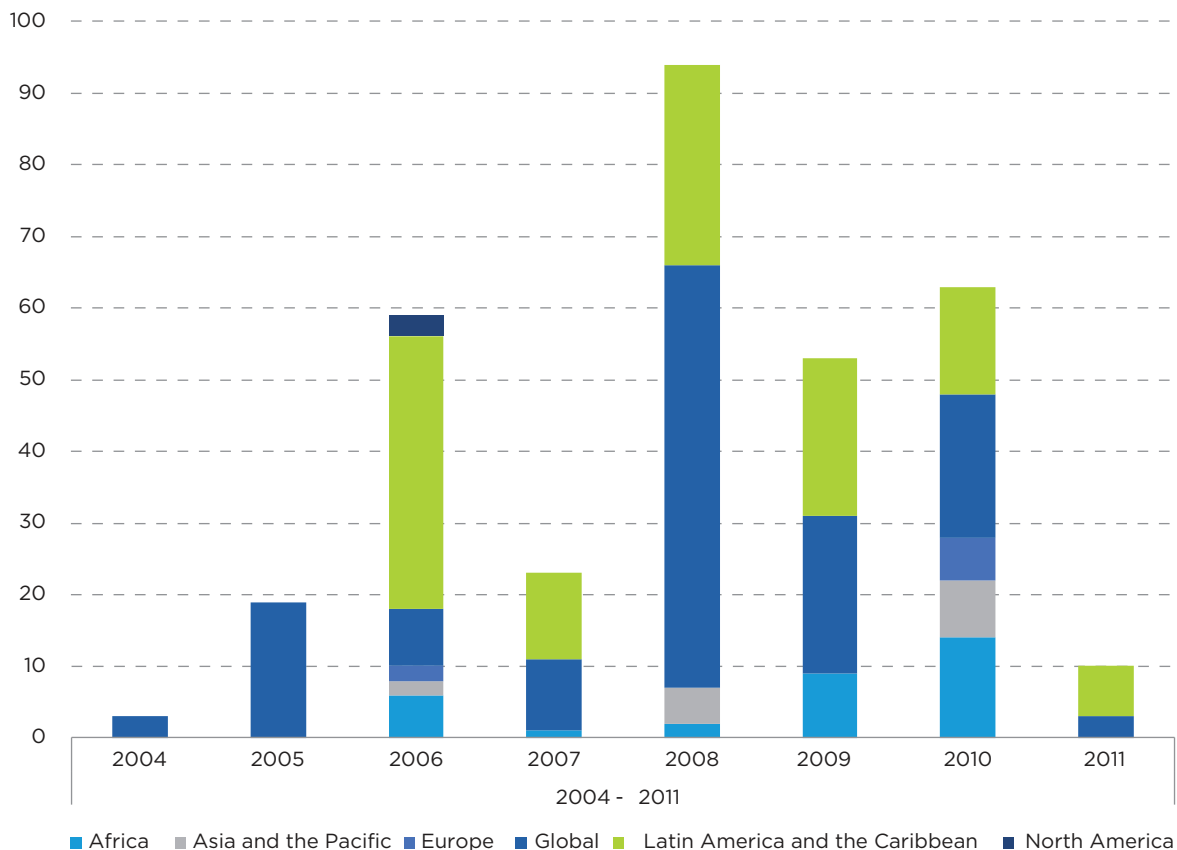
In general, INSTRAW's output reflected the objectives laid down in the strategic plan (local political participation, migration and peace and security, followed, later on, by aid effectiveness). In comparison with its output in the period immediately preceding this (1993-2003) and that of its first decade (1983-1992), the output of these years was extensive. From 2003 onwards, INSTRAW's activities in research and training as well as in information proved that the Institute had indeed been revitalised.

Broken down by region, this activity was divided between Africa (32), Asia and the Pacific (15) and Europe (eight). However, the bulk of the output focussed on Latin America and the Caribbean (122) and the global level (144), indicating a marked narrowing of the geographical spread of the Institute's activities (see Figure 11).

58 Seven research projects were co-developed with CAWTAR: INSTRAW (2009b), INSTRAW (2009b), INSTRAW (2009c), INSTRAW (2009d), Mchichi (2009), INSTRAW (2009e) y Najjar and Kerrou (2009). They also collaborated on an INSTRAW dissemination project INSTRAW (2008). By 'community of practice' INSTRAW meant a social learning process which took place when people with shared interests in a theme or problem collaborated, over an extended period of time, to share ideas, find solutions and innovate (Ziffer, 2010).

59 For more information on this subject see UNDP (2009).

Figure 11. INSTRAW's output 2004-2011 by region



Source: Author's Figure based on UN Women (2014).

Democratic governance and local political participation

Between 2006 and 2010, INSTRAW carried out research, training and information activities on governance and political participation, but mainly at the local, as opposed to the national level. Geographically speaking, the work was largely based in Latin America and the Caribbean, although from 2009 onwards, the Institute undertook work on leadership and participation in North Africa, with support from CAWTAR and AECID.⁶⁰

There were two main reasons why INSTRAW homed in on the Latin American and Caribbean region at the expense of a wider geographical spread. Firstly, the main source of funding was AECID.⁶¹ Spain had a particular interest in directing its aid and development policies towards this geographical area. Secondly, the location of the Institute made it easier to conduct work in the area. Without sufficient funds it was difficult to include other developing areas.⁶²

⁶⁰ See in particular: Gribaa(2009), El Bour (2009),INSTRAW (2008c) and Najjar and Kerrou (2009).

⁶¹ Of the 91 documents listed in UN Women (2014), 63 were drawn up with the support of AECID. However, other UN agencies and non-governmental organisations also lent their support, including PRIGEPP (2), INAMU (1) and ISDEMU (1).

⁶² Interview with Hillary Anderson, 10 September 2013.

The first and most extensive of the projects, “Strengthening Governance with a Gender Focus and the Participation of Women at the Local Level”, ran between 2006 and 2010. This project progressively reactivated the three components of INSTRAW’s mandate. The Institute undertook 51 activities based on research, 19 involving training and, 20 in the area of information dissemination (this refers to recorded products but output was actually much higher here if we include use of the Institute’s online platform).

The objective of the project was to “contribute to the advancement of women’s human rights and strengthen gender equality in the participation and political leadership of women, as well as in local government planning and management” (Rico, 2009: 13). The main elements were as follows: to a) review, document and analyse previous experiences, focusing in particular on the local environment; b) build capacity in target groups; c) promote and develop public local level policies focusing on gender; and, lastly, d) implement a crosscutting strategy for communication and coordination by stakeholders (INSTRAW, 2006a). For this study, countries were selected from Central America (Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama), the Andean region (Bolivia, Colombia, Ecuador and Peru), North America (Mexico) and the Caribbean (Dominican Republic).

There were three phases to the project. The first stage (2006-2007) prepared the basic documentation and theoretical foundation, developed tools and training materials and identified what was needed to strengthen the strategic stakeholders (INSTRAW, 2006b; Bonder, 2006; Massolo, 2006; Veneziani, 2006; Valdés, 2007; INSTRAW, 2007b). Different methodologies were used to study the actors, processes of decentralisation, institutional mechanisms and policies on gender equality.

It should be added that political participation included the situation of indigenous women (Castro and Cliché, 2006).

The second phase (2007-2008) consisted of drawing up and implementing programmes to build local and national capacity. During this phase, training was based on a methodology designed by Procasur (a non-commercial organisation set up in Chile which focused on learning through direct contact with key stakeholders). The so called “Learning Routes” were defined as follows:

A type of training that emphasises direct dialogue with people who have played a key role in the implementation of best practices (these people are also called local talents or training service providers). Training involves visits to institutions or organisations where such practices have been implemented as well as discussions, analysis and reflection. These particular characteristics [...] make this training a unique opportunity to learn from the field. During the course, participants present a proposal or innovative plan to implement what they have learned from the field in their own contexts and jobs (Barriga, 2009: 7-8).

The choice of methodology was deliberate. In 2006, INSTRAW had carried out a diagnostic study of the needs and requests for training and capacity building in the areas of governance, gender and political participation by women at the local level. The people interviewed in this exercise indicated that the personal and work experiences individuals had acquired in their political life should serve as the point of departure for training (Bonder, 2006). This methodology

required the input of time, specific materials and human resources for each target group, because it was based on a preparatory phase which called for the identification of a route, the stakeholders involved, training needs, designated cases and the design of learning objectives (in this particular case they focussed on the experiences of women in Central America and the Andean region). At the stage of training itself induction workshops were held in host countries in order to develop an understanding of the context of the countries visited as well as the advances made by women in terms of national and municipal policy. The research project “Political Learning through Women’s Experiences in Local Government: the Case of [the] Central American Path to Learning” was an activity which brought together peers from different contexts and with different experiences of the political arena. The project was enriched by the different success stories:

In the initial workshop participants got to know each other, spoke about their expectations in regards to this training and received general information about the cases they were going to visit during the trip. Then participants were ready to initiate the field work which included panels with experts in the field, presentations on good practice and reflection on everyday learning, and the plans participants wanted to implement in their own work on their return home. Participants made valuable contributions to those involved in the selected cases and exchanged information with them. Every day participants analysed the case they were visiting and discussed

this later as a group, based on their own observations. They visited town halls, service provider centres for women and economic development initiatives (Barriga, 2009: 10).

Finally, in the third phase (2008-2009), workshops were held on public policies, gender, governance and political participation by women while discussions, debates and meetings were organised at the national level bringing together key stakeholders (INSTRAW, n/d; Montaña and Valdés, 2008; Salinas, 2009).

The programme on local-level democratic governance, gender and political participation served as a basis for several projects in the Dominican Republic. Two basic objectives were set. Firstly, the need to gain a better understanding of both the electoral system from the gender perspective, and the experience of women who served as elected members of local government. As part of this, a case study was carried out (using the techno-political tool, Olympia) entitled *Experiencias en la Vida Política de las Mujeres Alcaldesas Vice-Alcaldesas y Regidoras Dominicanas: Rutas de Elección y Reelección. Logros y Desafíos en La Gestión Municipal* (Experiences in the Political Life of Dominican Women Mayors, Vice-Mayors and Councillors: Routes to Election and Re-election. Achievements and Challenges in Municipal Management) (a revised and updated version was produced in 2012) and a teaching manual was put together on “Participación Política de las Mujeres a Nivel Local en la República Dominicana” (Political participation of Women at the Local Level in the Dominican Republic).

The second objective was to support the association of women in municipal government in the Dominican Republic by strengthening strategic planning and training in information and communication technology (ICT) to foster empowerment.⁶³

Migration and development

The migration and development programme got under way in 2005. As in the programme on governance and political participation, INSTRAW sought to develop links between research and training here. At the beginning, the objective was to explore gender relations in migratory processes. Mainstream thinking considered men to be the main migrants and their wives and daughters to be their companions and/or dependents.

This view ignored the specific details of female migration, the economic contribution of women to their countries of origin and destination as well as the particular problems that women faced in this process. INSTRAW formed partnerships with IOM,⁶⁴ UNDP⁶⁵ and UNFPA,⁶⁶ which helped to consolidate this research.

The programme had three central concepts: 1) migration and gender responsive local economic development; 2) global care chains; and 3) rights of migrant women at all stages of the migration process (INSTRAW, 2011). The strategy applied was based on what was known as the ‘continuous feedback loop’ (see Figure 12) which sought to generate “innovative thinking on gender equality through applied and comparative research, where results would be reflected both in the development of training materials and in discussion of public policy with stakeholders on the basis of these findings” (INSTRAW, 2011: 2-3).

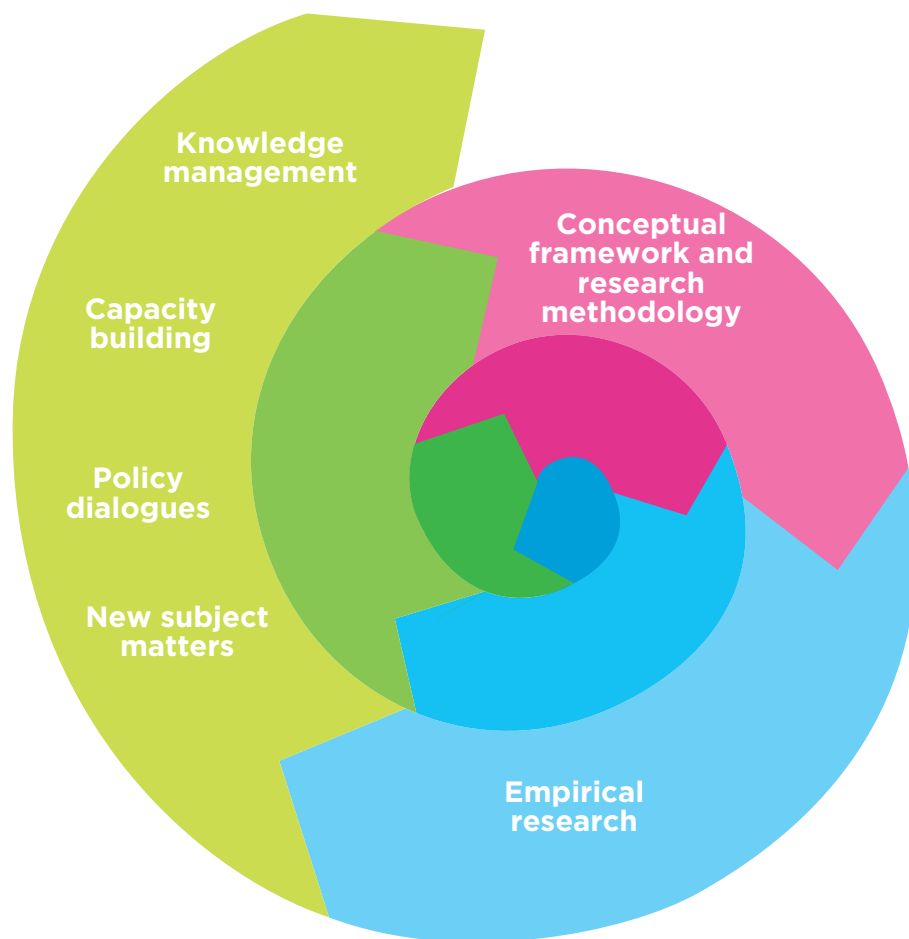
63 We are grateful to Nielsen Pérez for his kind help in preparing this review of programme activities in the Dominican Republic. The publications cited here have not been listed in the bibliography of this report.

64 This collaboration gave rise to the INSTRAW research (2007a and 2008), as well as an INSTRAW dissemination document INSTRAW (2008c).

65 In particular, Vargas (2010).

66 The UNFPA collaboration developed the Hughes and Kajee research (2007).

Figure 12. Continuous feedback loop



Source: INSTRAW (2011).

The programme had four phases, as in the idea of the feedback loop. The first phase consisted of the development of research methodologies and conceptual frameworks that were action-oriented frameworks, that is to say, oriented to ensure their results could be used and adapted by policy-makers, NGOs, universities and independent gender researchers. By 2005, the conceptual framework on gender, migration and development had been defined in the working document: *Crossing Borders, Remittance, Gender and Development* (Ramírez, García and Míguez, 2005) and “The Development Potential of Remittances” (INSTRAW, 2006c), the

second of which was prepared with the support of the Mexican government. The methodology used included a series of procedures and techniques which could be adapted to specific cases. The first case study looked at Vicente Noble in the Dominican Republic from where many women emigrate to Spain (García and Paiewonsky, 2006).⁶⁷

⁶⁷ This study served as the basis for a documentary and the presentation of papers in Colombia and the Dominican Republic. It attracted the attention of the printed and audio-visual media both locally and internationally (United Nations Radio and CNN).

In the second phase, applied research was carried out and published on nine case studies, in order to strengthen the conceptual framework. The gender dimension and migratory flows in the corridors of migration from and between Africa, Latin America, Asia, the Caribbean, Europe and North America were investigated. The work focussed on highlighting and understanding the gender pattern in the flow of migration and remittances. The studies challenged the “remittances for development” paradigm favoured by the Inter-American Development Bank (IADB). According to this paradigm, remittances had “a positive and direct impact” on women’s empowerment (INSTRAW, 2011). Mar García and Amaia Pérez Orozco explained this paradigm as:

The theory that monetary remittances represent the cornerstone of the impact of migration on development. Although the role of social and collective remittances or remittances in kind is acknowledged, it is held that the key potential for development lies in the increase in financial flows triggered by the sending of cash remittances. This increase in financial resources has a positive impact at the macroeconomic level and at the level of local development - as the local level is the prime setting for intervention. (Pérez and García, 2008: 2)

INSTRAW proposed an analysis based on the idea of “human development”, which would take into account the influence of gender on the sending, use and impact of remittances on local development, from the gender perspective and in different contexts. Four channels were proposed for tackling the migration development nexus: 1) remittances and gender responsive local

development; 2) global care chains; 3) migratory policies; and 4) women’s rights (INSTRAW, 2011).⁶⁸

The third stage consisted of organising dialogue with national governments and local stakeholders to ensure gender was included in public policies.

In the fourth place, as in the programme on governance and participation, a capacity building strategy was included. A policy-related activity was organised within this framework known as “Mujeres que migran y mujeres que cuidan”, (Women who migrate and women who are carers) in collaboration with the non-governmental organisation ACSUR - Las Segovias (Spain). This was designed for students in the Madrid Autonomous University, NGO professionals and associations of women migrants (INSTRAW-AC SUR, 2008). A course on Migration, Gender and Development was also delivered in conjunction with the International and Iberoamerican Foundation for Administration and Public Policies (FIIAPP) in Santa Cruz, Bolivia, aimed at officials of various Latin American countries (INSTRAW, 2011). Two virtual fora were organised. In the first, held over a four week period at the end of 2008, over 90 experts from 25 countries discussed the programme’s working documents. More than 220 people from over 40 countries throughout the world participated in the second dialogue. They analysed and discussed shared challenges, effective measures, and strategies and initiatives for the future. The success of the fora stimulated the creation of a virtual community on Gender and Migration, which by 2010 had gathered a total of 1067 members (INSTRAW, 2011).

68 Between 2005 and 2011, the Institute produced a number of studies on migration and care givers, for example: Ramírez et al. (2005); García and Paiewonsky (2006); INSTRAW (2006d); INSTRAW (2006c); Hughes and Kajee (2007); Paiewonsky (2007); INSTRAW (2007a); INSTRAW (2008a); Pérez Orozco et al. (2008); Pérez y García (2008); INSTRAW (2008d); INSTRAW (2008e); INSTRAW (2008f); Paiewonsky (2009); Pérez (2009); Robert (2009); Vullnetari and King (2010); Vargas (2010); Crush et al. (2010); Pérez (2010); Soto et al. (2011) y Sanchis and Rodríguez (2011).

In 2010, the programme on migration and development continued to grow and focussed on exploring the migration-economy nexus:

In specific terms, the programme has begun to concentrate on examining the economic processes from the gender perspective in order to widen the very notion of the economy and explain the role of the structures which subordinate gender in maintaining current economic systems. This focus allows a different interpretation and understanding of the current crises and reveals the unsustainability of the prevailing (neoliberal) model of development in terms of ecology and reproduction (including the provision of care, guarantee of life, food security and social justice (INSTRAW, 2011: 38).

The reverberations of this debate were captured in “Feminist Economics from Latin America: Current Debate in the Area” (Esquivel et al., 2012), a work which was finalised and published in 2012, after the creation of UN Women. INSTRAW also drew on its experience to publish a training manual “Gender on the Move: Working on the Migration-Development Nexus from a Gender Perspective”. This, too, was published after the Institute became part of UN Women (UN Women, 2012).

Peace and security

The programme on gender, peace and security arose from a recognition of the consequences of armed conflict on women and children.⁶⁹ In these conflicts women are not only victims but can perform a series of roles which range from being combatants to political actors, activists and builders of peace. By adopting a perspective and methodology focussed on gender rather than just women, INSTRAW sought to promote an inclusive vision of peace and human security for women, men, girls and boys (INSTRAW, 2009f: 1).

The programme on gender, peace and security divided its efforts between implementation of Resolution 1325 of the United Nations Security Council, reform of the security sector from the gender perspective and training of peacekeepers. As in other INSTRAW programmes this had a triple aspect: applied research, dissemination of information and capacity building. More specifically it set itself three main objectives:

1. Implementation of Resolution 1325.
2. Inclusion of the gender perspective in all aspects of the overhaul of the security sector.
3. Effective gender training for security personnel, including peace-keeping officials. (INSTRAW, 2009f: 1).

⁶⁹ We are grateful to Nicola Popovic for her kind assistance in revising this section on the programme on gender, peace and security.

With this in mind, a first information gathering exercise took place between 2004 and 2009, leading to the development of conceptual frameworks, an action guide on women, peace and security and an analysis of UN peace keeping operations (Valasek, 2005; Valasek, 2008; Popovic et al., 2010; Blessing et al., 2010). A database of hundreds of academic research programmes on gender, peace and security made it possible to set up a knowledge sharing network for discussing ideas and concepts on the subject.

In 2008 a set of tools was prepared to reform the security sector from the gender perspective, in co-operation with the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and the Office for Democratic Institutions and Human Rights (ODIHR) of the Organisation for Security and Co-operation in Europe. A dozen or more international authors collaborated on this. In addition, a community of practice emerged and virtual conferences and dialogues were held to allow exchanges between experts based in different regions of the world. A section of INSTRAW's website was devoted to the issue (conceptual framework, project results, bibliography, publications, multimedia tools, press releases etc.).

In the field of training, projects were undertaken with various governments. Help was provided to the Government of Haiti in its overhaul of the security sector, not in the form of direct support or technical assistance but by collecting data on gender and prisons as well as on the country's political and legal systems, in co-operation with UNIFEM and the United Nations Stabilisation Mission in Haiti (MINUSTAH). In the joint work carried out with the gender unit of the United Nations Mission in Liberia (UNMIL), help was provided to the Government of Liberia in drawing up a National Plan of Action based on Resolution 1325. In the Dominican Republic a study was carried out on sexual and reproductive health and violence in relation to vulnerable people, with

the co-operation of UNFPA, following the natural disaster caused by Hurricane Noel (INSTRAW and UNFPA, 2008). INSTRAW collaborated with the Disaster Prevention and Preparation Programme (PPD), to provide training to prepare for and reduce the impact of natural disasters in this area, aimed at the Dominican Republic's humanitarian and security sector.

In the sphere of training, INSTRAW also produced publications on gender in peace keeping operations (Lyytikäinen, 2007; Bertolazzi, 2010), undertook gender training for peacekeepers, including interactive mapping, which helped increase sensitivity amongst the blue helmets, and developed activities in training centres, particularly in Latin America and the Caribbean.

Lastly, the programme was reinforced by the organisation of virtual fora, participation in international conferences and the publication of virtual magazines, echoing INSTRAW's mandate on research, training and information.⁷⁰

Establishment of UN Women and INSTRAW

In the nineties, the UN had embarked on a process of institutional reform, which had gone on to provide the backdrop for discussions about INSTRAW's future at least since the proposal to merge with UNIFEM in 1993. In 2006, almost at the end of Kofi Annan's mandate as SG, a High Level Panel was set up to explore how the UN as a whole could work more coherently and effectively in the areas of development, humanitarian assistance and the environment.

⁷⁰ Of the 68 INSTRAW documents relating to peace and security listed in UN Women (2014), 17 are on training, nine on the holding of meetings of experts, two in the area of information and 13 are on research.

At first, gender and women were not included on the agenda of subjects to be analysed by the High Level Panel. However, national and international groups who wanted the debate on the UN institutional architecture to be widened to include gender, began lobbying the SG, raising questions about the effectiveness of the existing gender institutions. The campaign waged by the Gender Equality Architecture Reform (GEAR) group vis-a-vis the UN played a key role here. Headed by the Women's Environment and Development Organisation (WEDO) and the Centre for Women's Global Leadership (CWGL), this lobbied for the development of a new institutional arrangement (Jones, 2008). The subject was eventually included on the agenda of the High level Panel. In a note addressed to the UNGA by the Under-Secretary-General, Asha-Rose Migiro, the current institutional architecture was described as "too incoherent, under-resourced and fragmented to provide effective support to Member States" (Migiro, 2007:1).

As far as INSTRAW itself was concerned, two options were discussed. The first was to merge the Institute with other training and research organisations, such as UNU or UNRISD. The second option was to make it part of a new gender entity which would bring together existing bodies. However, the idea of a merger caused concern that INSTRAW's mandate would be weakened, not least because both UNU and UNRISD already had divisions devoted to gender.⁷¹ In addition, there was pressure to keep a UN agency in Latin America and the Caribbean. (Charlesworth y Chinkin, 2013: 14)

Against this background, INSTRAW was included in the proposal to set up an umbrella organisation which would also embrace DAW, OSAGI and UNIFEM. In July 2010, under Resolution 64/289, the UNGA set up UN Women, which was to enter into operation no later than 1 January 2011.

Then began a period of transition during which the four entities were pieced together. The mandates and functions were all transferred to the new entity. Staff working for INSTRAW were gradually disassembled.

The commitments taken on by the Institute as well as the projects already under way continued to be implemented during the transition (various pieces of research were finalised between 2011 and 2012). Part of the decision to set up UN Women was that it would be headquartered in New York and that the research component that INSTRAW had hitherto run from Santo Domingo would henceforward operate from New York. INSTRAW's former base would become the UN Women Training Centre. INSTRAW's output over the years and, in particular, its final projects would form part of the building blocks for the new Centre's initial programme.

⁷¹ Interview with Carolina Taborga, former acting official for INSTRAW, 17 October 2013.

Conclusions

Between 1976 and 2010 INSTRAW was given a mandate unique within the United Nations of carrying out research, training and dissemination of information on the advancement of women. The Institute began by providing support for implementation of the Mexico Conference Plan of Action. As time went by and more international conferences were held INSTRAW acted as a catalyst, ensuring the gender dimension figured on the agendas and work programmes of these thematic conferences.

Chronologically speaking, INSTRAW went through four phases: creation (1976-1981), establishment (1982-1992), crisis (1993-2003) and relaunch (2004-2010).

The first phase began with its foundation and ended when the Institute started operating as an independent entity. During this period, the main features of its mandate were drawn up, a home was found for it in Santo Domingo and it acquired a financial and administrative structure. In 1980, the Institute started producing its first publications. At the beginning, these related to existing research and training projects being carried out by other UN agencies. It then went on to develop a selection of case studies to illustrate the different national mechanisms in force for the advancement of women. This early research led to the identification of some areas of work for the newly created Institute: a) the need to widen the analysis of women's economic participation

beyond the rural sphere and b) the role of women in relation to energy and the environment.

In the second phase, INSTRAW's initial work programmes emerged, clearly linked to the studies on research and training projects carried out in the previous phase. The Institute helped not only to fill the gaps identified with new research, concepts and methodologies but began to train development planners and professionals as well as grassroots organisations working on women and development. The main themes covered in the period 1982-1992 were: a) Statistics, Indicators and other Data on Women; b) Women and the Informal Economy; c) Women and the International Economy; d) Water and Sanitation; and e) Sources of New and Renewable Energy.

In addition to the concrete results achieved during this second phase, INSTRAW took some important steps to delineate its mandate. As part of its distinctive modus operandi, it clarified the relationship between training and research. In the field of training its first aim was to ensure that women were trained at all levels to boost employability and enhance the principle of equity in development. Secondly, it implemented flexible training strategies which could be tailored to different situations and groups of women. Finally, it sought to respond to the speed of social change by adopting an inclusive view of development, using training programmes which were adapted to national development policies, accessing new

technologies and alternative sources of livelihood, encouraging communication between planners, policy makers, trainers and local people, and evaluating different methods. It adopted a participant-centred approach to training, trained new trainers to achieve a multiplier effect and developed on-the-job training adapted to local conditions.

Another important feature of INSTRAW's *modus operandi*, developed in the eighties, was to identify the scope and content of the work that could be achieved using networks and focal points. Networking served to bridge the gap between 'mainstream thinking' and grassroots activities, by influencing policy-makers and ensuring successful implementation thanks to feedback at the grassroots level. In addition, because INSTRAW's funding was based on voluntary pledges, it became necessary to co-operate with organisations with which it would otherwise have had to compete when it came to the allocation of funds. The focal points were a group of institutions or individuals designated as a way of maintaining contact with organisations and/or individuals active in the field of women and development. Their usefulness lay in the identification of priorities, carrying out of joint activities and dissemination of the work of the Institute.

In the second phase, INSTRAW's output was not only prolific but, thanks to its comprehensive approach to subject areas such as statistics, indicators and data, respected because of its recognition of the work undertaken by women, inside and outside the home and their communities. However, restrictions imposed by the nature of its funding, the arrangements for hiring staff and its geographical location, compounded by the new international context of the nineties (marked by the end of the Cold War and a global recession), meant that INSTRAW now entered a period of uncertainty. Until then, the Institute had demonstrated the capacity to develop high quality products using limited

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resources but circumstances changed following the SG's 1993 proposal that INSTRAW should merge with UNIFEM, detracting from the importance of its mission. INSTRAW then entered a long and turbulent period during which its capacity to fulfil its mandate was compromised by lack of financial and human resources.

During the third phase of INSTRAW's history its core strategy was to continue to develop the areas of work it had opened up the previous decade. Work was carried out on statistics and indicators. An energy and environment programme was launched, using the foundations laid by the water and energy programmes of the eighties, but on a smaller scale. Although INSTRAW's work and publications took on board the new concepts which were being promoted internationally, such as sustainable development and self-realisation (the forerunner of empowerment), the Institute was unable to be innovative in its training programme (it continued to use tools produced in the earlier phase) nor practise its *modus operandi* of linking research and training. 1999 saw its lowest level ever of publications.

However, towards the end of this critical period a new approach was introduced: the Gender Awareness Information and Networking System (GAINS). To implement this, the Institute diverted resources to developing a page with direct access to the web, using interactive elements to support basic services such as research, the establishment of networks and training. The project absorbed a significant part the Institute's financial and human resources to the detriment of other activities. In overall terms, the main subjects tackled by INSTRAW were statistics, indicators and data,

followed by energy and the environment and, lastly, INSTRAW itself. With the exception of 1995, the year of the Beijing Conference, the entire period saw a significant drop in output.

The fourth and last phase of INSTRAW began with its revitalisation in 2003 and ended with the creation of UN Women in 2011. In 2003, INSTRAW and other international organisations mapped out a new strategic plan. They sought to ensure that the programmes they launched would be pioneering, were not being implemented by other agencies and would facilitate fund raising. It was decided that efforts should be concentrated in three core areas: 1) gender, remittances and migration; 2) political participation at the local and municipal level; and 3) peace and security. Between 2004 and 2010 the Institute's output was largely focussed on these themes, with very promising results. New sources of funding were found, a personnel structure was created which meant staff worked in synergy and a wide ranging and diversified web of alliances were forged which allowed INSTRAW to meet the objectives of the new plan.

The work programmes selected gave rise to case studies and capacity building projects which included new methodologies and concepts. The internet became the primary means for contact and dissemination of information. Training strategies which had been designed in the eighties and retained throughout the nineties were modified: there was a new focus based on the idea of capacity building (participation, organisational capacity, peer to peer dialogue for the dissemination of good practice, and so forth). Virtual communities were also set up, academics provided support in the use of tools and theoretical frameworks on gender and development and governments committed themselves to implementing programmes with a gender dimension.

In comparison with earlier phases, this last phase produced a higher volume of publications. The drawing up of the strategic plan with themes

which stimulated the interest and support of other UN entities as well as governments and non-governmental bodies, served to kick-start development of the three main work programmes (migration, local political participation, peace and security). After a protracted period of uncertainty, INSTRAW had managed to add to its legacy. The pool of information, critical thinking and pioneering methodological frameworks it developed made it possible to expand understanding and knowledge of the situation and status of women in these programme areas, as well as boost national and local capacity building from the gender perspective. The programmes received significant financial backing in comparison with the previous decades. However, there was a dramatic drop in the number of donors or contributors and work was deliberately redirected towards the Latin American and Caribbean region, which meant the Institute was noticeably narrowing the geographical scope of its mandate.

Meanwhile, during these last years the process of reforming the United Nations, which had got under way in the nineties, had been moving ahead. The result was the merger of DAW, INSTRAW, OSAGI and UNIFEM in an umbrella entity, with the mandate of representing the new institutional gender architecture of the system: UN Women.

As part of this overhaul, INSTRAW's former headquarters in Santo Domingo became the home of UN Women's Training Centre. Despite the ups and downs INSTRAW went through between 1976 and 2011 it managed to build up a substantial legacy in the sphere of research, training and information on the advancement of women's rights. In terms of training, INSTRAW did not attempt to train women directly but rather tried to foster change in public policy and in the development of resources or tools for training. These resources were sometimes supported by research programmes promoted by the Institute itself. Two key moments can be singled out in INSTRAW's training programme. The first began in the eighties when training programmes

were being designed largely to improve women's employability and move towards equity in economic and social development. The underlying idea was that training should be flexible and adapt to different local situations and groups of women (for example through the development of modular packages), drawing on the specific resources of the communities where intervention was to take place and placing participants at the centre of training. Techniques such as role play, storytelling, dramatization or music were used alongside technical resources such as audio-visual material. These training programmes remained in use for approximately two decades. The second key period was from 2004 onwards. Techniques based on on-the-job courses and workshops gave way to capacity building (participation, organisation, peer to peer dialogue, identification of good practice, amongst other things). The various programmes promoted by the Institute at that time included communities of practice and virtual dialogues which helped clarify concepts, identify methodologies and draw up recommendations.

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The legacy of the Institute in terms of the advancement of women's rights can be put to good use. The knowledge, good practice and training instruments developed in the past can be transferred to UN Women. In this way, while the creation of UN Women brought to an end the existence of INSTRAW as an autonomous entity, the Institute's legacy will continue to inspire.

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Interviews

- Interview with Amaia Pérez Orozco, INSTRAW consultant on Gender and Migration.
- Interview carried out on 13 September 2013.
- Interview with Carmen Moreno, Director of INSTRAW from December 2003 to June 2008.
- Interview carried out on 18 November 2014.
- Interview with Carolina Taborga.
- Carolina Taborga is currently the Representative of UN Women Country Office in Paraguay.
- After Carmen Moreno's departure from INSTRAW, Taborga carried out officer-in-charge functions.
- Interview carried out on 17 October 2013.
- Interview with Hillary Anderson, Communication Officer, from June 2004 to March 2009.
- Interview carried out on 10 September 2013.

Annex 1: Resolution No. 357, approving the Agreement and its annex signed between the Dominican Republic and the United Nations

THE NATIONAL CONGRESS

On Behalf of the Republic

NUMBER: 357

HAVING REGARD TO: Sections 14 and 19 of Article 37 of the Constitution of the Republic;

HAVING REGARD TO: The Agreement and its annex signed on 31 March 1981, between the Dominican Republic and the United Nations;

RESOLVES:

SOLE ARTICLE: TO APPROVE the Agreement and its annex signed on 31 March 1981, between the Dominican Republic, represented by the Ambassador Extraordinary and Plenipotentiary Permanent Representative of the Dominican Republic to the United Nations, Mr Rafael Molina Morillo and the United Nations, represented by the Under-Secretary-General for International Economic and Social Affairs, Mr Jean Ripert, by means of which the Former undertakes to supply, at their own expense adequate premises and space to accommodate the headquarters of the International Research and Training Institute for the Advancement of Women, established under Resolution No. 31/135 of the United Nations General Assembly on 16 December 1976. Under the attached Agreement, the Dominican Government undertakes to equip the said premises and make an annual contribution in the currency of the Dominican Republic to the United Nations Trust Fund for the International Research and Training Institute for the Advancement of Women, in an amount agreed upon annually between our Government and the United Nations. United Nations officials having official functions in connection with the Institute, will enjoy the privileges and immunities set out in Articles V and VI of the Convention on Privileges and Immunities of the United Nations, adopted by the General Assembly of this Organisation on 13 February 1946 to which our Government acceded on 7 March 1947. The attached Agreement shall enter into force as soon as the United Nations is notified that it has been approved by the National Congress and it shall remain in force until 31 December 1985. Not later than one year before the expiry of the Agreement the parties shall enter into consultations with a view to continuing their mutual co-operation; which states the following:

AGREEMENT BETWEEN THE UNITED NATIONS AND THE DOMINICAN REPUBLIC REGARDING THE ESTABLISHMENT IN SANTO DOMINGO OF THE HEADQUARTERS OF THE UNITED NATIONS INTERNATIONAL RESEARCH AND TRAINING INSTITUTE FOR THE ADVANCEMENT OF WOMEN.

Preamble

WHEREAS the General Assembly of the United Nations by its resolution 31/135 of 16 December 1976, endorsed the decision of the Economic and Social Council, contained in resolution E/1998 (LX) of 12 May 1975 to establish an International Research and Training Institute for the Advancement of Women (hereinafter referred to as “the Institute”);

WHEREAS the General Assembly of the United Nations, by its resolution 34/157, of 17 December 1979, endorsed the recommendation of the Economic and Social Council contained in its resolution E/1979/11, of 9 May 1979, and accepted with appreciation the offer of the Government of the Dominican Republic (hereinafter referred to as “the Government”) to act as host of the Institute;

THEREFORE the United Nations and the Government agree as follows:

ARTICLE I

Premises

The Government shall provide at its own expense adequate premises and space for the Institute. A detailed description of the premises and space made available by the Government for this purpose is contained in the Annex which forms an integral part of this Agreement.

ARTICLE II

Contribution of the Government

1. The Government shall at its own expense furnish, equip, maintain in good repair and make any necessary structural alterations to the premises and space which it provides to the Institute, in a manner adequate to the efficient functioning of the Institute.

2. The Government shall make an annual contribution in local currency to the United Nations Trust Fund for the Institute as the Government's share of the expenses of the Institute, in an amount agreed upon annually between the United Nations and the Government.

ARTICLE III

Liability

The Government shall be responsible for dealing with any action or claim which may be brought in the Dominican Republic against the Institute or its personnel in consequence of the performance of the activities proper to the Institute and shall hold the United Nations and its personnel harmless in case of any liabilities or claims resulting from activities under this Agreement, except where it is agreed by the parties hereto that the liability or claim arises from the gross negligence or wilful misconduct by the Institute or its personnel.

ARTICLE IV

Privileges and immunities

1. The Convention on the Privileges and Immunities of the United Nations, adopted by the General Assembly of the United Nations on 13 February 1946, to which the Government acceded on 7 March 1947, shall be applicable to the Institute. Accordingly, United Nations officials having official functions in connexion with the Institute, including all members of the staff of the Institute except those who are recruited locally and assigned to hourly rates, shall enjoy the privileges and immunities provided under Articles VI and VII of the Convention, and those members of the Board of Trustees of the Institute and observers invited by the Board to participate ad hoc who are not officials of the United Nations shall enjoy the privileges and immunities provided for experts on mission for the United Nations under Articles VI and VII of the Convention.
2. The fellowship holders at the Institute shall enjoy immunity from legal process in the Dominican Republic in respect of words spoken or written and all acts performed by them in connexion with their functions at the Institute.

3. Without prejudice to the Convention on the Privileges and Immunities of the United Nations, the Government undertakes to accord to all members of the Board, United Nations officials and fellowship holders such facilities and courtesies as may be required for the independent exercise of their functions in connexion with the Institut.
4. All persons referred to in this Article and all individuals travelling on official business at the invitation of the Institute shall have the right to enter and leave the Dominican Republic, and to remain in its territory, as necessary for the performance of their functions in connexion with the Institute; they shall be accorded facilities for speedy travel and visas, if needed, shall be issued to them promptly and free of charge.
5. The premises and space of the Institute referred to in Article I of this Agreement shall be deemed to be premises of the United Nations for the purposes of the Convention and shall, as such, be inviolable and subject to the authority and control of the United Nations.
6. The Institute may import and export scientific apparatus and equipment, educational materials or articles, supplies and other necessary equipment free of restrictions, prohibitions, customs duties and taxes. It is understood, however, that such articles and goods shall not be sold or traded in the Dominican Republic except in accordance with conditions provided by law or agreed to by the Government.

ARTICLE V

Settlement of Disputes

Any dispute concerning the interpretation or application of this Agreement, with the exception of disputes which are subject to the relevant provisions of the Convention on the Privileges and Immunities of the United Nations, shall, unless otherwise agreed by the parties, be submitted to a tribunal composed of three arbitrators, of whom one shall be appointed by the United Nations, one by the Government and the third, who shall be president, by the other two arbitrators. If either party does not appoint its arbitrator, or if the first two arbitrators do not appoint the president within three months after the second of them is appointed or named, the arbitrator in question shall, at the request of either party to the dispute, be named by the President of the International Court of Justice. Unless otherwise agreed by the parties, the tribunal shall establish its own rules of procedure, shall adopt the necessary provisions concerning reimbursement of the expenses of its members and apportionment of the costs between the parties, and shall take all decisions by a two-thirds majority. Its decision on all procedural questions and on the merits shall be final and binding on both parties, even if rendered by default of one of the parties.

ARTICLE VI

Protection of the Institute

1. The appropriate authorities of the Dominican Republic shall exercise due diligence to ensure that the safety and tranquillity of the premises of the Institute is not disturbed in any way. The Government shall provide at the boundaries of the premises such police protection as may be necessary for that purpose and for ensuring that that no person or group of persons gains unauthorised entry into the premises or creates disturbances in the immediate vicinity of the premises.
2. If so requested by the Director of the Institute, the appropriate authorities of the Dominican Republic shall provide a sufficient number of police for the preservation of safety and order in the premises.

ARTICLE VII

General provisions

1. The Agreement shall enter into force upon signature by both parties and upon notification by the Dominican Government that the Agreement has been approved by the National Congress of the Dominican Republic.
2. The Agreement shall remain in force until 31 December 1985. Not later than one year before the expiry of the Agreement, the parties shall enter into consultations with a view to continuing their mutual co-operation. Each party shall give thorough and sympathetic consideration to any modification proposed by the other party.
3. Either party may terminate this Agreement. Notice of termination shall be given in writing, and the Agreement shall expire ninety (90) days after receipt of the notice of termination, provided that it shall in no case expire before the end of the academic year during which the notice is received.

IN FAITH WHEREOF, the undersigned duly authorised representatives of the United Nations and of the Government have signed this Agreement, in two original copies in English and Spanish.

For THE UNITED NATIONS

Signature:-----

NAME AND TITLE:

Jean Ripert

Under-Secretary-General for International Economic and Social Affairs.

PLACE: New York

DATE: 03/31/81

For the GOVERNMENT OF THE DOMINICAN REPUBLIC

Signature:-----

NAME AND TITLE:

Rafael Molina Morillo

Ambassador Extraordinary and Plenipotentiary

Permanent Representative of the Dominican Republic to the United Nations

PLACE: New York.

DATE: 03/31/81

ANNEX

This Annex forms an integral part of the Agreement between the United Nations and the Government regarding the establishment in Santo Domingo of the headquarters of the United Nations International Research and Training Institute for the Advancement of Women.

The premises and space referred to in Article I of the Agreement are located at 102A Avenida César Nicolás Penson, Santo Domingo, Dominican Republic.

The Institute site consists of a rectangular plot of land of approximately 1,800 square metres in size. On this site two buildings have been erected; the two-storied main building and its connecting annex jointly contain an area of approximately 890 square metres.

The main building and its connecting annex make provision for the following space requirements of the Institute:

a) OFFICE SPACE.

Thirteen separate enclosed offices for the Director, Deputy Director, professional staff and consultants and open office space for the secretarial staff of the Institute; and

b) OTHER SPACE.

A large conference room equipped to provide simultaneous interpretation in three languages, two small meeting rooms, a library, a reception area, a staff lounge, an exhibition area, a documents reproduction area, storage areas, hallways, corridors, stairways and toilets.

Architectural plans describing the structure and the interior layout of the Institute and a plot plan showing the precise boundaries of the Institute site are attached and identified as A, B and C respectively.

PASSED in the Assembly Hall of the Chamber of Deputies, Palace of the National Congress in Santo Domingo de Guzmán, National District, Capital of the Dominican Republic, this eighteenth day of the month August of the year nineteen hundred and eighty-one, of the National Independence the 138th and of the Restoration (of the Republic) the 119th; (signed): Hatuey De Camps, President; Juan A. Medina Vásquez, Secretary; José A. Ledesma G., Secretary.

PASSED in the Assembly Hall of the Senate, Palace of the National Congress in Santo Domingo de Guzmán, National District, Capital of the Dominican Republic, this twenty third day of the month September of the year nineteen hundred and eighty-one, of the National Independence the 138th and of the Restoration (of the Republic) the 119th.

Helvio A. Rodríguez,
President

Felipe Segundo Parra Pagán,
Secretary

Luz Haydée Rivas de Carrasco,
Secretary

ANTONIO GUZMAN
President of the Dominican Republic

Acting by virtue of the authority vested in me by Article 55 of the Constitution of the Republic;

PROMULGATE this Resolution, and instruct that it be published in the Official Gazette, so that it may come to the knowledge of all, and be obeyed by all.

PASSED in Santo Domingo de Guzmán, National District, Capital of the Dominican Republic, this thirtieth (30th) day of the month September of the year nineteen hundred and eighty one; of the National Independence the 138th and of the Restoration (of the Republic) the 119th.

ANTONIO GUZMAN

Resolution transcribed in its integrity and published on 30 September 1981 in the Official Gazette (GO, 1981: 710-718).

Annex 2: Composition of Board of Trustees responsible for the INSTRAW mandates from 1984 to 1998⁷³

Board of Trustees March 1984*

- Delphine Tsanga: president of Board
- Gulzar Bano
- Ester Boserup
- Vilma Espín de Castro
- Vida Tomšič
- Marcelle Devaud
- Aziza Hussein
- Nobuko Takahashi
- Suad Ibrahim Eissa
- María Lavalle Urbina
- Helen Stramiris
- A representative of the Secretary-General
- Director of the Institute
- A representative of the United Nations Regional Economic Commission
- A representative of the Dominican Republic
- Author's list based on IN (1984a)

Board of Trustees July-December 1984*

- Delphine Tsanga: president of Board.
- Gulzar Bano
- Vilma Espin de Castro
- Vida Tomšič
- Suad Ibrahim Eissa
- María Lavalle Urbina
- Helen Stramiris
- Daniela Colombo
- Zhor Lazrak
- Achie Sudiarti
- A representative of the Secretary- General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1984b and 1984c)

Board of Trustees June 1985*

- Delphine Tsanga
- Marcelle Devaud
- Nobuko Takahashi
- Vilma Espin de Castro
- Irene Tinker
- Vida Tomšič
- Suad Ibrahim Eissa
- Helen Stramiris
- Daniela Colombo
- Zhor Lazrak
- Achie Sudiarti
- Leticia Shahani, Vienna International Centre
- Mary Tadesse, Economic Commission for Africa (ECA)
- Nancy Viviani, Economic and Social Commission for Asia and the Pacific (ESCAP)
- John Kelly, Economic Commission for Latin America and the Caribbean (ECLAC)
- Economic Commission for Western Asia
- A representative of the Host Country (Dominican Republic)
- Dunja Pastizzi, United Nations International Research and Training Institute for the Advancement of Women
- Author's list based on IN (1985a)

Board of Trustees December 1985*

- Daniela Colombo
- Suad Ibrahim Eissa
- Zhor Lazrak
- Ingrid Eide
- Sudiarti Luhulima
- Victoria N. Okobi
- Lin Shangzhen
- Helen Stramiris
- A representative of the Secretary -General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1985b)

⁷³ The information reproduced in this Annex does not mention the countries to which the people and experts who formed part of the Board of Trustees, belong. Neither does it include the names of ex officio members. Although this is of interest, the necessary information was not available in the sources consulted.

Board of Trustees Spring-Summer 1986*

- Daniela Colombo
- Ingrid Eide
- Suad Ibrahim Eissa
- Fabiola Cuvi Ortiz (new)
- Elena Atanassova (new)
- María Lavalle Urbina (re-elected)
- Zhor Lazrak
- Sudiarti Luhulima
- Victoria N. Okobi
- Lin Shangzhen
- Helen Stramiris
- ex officio Members
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1986a)

Board of Trustees Autumn-Winter 1986*

- Inés Alberdi
- Berta Torrijos Arosemena
- Daniela Colombo
- Fabiola Cuvi Ortiz
- Ingrid Eide
- Elena Atanassogva Lagadinova
- Zhor Lazrak
- Achie Sudiarti Luhulima
- Victoria N. Okobi
- Siga Seye
- Lin Shangzhen
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1986b)

Board of Trustees 1987*

- Inés Alberdi
- Berta Torrijos Arosemena
- Daniela Colombo
- Fabiola Cuvi Ortiz
- Elena Atanassogva Lagadinova
- Achie Sudiarti Luhulima
- Victoria N. Okobi
- Tawhida Osman
- Siga Seye
- Lin Shangzhen
- Kristin Torres
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1987a and b)

Board of Trustees 1988*

- Inés Alberdi
- Berta Torrijos Arosemena
- Elena Atanassova Lagadinova
- Daniela Colombo
- Fabiola Cuvi Ortiz
- Awa Diallo
- Achie Sudiarti Luhulima
- Gule Afruz Mahbub
- Tawhida Osman
- Siga Seye
- Kristin Torres
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1988a and b)

Board of Trustees 1989 and first semester 1990*

- Daniela Colombo
- Fabiola Cuvi Ortiz
- Hawa Diallo
- Penelope Ruth Fenwick (new)
- Elena Atanassova Lagadinova
- Achie Sudiarti Luhulima
- Gule Afruz Mahbub
- Victoria N. Okobi
- Virginia Olivo de Celli (new)
- Tawhida Osman Hadra
- Kristin Torres
- Representative of the Secretary-General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1989a and b;1990a)

Board of Trustees second semester 1990*

- Fabiola Cuvi Ortiz
- Hawa Diallo
- Penelope Ruth Fenwick (new)
- Elena Atanassova Lagadinova
- Gule Afruz Mahbub
- Gertrude Ibengwe Mongella (new)
- Victoria N. Okobi
- Virginia Olivo de Celli
- Amara Pongsapich (new)
- Pilar Escario Rodríguez-Spiteri (new)
- Kristin Torres
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1990b)

Board of Trustees 1991 and first semester 1992*

- Fátima Bensliname (new)
- Penelope Ruth Fenwick
- Gule Afruz Mahbub
- Gertrude Ibengwe Mongella (new)
- Victoria N. Okobi
- Virginia Olivo de Celli
- Amara Pongsapich
- Pilar Escario Rodríguez-Spiteri
- Gail Saunders (new)
- Renata Siemienska-Zochowska (new)
- Kristin Torres
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1991;1992a)

Board of Trustees second semester 1992*

- Ihsan Abdalla Algabshawi
- Gule Afruz Mahbub
- Fátima Bensliname Hassar
- Aida González Martínez
- Gertrude Ibengwe Mongella
- Amara Pongsapich
- Els Postel-Coster
- Pilar Escario Rodríguez-Spiteri
- Gail Saunders-Zochowska
- Renata Siemienska-Zochowska
- Kristin Torres
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1992b)

Board of Trustees 1993 and 1994*

- Ihsan Abdalla Algabshawi
- Gule Afruz Mahbub
- Fátima Bensliname Hassar
- Aida González Martínez
- Noële Kangoye (new)
- Amara Pongsapich
- Els Postel-Coster
- Pilar Escario Rodríguez-Spiteri
- Gail Saunders-Zochowska
- Renata Siemienska-Zochowska
- Kristin Torres
- Representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1993; 1994a)

Board of Trustees first semester 1995*

- Ihsan Abdalla Algabshawi
- Selma Acuner
- Aida González Martínez
- Fátima Bensliname Hassar
- Noële Kangoye
- Amara Pongsapich
- Els Postel-Coster
- Pilar Escario Rodríguez-Spiteri
- Gail Saunders-Zochowska
- Sudarsono
- Renata Siemienska-Zochowska
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1995a)

Board of Trustees second semester 1995*

- Ihsan Abdalla Algabshawi
- Selma Acuner
- María Esther Ashton
- Fátima Bensliname Hassar
- Noële Kangoye
- Amara Pongsapich
- Els Postel-Coster
- Pilar Escario Rodríguez-Spiteri
- Gail Saunders-Zochowska
- Sudarsono
- Renata Siemienska-Zochowska
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1995b)

Board of Trustees 1996*

- Gail Saunders-Zochowska (president of Board of Trustees)
- Selma Acuner ((Vice-president of Board of Trustees)
- Ihsan Abdalla Algabshawi
- María Esther Ashton
- Fátima Bensliname Hassar
- Mona Chemali Khalaf
- María Jonas
- Noële Kangoye
- Amara Pongsapich
- Els Postel-Coster
- Renata Siemienska-Zochowska
- Sudarsono
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1996)

Board of Trustees 1997*

- Selma Acuner (president of Board of Trustees)
- Esther M. Ashton (Vice-president of Board of Trustees)
- Noële Kangoye (rapporteur 1997 session of Board of Trustees)
- Ihsan Abdalla Algabshawi
- Zakia Amara Bouaziz
- Mona Chemali Khalaf
- María Jonas
- Norica Nicolai
- Els Postel-Coster
- Glenda P. Simms
- Amaryllis T. Torres
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1997a; 1997b)

Board of Trustees 1998*

- Esther M. Ashton (president of Board of Trustees)
- María Jonas (Vice-president of Board of Trustees)
- Selma Acuner
- Zakia Amara Bouaziz
- Noële Kangoye
- Mona Chemali Khalaf
- Norica Nicolai
- Mamosebi Theresia Pholo
- Glenda P. Simms
- Amaryllis T. Torres
- Cecilia Valcárcel Alcázar
- A representative of the Secretary-General
- Director of the Institute
- Representatives of the five United Nations Regional Economic Commissions
- A representative of the Dominican Republic
- Author's list based on IN (1998a; 1998b)

Un Women Training Centre
Tel: +1 829 954-0000
Av. César Nicolás Penson, #102A,
La Esperilla Santo Domingo,
Dominican Republic, 10108
info.trainingcentre@unwomen.org
<https://trainingcentre.unwomen.org>