

CAN CONFLICT ANALYSIS PROCESSES SUPPORT GENDERED VISIONS OF PEACE BUILDING?

Reflections from the Peace and Stability Development
Analysis in Fiji

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Acronyms

BCPR	Bureau for Crisis Prevention and Recovery
CDA	Conflict-related Development Analysis
ECREA	Ecumenical Centre for Research, Education and Advocacy
GBV	Gender Based Violence
MNRU	Ministry of National Reconciliation and Unity
NGO	Non Governmental Organization
PSRC	Pacific Sub Regional Centre
PSDA	Peace and Stability Development Analysis
TA	Technical Assistance
UN	United Nations
UNDP	United Nations Development Programme

I Summary

1. This paper focuses on an analysis of the lessons learned from applications of the Peace and Stability Development Analysis (PSDA)¹ that was initiated in 2005 by UNDP and the Government of Fiji (Ministry of Multi Ethnic Affairs and National Reconciliation and Unity - MNRU), in collaboration with the Ecumenical Centre for Research, Education and Advocacy (ECREA)². It argues that conflict and development analysis processes such as the PSDA, which help surface issues of socio-economic development, security, democracy and peace are inextricably linked to notions of gender equality. Transforming gender relations for women and men needs to come to the foreground on the agenda for peace and conflict related aspects of development to achieve conflict transformation. Current efforts in conflict analysis and development approaches, including PSDA, fall short in ensuring that gender concerns and women's voices emerge in the process. Given that PSDA approaches strive to be strategic and transformative for peacebuilding, gender outcomes need to be factored in from the onset, to ensure that women's strategic interests as well as practical needs are elicited as part of the overall transformative goal. This is especially critical in policy development and the planning of phased responses that seek to transcend issues of conflict and promote positive peace in societies.
2. The experience of PSDA in Fiji highlights that integrating gender considerations requires thinking about it from the conceptual stage, ensuring gender objectives are explicit and women lead and participate in these processes. When observed, these approaches may lead to outcomes that will integrate women's voices to the mainstream. However, if a truly transformative agenda is to emerge and bring women's strategic interests to the forefront, efforts will have to take into consideration the supporting processes that help women create those agendas, given that in most contexts women's participation and agency are limited.

¹ The international community is increasingly using conflict analysis tools and methodologies to define their strategic priorities in contexts of social tensions, instability and post conflict peacebuilding. A wide range of approaches and methods have been developed to suit specific needs and mandates of agencies as well as to fit into different phases of programming.

² PSDA result: <http://regionalcentreapacific.undp.org.fj/Files/PSDA%20report.pdf>.

II Background to the Peace, Stability and Development Analysis (PSDA) in the Fiji Islands

3. The decision to undertake a Peace and Stability Development Analysis (PSDA) in Fiji was guided by a desire to obtain a comprehensive overview of the Fijian society's perceptions of the issues and problems around peace, stability and development (to complement available knowledge and understanding) and to obtain consensus on priorities for peacebuilding and development. This was not a detailed conflict analysis³ exercise. The PSDA was also used to provide a legitimate space for moderate voices (just before the national parliamentary elections of May 2006) and to create a number of "entry points" for a more sustained engagement of UNDP, other UN agencies and donors in supporting the development of a peace and stability architecture.

CONFLICT SENSITIVE DEVELOPMENT TOOLS AND PROCESSES

Conflict sensitivity focuses on shifting responses from working around conflict to working on and in conflict. That is, outcomes of conflict analysis are used to programme interventions and activities that are geared towards either working directly on the dynamics and causes of conflict and strengthening the foundations of peace, or that have taken into account those dynamics so that risks of development interventions deepening and/or accelerating conflict dynamics are minimized.

Conflict analysis and development tools contribute by placing the issues on the agenda and enabling a number of possible outcomes to emerge:

- Context analysis: provides an overview of the actors and interests/processes/dynamics of the conflict as well as an understanding of root and proximate causes, the multiple manifestations and triggering factors of conflict and instability;
- Transformative processes: Depending on the approach in the application of the tools, the combination of participatory /consultative approaches associated with the use of the tool provides significant insights into priorities to transform status quo and creates spaces for finding common ground;
- Confidence building: The extensive use of dialogue amongst all stakeholders as part of these processes is an essential element in trust building. The application of the tool is part of a broader strategy to build trust through consensus and is part of the confidence building measures promoted by donors and or governments for peacebuilding and conflict prevention;
- Commonly agreed priorities: These tools and processes seek to identify and elaborate the areas of work where different stakeholders can find common ground to move forward. The emphasis is on finding agreement for priorities rather than developing radically new ideas and propositions to move forward on.

³ To complement the PSDA, UNDP commissioned a series of papers on conflict dynamics and instability in Fiji.

4. The focus was on identifying what would be required in promoting a peaceful and stable Fiji and strengthening of peacebuilding efforts. As an exercise, it was visionary and future orientated, rather than a focus on the past or reconciliation of past grievances. It emphasized the critical distinctions between negative and positive peace and circumvented a direct analysis of stakeholders given the sensitivities associated with addressing these at all levels in public.
5. The PSDA used a model of multi-stakeholder and participatory peacebuilding orientated planning that was new to most development actors and communities in Fiji. The exercise included: a) adapting conflict analysis tools used by UNDP in other contexts (e.g. Indonesia); b) building local capacities for conflict analysis, participatory development and planning, developing a consultative process and a communication strategy; c) designing a framework for action to address instability, racism and exclusion; and d) developing a follow-up and mainstreaming strategy.
6. The PSDA was organized in three phases (preparatory phase, consultations and follow-up) and conducted over a ten-month period. This timeframe was due to the fact that capacity building, national coverage and true multi-stakeholder engagement were considered as central to the success of the exercise as the identification of causes of conflict/tensions and response priorities. In each phase, lessons learned were derived in a participatory way and included a rapid assessment of how and whether gender mainstreaming had taken place.

III Conceptual Underpinnings of the PSDA and Gender Considerations

7. Given that conflict analysis is increasingly used as an entry point for recovery and developing programming, the question of how gender is taken into consideration becomes ever more relevant. Economic development and democracy, central tenets of UNDP's development agenda, are inextricably linked to gender equality. Effective participatory and bottom-up PSDA type of exercises should encompass a gender approach as i) they help link gender issues to multi-stakeholder processes, ii) create spaces -particularly for those sectors of the community who experience marginalization in the public sphere, and iii) legitimize marginal voices to raise and address aspects of gender and other issues.
8. Peacebuilding operates within a specific set of cultural values and local contexts. Cultural values and traditions also play a very strong role in determining gender roles and relations. Both culture and gender are dynamic and evolve and change in relation to all forms of conflict. While we know more of the differentiated impact of conflict on men and women and have an initial understanding of how women contribute to recovery and peace building, there is still a significant gap in understanding to build response frameworks that take gender differentiated perspectives as the starting point. For example, some initial research has shown that women tend to focus more on the processes and relations of social reconstruction⁴ and alleviating the impacts of conflict on communities and less on physical and institutional rebuilding. Women activists in conflict contexts advocate for transformative approaches that link the private and the public spheres in the discourses and practice of peacebuilding. This is in sharp contrast with mainstream responses that tend to focus almost exclusively on rebuilding infrastructure and the machinery of public institutions.
9. Building the practice and knowledge of the gender dimensions of peacebuilding is important because PSDA approaches are often deployed in situations of negative peace and/or post-conflict contexts where peace building is a priority. As a concept, peacebuilding is defined, interpreted and executed in a wide variety of ways. While a precise definition does not seem desirable or possible, the acknowledged focus is on a process that has a structural, relational and cultural orientation and encompasses goals and values of equality, social justice, improved social relations and meeting basic needs. What is required now is an in depth understanding of the gender dimensions of peacebuilding both in research and in methodologies of conflict analysis and planning, to ensure that response frameworks and transformation models acknowledge women's contributions to peacebuilding, address their strategic interests and respond effectively to women's practical needs.
10. The importance of the distinction between immediate practical needs and longer term strategic interests serves to illuminate the domain of gender politics in the context of a conflict and development analysis and translate 'prioritized concerns' of women as well as men into planning processes for addressing them. Practical needs relate to the condition or

⁴ McKay, S., Rey de la, S. (2006), "Peace Building as a gendered process" in: Journal of Social Issues, Volume 62, No 1, 2006, pp-141-153.

immediate material circumstances, their present workloads and responsibilities. For women, they frequently refer to, for example, the need for a clean and reliable water supply, health services, credit schemes or access to rural banking. These needs may be addressed by practical and short-term development interventions, but taken alone, they are rarely sufficient to transform unequal aspects of gender relations in the private and public domains. However, responses to practical gender needs can provide the initial entry point to work with women and develop links to strategic interests. Unintentionally, responses might have negative or even violent impacts on women's situation by not involving, or sensitizing men, or linking them to the longer term and underlying strategic interests; e.g. credit schemes for women can exacerbate Gender Based Violence (GBV) when there is a failure to address GBV as a strategic issue in conflict analysis.

11. Strategic interests are related to changing or transforming the subordinated position of women to men and ultimately involve long-term cultural changes in attitudes and behavior on behalf of men, women and the institutions that govern them. All forms of GBV exemplify the differentiated position between men and women as well as structural issues such as unequal access to decision-making in all spheres, economic insecurity or discriminatory labor practices, land ownership and family law, or the lack of shared responsibility with men for parenting. A conflict analysis and the resulting planning discourse that remains at the level of needs and is blind to gender strategic interests will not promote the required transformation of institutional rules, practices and perceptions that can change women's position and may even exacerbate a state of negative peace and instability for both men and women.
12. In order to elicit gender practical needs and strategic interests as part of the analysis process, it is necessary to undertake purposely-designed activities to encourage women - and men in subordinate positions - to participate, as there are many factors that mitigate against ensuring that their perspectives, needs and interests are made visible and prioritized. This is particularly the case for women whose voices are silent for a number of reasons:
 - Women and youth are excluded or marginalized in processes of public planning, political discourse and other public domains;
 - Culture and tradition dictate submission to men as heads of households in the private sphere and deference to the opinions and decisions of traditional male leaders in the public domain;
 - Prevailing notions of unequal gender relations resulting from religious beliefs, biological pre-determination or the enshrinements of culture;
 - Fear of GBV for speaking out or against male leadership or behavior in public;
 - Dominant social, ethnic and religious cleavages of a whole community or grouping may blind recognition and action across gender lines;
 - Lack of recognition, self-esteem and acknowledgement of women's work in rebuilding communities, building peace and overcoming trauma;

- Predominant focus of analysis in the tools is on the institutions of the public sphere;
 - Lack of an enabling political environment for gender sensitive analysis coupled with perceptions of gender-blind institutional planning, practices and procedures entrenched in hierarchical and bureaucratic structures;
 - Lack of, or limited, preparatory work with women and women's organizations to facilitate the development of gender transformative agendas;
 - Marginal level of gender perspectives and tools of analysis present in the contemporary conflict prevention and peacebuilding theory and practice.
13. A key dimension of a gender sensitive framework consists in including men and moving beyond stereotypes of men and boys. Gender equality and the transformation of gender relations to sustain peace are usually considered to refer exclusively to women. This perception has obscured important facets of conflict analysis and hindered effective mainstreaming and planning responses. There is an emerging body of research on boys' and men's gendered identities, masculinities and relations between men and between men, women and girls. The importance of these issues and the way they are linked to violence, conflict and negative peace are largely left unaddressed in conflict analysis and in policies and programmes of Governments and international organizations. There is an urgent need to unpack this complex set of issues and revisit tools of analysis and planning to incorporate gender issues of men and boys -as well as women and girls- and challenge the social construction of masculinities and femininities. This could help address inequities in socialization, issues of identity and in the longer-term support processes that generate more balanced gender relations between men and women and between men themselves.
14. In practice the above means that PSDA tools and processes will need to be contextualized and strengthened to ensure that gender considerations for women and men and between men are explored as part of the analysis.

IV Phase I: Preparatory Process

Engendering the methodology

15. In Fiji and other parts of the Pacific⁵, attention has been seldom given to formally acknowledging or documenting the roles and contributions women make to restoring or maintaining peace within and across communities. Their stories are told in informal contexts and meetings and often pass unnoticed by formal institutions and leadership. During the implementation of the PSDA, participants learned important lessons on the different roles women and men play in building and maintaining peace and understanding the root causes of conflict and their differing consequences. These points are elaborated in the different phases of the PSDA.
16. Deliberate efforts were taken by the technical experts and the facilitation teams to reframe gender issues to be seen as legitimate and relevant obstacles to peace in the context of the overall exercise. It was recognized that stakeholders are affected differently by aspects of conflict and instability as well as being proactive on peacebuilding in different ways. Gender, ethnicity, class, age, sexuality and religious beliefs mediate these differences. The idea was to develop a participatory process to enable planners a better identification of who is affected and in which way. In Fiji it enabled the voices of local communities (different social and ethnic groups, gender roles and social class) to be heard and validated. There are still relatively isolated experiences of this nature.
17. The key components of the tool (vision, obstacles to peace, peacebuilding lessons learned, scenarios and planning responses) were not modified to integrate a gender dimension. Instead, a strategy was developed to counterbalance cultural and locally contextualized barriers for women and other marginalized voices to participate. Given the context of Fiji (i.e. the significant interplay of religion and tradition in mediating and controlling gender relations) the analysis of gender and conflict was not singled out as an issue that needed special attention in the consultations. Instead, the approach was to try to ensure that marginal voices were included with the mainstream development actors and their concerns heard and taken into account in the design of response strategies.

Partnership development

18. The experience of PSDA in Fiji highlights that integrating gender considerations required both conceptualizations of the key issues and extensive consultation with partners and others in the design phase (as well as the critical follow-up to analysis in mainstreaming and programming initiatives) in order to ensure they are tackled effectively. In Fiji careful

⁵ Thomas, P. (2005), 'The Pacific: Gender Issues in Conflict and Peacemaking', in: Gender Mainstreaming in Conflict Transformation: Building Sustainable Peace, ed. R. Baksh et al, pp. 155-159. London, Commonwealth Secretariat.

consideration was given to the identification of NGO partners that had both a record of accomplishment of working on conflict issues as well as gender (e.g. trauma healing, peace camps for youth and peacebuilding with women in communities and advocacy, and training on UN Resolution 1325). Other institutional considerations included the presence of women in management positions and the availability of diverse women and men facilitators with gender sensitivity.

19. During the preliminary discussions with partners and the implementing agencies, workshops were held on the adaptation of the PSDA for the local context. This included the principle of women's and youth's active participation, the range of current gender concerns, the links to peace and development and the concepts of practical and strategic responses for peace and conflict transformation. As a result, a number of gender related issues came up as a barrier for women and youth to participate effectively in the process and for gender issues to be elicited, e.g. speaking out in mixed gender grouping; lack of women's public leadership; speaking in front of traditional and religious male leaders; marginalized voices of young women and men in public forums or processes; public shame and recrimination associated with taboo subjects of GBV such as family incest, violence, rape sexuality, etc. Based on this preliminary analysis a number of collective strategies were developed with the partners to mitigate against these barriers and try to maximize the participation and voices of women and other marginalized groups from all sectors of the society.
20. The key strategy agreed upon in the PSDA was to ensure that gender equality and the links to peacebuilding objectives were made explicit throughout the process. In the context of Fiji, this required that women as well as men had leadership roles in each stage, had the capacity to define and analyze the issues, construct visions of peace and to identify a series of actions to help realize the goals of a positive peace. This approach helped integrate diverse women and men's voices to the process.

Selection of facilitators

21. Facilitators for the PSDA process were drawn from the staff of implementing agencies in the Government and the NGO. While the NGO staff had greater levels of experience on mediation issues and facilitation skills, overall the PSDA was a new approach (both conceptually and methodologically) for all involved. In total, 15 facilitators/team members were selected and deployed in mixed teams throughout the whole PSDA project.
22. The goal in the selection of facilitators was to achieve gender, age and ethnic balance. Having women as facilitators was important both in terms of ensuring they were beneficiaries of capacity building but also for their role in the workshops. Their presence in a lead role helped facilitate women's participation and create legitimate spaces for gender issues to be addressed. This was consistently reinforced in the training of facilitators as well as team meetings and backstopping throughout the PSDA process.

Capacity building

23. Facilitators were trained in two five-day workshops, one for NGOs and one for Governments and NGOs. In addition, facilitators were accompanied throughout the project with refresher and lessons learned workshops in between key phases.
24. In Fiji, the capacity building with government and NGOs needed to address a range of issues pertaining to Conflict and Development Analysis as well as participatory development, facilitation and mediation skills and issues of equality and empowerment. Overall, there were severe constraints associated with partner capacity, time-lines, availability of facilitators and trust between government and civil society.
25. The above context made it difficult to also focus on gender issues in their own right. The gender objectives were about sensitizing facilitators towards women's needs in the context of the workshop and in make possible the identification of key gender issues and perspectives.
26. It was during this phase, that teams identified a range of possible challenges to overcome during facilitation. One of the most important was around the issues of younger women facilitating the process or being perceived as challenging the traditional power hierarchies of senior men or religious leaders. To help counterbalance this, the facilitators designed and enacted role-plays in small teams and shared feedback and strategies to deal with possible gender and culture based challenges and stereotypes. Techniques and assertiveness skills were shared and adapted in the facilitation training.
27. In many contexts where Conflict Analysis tools are used, notions of conflict/development and peacebuilding tend to be fragmented and/or compartmentalized. Overall, conceptual and practical linkages between development and security on the one hand, and between development and peacebuilding on the other, are relatively new. It is also the case that gender perspectives of conflict and instability are new for many governments and civil society organizations facing dilemmas towards peace building and attempting to construct alternatives on a daily basis. Adding the critical dimension of gender to capacity building initiatives requires additional time, greater conceptual demands and above all, an effective theoretical/practical integration of the issues in both the CDA tool and the capacity building modules. The PSDA process was able to partly achieve these goals but was continuously constrained by the schedule and the intensiveness of the process.

Socialization and familiarization of communities with the PSDA

28. Socialization was part of a broader communication strategy to ensure transparency in the process and greater levels of confidence on the integrity of the project vis-à-vis all relevant stakeholders (including potential spoilers). The socialization programme consisted of a series of pre-workshop visits where government authorities, chiefs and religious leaders, local NGOs, women's youth and farmers groups were informed of the exercise and 'consulted on how to consult'. These were the spaces in which the issues of who should be involved in the workshops were discussed. Local government and traditional leaders were involved in discussing the goals and the operating principles of the PSDA for Fiji. The issues

of involving women, youths, minority ethnic groups and local business were talked through and candidates were proposed and discussed in light of the criteria sought. Consensus was sought on holding the forthcoming consultations in a neutral venue (e.g. hotel) where greater levels of interaction and informality would be accepted more readily than in a church or traditional village meeting place. People agreed that this would help facilitate greater interaction of women, youth and other marginal groups and avoid the obstacles of formal seating and roles attributed to cultural and religious meeting venues. Given the complex social relations in Fiji and the high levels of distrusts that exist primarily between Fijians and Indo-Fijians and between higher authorities (chiefs, government officials, priests, etc) and ordinary citizens, deciding on who should participate was a highly sensitive and political stage in the process.

29. As mentioned above and elsewhere, the consideration of gender, youth and minority balance and active participation was stressed throughout the participant selection procedures. Criteria were drawn up and a selection process designed with intended vetting by a committee of the key partners and others. Challenges were encountered with implementing this plan especially during the consultations. Comments were frequently made by government partners about people being averse to completing selection or application forms when people were usually invited to a government led event based on position, social relations and institutional affiliations. The implication was that a process of nomination and selection might be considered offensive to officials, traditional leaders or religious leaders. In general, the issues of selection, including gender and minority participation were broached in team meetings and subsequent efforts helped to redress the perceived imbalances.
30. In the socialization phase it became apparent that in Fiji a broad-base, active civil society organizations working on empowerment and gender issues (amongst other things) simply does not exist. Beyond a few women's groups focusing on gender-based issues in the capital, women are active and/or organized around traditional, religious based groups or government programmes. Most of these groups focus on sustainable livelihood issues as well as the maintenance of the social and religious fabric of communities and tend to be traditional and conservative. They represent an important part of maintaining the status quo in a social structure constructed along the lines of ethnicity, clan hierarchies and religion. However, the same groups also have an awareness of increasing levels of GBV (especially violence towards women), higher levels of human and economic insecurity and concerns with drugs, chemical and substance abuse, etc., since they deal with the burden of the consequences on a daily basis.
31. The PSDA team structures for the socialization, consultations and national seminar were designed to help counter some of the challenges described above as well as other potential challenges. The teams were gender balanced and the men in the teams were sensitized to pick up gender issues and ensure dynamics did not silence women. Daily team meetings and debriefings looked for these issues and brainstormed on problems. Anticipating some of the challenges during the capacity building stage was an important backstop and source of support to the teams.

V Phase II: The Consultation Workshops and National Seminar

PSDA consultation workshops

32. The consultation workshops (eight in total with an additional one-day National seminar) consisted of three residential days in each of the venue locations. An average of 40-50 participants attended from a wide area including the smallest island groups of the Fiji Islands. The participants focused on:
 - Envisioning the future;
 - Identifying obstacles to peace (structural and proximate factors);
 - Peacebuilding capacities and gaps;
 - Scenario building;
 - Future priorities and planning for positive peace
33. The format of all workshop activities was designed to help address common gender dynamics and challenges. This could be seen in the mixing of groups, small and plenary discussions, presentation opportunities for all of the participants, appropriate/gender sensitive icebreakers/energizers, probing and clarifying questions that capture gender issues and summaries and explicit ground rules on respect, confidentiality sharing and valuing differences etc. The regular morning and evening team debriefings were also opportunities to identify sensitive issues offline and strategize support from the whole team. Examples included discreetly approaching women, youth and other minorities whose initial participation was low and discussing their needs and expectations for a fuller engagement in the workshop. This was followed up with monitoring and backing from the facilitators in session, e.g. joint small group presentations with a gender balance.
34. Despite earlier reservations by the teams, the participation and contributions of women and youth was often apparently appreciated by participants in traditional leadership and hierarchy roles. These contributions in the form of plenary presentations or small group sessions often led to positive comments or discussion by leaders and seniors on the importance of ensuring greater future participation of these marginalized voices in the public domain and decision-making forums. These reactions and the overall process was an empowering experience for many of the women, youth or minority people who took part in the PSDA.
35. An interesting and unexpected outcome of this process was that many of the participants perceived the PSDA consultation as an emotional and emancipatory experience. A great deal of emotion was expressed across a range of people. Some of this was captured on film and in talking head interviews, and later edited into a short seven-minute film of the PSDA and a longer documentary of 30 minutes, for National television. These reactions were explained by people as having a lack of spaces in their homes, schools, communities and workplaces to articulate their needs and views on obstacles to peace and ongoing efforts to

build peace. For many of the participants it was an important and often unique experience, to say something and “name it” and to think about and acknowledge these issues. This was particularly the case for women and young people speaking out on GBV, family violence and incest. Other sensitive topics were the impact of political violence in the family and on the main breadwinner as well as issues around women challenging husbands and other men on excessive alcohol consumption and kava/grog sessions.

36. There was a marked difference in how gender issues were addressed in the sub-national workshops and the national consultation. In the provinces, eliciting gender issues in the analytical process was easier as facilitators had a greater level of control over the agenda, much more time and were able to ask questions, challenge assumptions and engage women and young people in a constructive manner. During the National Seminar, gender issues were highlighted in the opening address by the Honorable Vice-President but were much less explicit in the subsequent plenary and working group sessions of the day, despite the participation of senior level government and NGO participants. This may reflect a focus or tendency towards addressing the macro-level and public domains while omitting or overlooking the gendered realities and concerns surfaced in the micro and meso levels of the consultations.
37. Given the shorter time (one day) for the National Seminar and the large number of participants (approximately 100), it was more difficult to elicit views from a wide range of stakeholders. Discussions remained at more general and cautious levels, issues were only touched upon and it was more difficult to ensure an equal number of men and women as participants. Given the combination of these factors, issues related to gender inequalities were addressed in a less visible way, in spite of efforts of the facilitating team. In order to ensure that gender does not get lost in a consultative format like the National Seminar, it may be important to have specific working groups discussing gender and peacebuilding issues at all levels. At the time, this was not seen as the most appropriate approach by the Steering Committee and PSDA team. However, a subsequent assessment by the UNDP and partners team highlighted the need for a more explicit focus on gender issues that could have been cued, for example, from the opening speech of the Vice-president who is regarded as one of the most senior and progressive traditional leaders with a gender transformative agenda for peace.

Findings

38. The findings of the PSDA were structured into two main reports. A “People’s Strategy for Peace and Stability” was a short, concise and very action orientated report targeting key civil society, government and business sector decision-makers participating in the national seminar. The report was aimed at identifying priority issues/challenges and delivering strong messages in a pre-election period. The second report, “PSDA: A Framework for Action” was an extended report structuring the findings and presenting a series of recommendations to the Government of Fiji. The latter report was the basis for integration of issues into the National Development Plan and the design of an implementation strategy. Neither of these reports highlighted aspects of gender, peace and development.
39. During the consultations, gender-based issues were typically slow to surface but began to emerge from the stage of identifying obstacles to peace when issues were discussed

intensely in small groups. Examples ranged from issues of GBV and child abuse to the absence of women and youths' participation in traditional decision-making structures. It was apparent that the PSDA analysis helped to validate these issues as public concerns and everyone's obstacle to positive peace despite the fact that they are not discussed openly in other forums.

40. Subsequent steps in the PSDA process brought forth concerns on how to prevent future conflict, transform situations of negative peace and worse case scenarios and the role that women played unacknowledged in these processes. Women's initial concerns and responses were often linked to their family and community roles and focused on the practical and immediate needs, e.g. improved health in isolated island communities or access to markets in areas destabilized by poor roads or roadblocks demanding extortion for passage. Women's peacebuilding activities at the community level were acknowledged during the workshops and, in some cases, celebrated. It is clear that women bring to these processes the emotional components of peace (e.g. love, social harmony, trust support) both in their envisioning of the future and their analysis of what is lacking and/or an obstacle to peace.
41. The traditional emphasis amongst indigenous Fijians is on the act of "peace making" or conflict resolution. These traditions are formally prescribed and are a revered part of indigenous culture. They are normally carried out by male actors and traditional or religious leaders. It appeared that a more expansive concept of peacebuilding as a process, open to formal and informal interventions and carried out by either women or men in both the public and private spheres is neither a tradition nor a widely understood or promoted practice. During the implementation of the PSDA, participants in the consultation workshops struggled to broaden their paradigms of peacebuilding efforts and initiatives to include and acknowledge a broad range of activities in addition to the traditional understandings of peace making and conflict resolution. This intersection between gender and culture, on the one hand, and the way peacebuilding is understood, on the other, was a distinctive feature of the process in Fiji.
42. Most significantly, many of the initiatives and activities identified as "capacities for peace" in the workshops and the National Seminar were activities undertaken or initiated by women –mostly at community levels, and rooted in values and behaviors associated with Fijian and Indo-Fijian culture such as co-existence, social harmony, respect and protection of the family and community orientated values. The examples covered a broad range of activities and cut across the differences of ethnicity, religion, class, etc. They included everyday efforts to build social harmony, inculcate peaceful values in children and young people, protect the environment, enhance personal and community security and speak out against gender-based violence in the private and public spheres. The sub-national workshops were critical spaces in acknowledging, sometimes for the first time, the invisible role and contributions of women in peacebuilding as well as their insights in identifying the increasing vulnerabilities to peace.

Documenting and reporting

43. The findings and reflections of this paper were mostly articulated in the provincial consultations. Unfortunately some of the most interesting issues on gender were not

adequately incorporated in the design of the Action Framework. The Framework document focused primarily on promoting recommendations and actions on institutions of the public sphere (government, the private sector and civil society). The lessons learned from this reflection exercise emphasize the need to revise the PSDA tool, documentation and systematization processes to integrate three important considerations: i) requirements to explicitly address gender in the documentation and analysis of information, ii) integration of analysis and actions pertaining to the private sphere (household and family), and iii) provision of space for aspects related to the cultural context and individual/emotional issues. An important example is how GBV and family violence issues emerged as significant obstacles to peace. These issues could have been given greater prominence in the reports produced for the national seminar and the final Framework for Action.

VI Phase III: Moving forward with the PSDA

44. The final phase focused on the design of a process to support the mainstreaming of findings into the overall national machinery of government. Activities included the presentation of the “Framework for Action” to Cabinet, discussion of the findings by government officials in the National Economic Summit (where the National Development Plan is presented) and, integration of key issues and a new chapter in the National Development Plan. In addition, a series of bilateral consultations were held with all government departments, including meetings with ministers, senior civil servants and technical staff, where specific issues pertaining to their mandate were discussed. In order to ensure that the process of moving forward brings back a strong gender dimension, a separate consultation with women’s organizations has been recommended, together with support for a Women and Peacebuilding caucus in parliament. It is expected that subsequent corrective and proactive measures during this phase will help ensure that gender considerations are taken into account and addressed as part of the overall plan to mainstream the PSDA into government.

VII Conclusions and Recommendations



45. A key lesson from the PSDA in Fiji and other similar exercises⁶ is the need to include elements of an expanded gender sensitive planning into the adaptation and application of PSDA tools. These are:
- A gender differentiated context analysis that focuses on women, men and the gendered relations and includes the social construction of masculinities and their impact on peace and conflict;
 - Processes to ensure different women's voices are present and women's interests articulated;
 - A gendered prioritization of responses and identification of entry points and links;
 - A focus on transformative processes/relations and institutions of the public and the private sphere for greater gender equality.⁷
46. There is a need to capture, re-focus and expand on how to best articulate and act upon women's and gender strategic interests in relation to peace building. This will require an adaptation of the tool to provide greater emphasis on capturing both basic needs and strategic interests and designing a framework that encompasses both. Of particular importance are issues of i) women's self esteem and control over their bodies, ii) issues of access to decision-making and access and control to productive, social and political resources, and iii) issues of GBV against women and youth in the public and private spheres.
47. What the PSDA exercise highlighted were the challenges of integrating gender effectively in the mainstream planning frameworks resulting from conflict analysis processes. One of the key limitations to emerge was that the tool provides limited or no space to systematize gender issues elicited from women or men and carries them forward. Although the tool covers analysis of the social, economic, political and security spheres there is a gradual tendency to focus on the economic, political and security spheres (mostly in relation to the public domain). Therefore issues such as GBV (which often emerge in the social sphere and private domain) and the complex set of drivers and root causes (which cover all spheres) become dispersed or sidelined to the realms and responsibilities of households and community level actions and were not apparent in the planning and follow-up phases. A second concern is that the tool as a strategic planning instrument tends to ascribe more meaning to actionable activities within the spheres of the public domain and to addressing the relevant public institutions (e.g. institutions of the state, religious faiths or the private sector). As a result, the rich tapestry of issues resulting from inadequate, hierarchical and unequal gender based relations in the private sphere tended to get lost and marginalized.

⁶ Piza Lopez, E; Nyheim, D. and Trijono, L. (2005), "Peace and Development Analysis Resource Pack", BAPENAS-UNDP, Indonesia.

⁷ A summary of the lessons learned can be found in the annex.

48. In conclusion to this study of the PSDA in Fiji, a number of ways are recommended in which the tools of analysis and planning could be strengthened to enable a better understanding of the gendered context and gender related outcomes for women and men/girls and boys:

- Undertake a gender differentiated context analysis;
- Integrate key aspects of culture such as the construction of masculinities and femininities into the analysis and unpack the consequences to GBV and other forms of structural violence;
- Adopt a gender-disaggregated approach to highlight women's contributions to peacebuilding and the identification of vulnerabilities that may be identified as gender specific;
- Elaborate steps two and three of the tool (i.e. obstacles to peace and peacebuilding lessons learned) to facilitate a gendered prioritization of responses across the spheres/ domains and identification of entry points for responses.

VIII Annex

Summary of Lessons Learned

PSDA Activity	How Gender was integrated	Lessons learned
<p>Adaptation of tools Focus on excluded groups e.g. women, youth, ethnic/religious minorities, tenant farmers etc and how to engage them and enable their participation</p>	<ul style="list-style-type: none"> • A strategy for the participation of women, youth etc., was applied • Gender outcomes were not made explicit in the documentation 	<ul style="list-style-type: none"> • Make gender outcomes of the PSDA explicit • Include gender disaggregated analysis in each step of the tool, particularly steps two and three (obstacles to peace and peacebuilding lessons learned) • Conduct more consultation with women and a range of Government and Civil Society Groups focused on Gender to provide a deeper local contextualization from a gender perspective
<p>Partnership development Identify criteria/seek partners with proven record/sensitivity to issues of gender</p>	<ul style="list-style-type: none"> • Workshop strategies on local gender issues were conducted • Challenges in process were identified and commitment to action was developed 	<ul style="list-style-type: none"> • Consider criteria on gender policy, track record on delivery and political commitment to gender in the selection of government partners • Invest in building capacity on gender with government partner as well as NGO
<p>Selection of Facilitators Balanced teams; gender; religious/ethnic diversity; age</p>	<ul style="list-style-type: none"> • Roles were allocated and elaborated in teams; importance of gender balance was discussed • There was greater participation of women and young men from partner NGOs 	<ul style="list-style-type: none"> • Stipulate in agreements with partners and invest in capacity and team building; promote longer joint training sessions
<p>Capacity Building Training, coaching, mentoring and team building in all phases</p>	<ul style="list-style-type: none"> • Design of capacity training did not include sufficient content and process on issues of gender during conflict analysis and planning exercises • Capacity was built on gender during onsite and off site team discussions and 1:1 coaching sessions • Problem solving team sessions focused on strategies to surface gender • There was insufficient focus and capacity building on gender issues for youth/men 	<ul style="list-style-type: none"> • Review/revise training modules/materials to strengthen the links of CDA/PSDA to issues of gender relations and transformative agendas of women/men/boys/girls • Commission/provide locally contextualized models of gender relations among the diverse groups • Identify men/men's groups to provide capacity building on gender issues • Consider capacity building is a critical entry point to raise awareness and promote commitment and professional development • Allow for continuity throughout the process on seeking the gender issues and addressing them on the spot

<p>Socialization/ Familiarization Preparing the ground and criteria for selection of diverse participation</p>	<ul style="list-style-type: none"> • Workshop criteria were developed for inclusion of a range of women, youth and minority groups and to build local ownership and commitment to including women's and youth issues etc • Teams needed greater time to prepare and own purpose and strategies to engage and develop participant base • Other issues e.g. logistics hijacked space for adequate discussion 	<ul style="list-style-type: none"> • Accompany consistent gender messages and backstopping by TA • Allow more time
<p>Consultation Workshops/ National Seminar 8 Provincial workshops, one National Seminar</p>	<ul style="list-style-type: none"> • Format design for workshops and working groups • Balanced participation between men and women from different ethnic groups and community based/ leadership • Facilitation by men and women, listening for and framing gender issues • Legitimization of women's peace-building activities • Lack of gender on the agenda of the National Seminar 	<ul style="list-style-type: none"> • Create spaces during workshops for a diverse range of voices • Gear facilitation towards enabling more silent groups/individuals • Brief and debrief teams • Systematize issues as they arise and ensure they are properly captured • Ensure discussion of macro-micro levels/ private-public domains during National Seminar consultation
<p>Documenting and reporting Production of 3 reports</p>	<ul style="list-style-type: none"> • Information on gender issues was mainstreamed into the report • Not all aspects of gender emerging from consultations were effectively captured 	<ul style="list-style-type: none"> • Develop requirements to explicitly address gender in the documentation and analysis of information • Integrate analysis and actions pertaining to the private sphere (household and family) • Provide space for aspects related to gender and culture and dimensions of emotional issues related to peace in the report.
<p>Moving Forward Designed a process to support the mainstreaming of PSDA findings into the overall national machinery of government.</p>	<ul style="list-style-type: none"> • Consultations included government departments working with women, youth and minorities/excluded groups particularly: Women's Affairs, Youth, Religious Affairs, Poverty and Land/ Housing 	<ul style="list-style-type: none"> • Develop a strategy (e.g. check-lists/key questions) to promote and contextualize gender considerations in mainstreaming findings • Bring young women and men to reflect on the process with a view to strengthening participation • Conduct consultations with women's organizations to define implementation priorities • Engage parliamentarians and other decision makers in discussion on outcomes including gender • Incorporate gender into communications/advocacy products